



Government
of Canada

Gouvernement
du Canada

UPDATE ON THE IMPLEMENTATION OF THE ACTION PLAN FOR OFFICIAL LANGUAGES



MIDTERM REPORT

Canada 

**UPDATE ON
THE IMPLEMENTATION
OF THE ACTION PLAN
FOR OFFICIAL LANGUAGES**



MIDTERM REPORT

Library and Archives Canada Cataloguing in Publication

Canada

Update on the Implementation of the Action Plan for Official Languages : Midterm Report.

Issued by Privy Council Office.

Available also on the Internet.

www.pco-bcp.gc.ca/olo

Text in English and French on inverted pages.

Title on added t.p.: Le point sur la mise en oeuvre du Plan d'action pour les langues officielles, rapport de mi-parcours.

ISBN 0-662-69390-6

Cat. no.: CP22-84/2005

1. Official Languages Program (Canada).
2. Language policy—Canada.
3. Linguistic minorities—Services for—Canada.
4. Bilingualism—Canada.

I. Canada. Privy Council Office. II. Title. III. Title: Le point sur la mise en oeuvre du Plan d'action pour les langues officielles, rapport de mi-parcours.

FC145.B55C36 2005

306.44'971

C2005-980278-2E

© Her Majesty the Queen in Right of Canada, 2005



FOREWORD

Minister Responsible for Official Languages

Twenty-nine months ago, our government presented its Action Plan for Official Languages to Canadians. It is a plan of considerable scope, and the product of equally considerable effort. It spoke at the time of new momentum for the official languages policy of the Government of Canada.

I am among those who believe that it represents much more than new momentum. Indeed, it is a new vision supported by a detailed work plan. We have brought linguistic duality to the forefront and made it an integral part of our great project which is Canada.

We are already at the stage of the Midterm Report on implementation of the Action Plan. To do this we have once again been innovative, asking our community partners—the Fédération des communautés francophones et acadienne and the Quebec Community Groups Network—to participate in preparing the Report by including their communities' own comments.

I am well aware of the ground which remains to be covered in order to implement all aspects of our Action Plan. Up to now, the cooperation of our partners, both public and community, has made our task easier and allows me to be optimistic about the second phase. It is with pride that I present this Midterm Report and it is with enthusiasm that I continue the work.



Mauril Bélanger

TABLE OF CONTENTS

Introduction	1
Continuing Evolution	1
1. Consultations	4
Ministerial Consultations	4
Consultations in the Context of Specific Legislative Responsibilities	5
Sectoral Consultations	6
2. The Action Plan for Official Languages	10
2.1 Education	10
2.2 Community Development	15
Early childhood	15
Access to health services	17
Access to justice	20
Immigration	23
The economy	25
Community life	29
Partnerships with the governments of the provinces and territories	31
2.3 The Language Industry	33
2.4 An Exemplary Public Service	35
2.5 Accountability and Coordination	39
3. Horizontal Management Framework	42
A Landmark in Horizontal Coordination	42
4. Official Languages Research	47
Strengthen Capacity for Research Application	47
5. Future Prospects	52
Consolidate Achievements	52
Annex 1	55
Description of the Official Languages Program	55
Annex 2	57
Reports from Communities:	57
Fédération des communautés francophones et acadienne	57
The Quebec Community Groups Network	73
Annex 3	77
Action Plan Funding Summary	77

INTRODUCTION

CONTINUING EVOLUTION

THE ACTION PLAN FOR OFFICIAL LANGUAGES

Released on March 12, 2003, the *Action Plan for Official Languages* consists of an accountability and coordination framework, and three main axes: education, community development and an exemplary public service. Assistance for the development of the language industries supports these three priority areas. The Government of Canada undertook to present interim and final reports on the implementation of the *Action Plan for Official Languages*.¹ This midterm report fulfils the first part of that commitment. The general information it contains on fiscal years 2003–04 and 2004–05 may lead to some adjustments. This is not yet, however, a formal evaluation of results. Monitoring and data-gathering will continue with a view to presenting a final report, scheduled for the Fall of 2008.

Since March 2003, two Speeches from the Throne have reiterated the priority given by the Government of Canada to Canada's linguistic duality and also its firm intention to implement the *Action Plan for Official Languages*. In December 2003, a member of Cabinet was sworn in as Minister responsible for Official Languages and this practice was continued following the elections of June 2004.

The Government remains resolute in its determination to maintain the momentum of its policy and Canada's linguistic duality.

“Linguistic duality is at the heart of our identity. ...The Government will nurture this asset, which benefits all Canadians. It will ensure that minority language communities have the tools that enable their members to fully contribute to the development of Canadian society.”

—Speech from the Throne, February 2, 2004.

“What makes our communities work is our deep commitment to human rights and mutual respect. The Government is committed to these values. ...It is implementing the Official Languages Action Plan and will continue to promote the vitality of official language minority communities.”

—Speech from the Throne, October 5, 2004.

This determination, combined with a desire for transparency, is consistent with the way in which the Action Plan was prepared and the cross-government commitment made to report to Canadians on the results of policies and programs. In addition to describing the action taken by federal institutions, this midterm report presents the communities' viewpoint concerning the initial assessment of the Action Plan. We know that much remains to be done. Taking into account findings of both the federal public service and other partners

1. *The Next Act: New Momentum for Canada's Linguistic Duality: The Action Plan for Official Languages*. (Ottawa, Privy Council Office, 2003), p.16.

Note: For the purpose of this report and unless otherwise stated, community refers to an official language minority community (OLMC).

enables us to identify weaknesses and to prepare for the future with greater insight.

THE OFFICIAL LANGUAGES PROGRAM

Implementation of the Action Plan could not have occurred without consideration of where it came from. A look at the entire official languages policy quickly proved to be necessary. Over the months, the Official Languages Program has come to describe the whole set of activities whereby the Government of Canada fulfils its obligations and commitments contained in the *Official Languages Act* as described in the accountability and coordination framework. (see Annex 1).

The need to link the mandates and activities of all federal institutions does not mean that the particular roles assigned by the Act to certain lead ministers and organizations have altered. Those responsibilities remain unchanged. The role of the Minister responsible for Official Languages is one of general coordination, over and above Part VII of the Act, which is entrusted to the Minister of Canadian Heritage, and Parts IV, V and VI, for which the President of the Treasury Board is responsible. The Minister responsible for Official Languages provides the government with an overview and Canadians with a spokesperson capable of relating all parts of the Act. By presenting the measures taken in many areas and emphasizing interdepartmental collaboration, this midterm report attempts to illustrate this interdependence.

STRUCTURE OF THE MIDTERM REPORT

Chapter 1 sets out the way in which the Government of Canada consulted its partners: Ministerial consultations coordinated by the Privy Council Office, consultations held within the framework of the particular legislative responsibilities of Canadian Heritage and Treasury Board, and dialogue among the communities and numerous federal institutions in their areas of action. It describes how these exchanges fuelled the work of public servants and Ministers, and it identifies as accurately as possible the community viewpoint with the assistance of the Fédération des communautés francophones et acadienne (FCFA) and the Quebec Community Groups Network (QCGN).

Chapter 2 is chiefly concerned with the initiatives of the *Action Plan for Official Languages* and the investments of the institutions concerned since March 12, 2003. In all, \$123.4 million has been spent out of the \$751.3 million budgeted in the plan, with \$36 million in the Enabling Fund added to the total in 2004–05. Overall, we conclude that the necessary structures have been established; implementation is well under way and should pick up speed from now on.

Chapter 3 describes horizontal coordination characterized in the horizontal management framework of the Official Languages Program. Arising from the requirement of shared accountability associated with the Action Plan, the framework focuses official languages management on obtaining results. It provides a governance structure for all areas of activity and performance measurement, relating the various

dimensions to each other and pooling the indicators and their underlying data. In no case does it replace any of the performance measurement systems of any of the institutions; each department or agency remains responsible for detailed assessments of its initiatives. The framework relies on departments and agencies to report on the effect of all activities. Its application has just begun.

Chapter 4 discusses research. It cites the activities of the interdepartmental coordination committee chaired by the Privy Council Office, talks about the upcoming post-censal survey of official language minority communities, and stresses the major contribution of research to the compilation of the data needed for the evaluation of the Official Languages Program.

Chapter 5 proposes possible improvements for the continuation of the Action Plan and for the future of the Official Languages Program. It is difficult, at this midpoint, to draw conclusions about the results of the Action Plan, but the report reveals some lessons learned with the experience acquired since March 2003. Possibilities are also explored, aimed at maintaining a balance among the priorities identified and working toward renewal of the *Action Plan for Official Languages* in the broader context of the Official Languages Program.

The annexes contain additional information about the Official Languages Program (Annex 1); the communities' viewpoints compiled by the FCFA and the QCGN (Annex 2); and the statement of expenditures at midterm (Annex 3). The horizontal management framework is the subject of a separate publication entitled *Canada's Linguistic Duality: A Framework to Manage the Official Languages Program*.

1. CONSULTATIONS

MINISTERIAL CONSULTATIONS

The Action Plan provides that minority communities and other key stakeholders will be consulted at least once a year.²

PRIVY COUNCIL OFFICE

The Official Languages Branch, Intergovernmental Affairs, Privy Council Office, introduced a cycle of consultations providing for two formal meetings a year with the communities: one in the spring with senior officials from the departments taking part in the implementation of the Action Plan, and another in the Fall with Ministers. Five meetings have already been held, three with senior officials (May 2003, March 2004 and March 2005) and two with Ministers (October 2003 and October 2004).

These events bring together up to 30 representatives of each of the Anglophone and Francophone communities. They give community representatives an opportunity to express their views on how the Action Plan is being implemented; they enable the Government of Canada to report on its activities and to sound out the communities about current issues of concern.

The consultations in 2003 made initial contact possible and were focussed on discussion of strategies to implement the Action Plan. In

2004, participants observed that some aspects had made more progress than others, probably on account of reorganizations within the federal government. Communities and departments tackled the development of the Horizontal Results-based Management and Accountability Framework optimistically, as discussed in Chapter 3 of this report.

Two years following the announcement of the Action Plan, openness is evident on both sides. Participants in the March 2005 consultation held productive discussions (notably about the notion of community vitality and how to support it). Consistent with the concern for transparency evidenced in the development of the Action Plan, the government undertook to reflect the communities' viewpoints in the midterm report (see Annex 2). Though the format of the meetings needs improvement, the consultations are the reflection of an unprecedented commitment on the part of federal institutions and a real opportunity to discuss what has been done.

“All respondents approved of the process. ...However, a number of them emphasized that improvements were desirable and even necessary. In the opinion of some respondents, discussions were focussed more on reporting on what had already been done and did not provide an opportunity for real dialogue such as a consultation leading to proposals for future action.” (Midterm report, *Perspectives of Francophone and Acadian Communities*, June 2005, p. 18)

2. Ibid. p. 71.

CONSULTATIONS IN THE CONTEXT OF SPECIFIC LEGISLATIVE RESPONSIBILITIES

The Action Plan expressly notes that in no way does it alter the specific roles assigned under the *Official Languages Act* to certain lead Ministers and bodies, in particular the Minister of Canadian Heritage and the President of the Treasury Board.³

CANADIAN HERITAGE

The Department of Canadian Heritage (PCH) has maintained special ties with official language minority communities for over 30 years, in accordance with the Minister's role in Part VII of the *Official Languages Act*. The Canadian Heritage–Francophone and Acadian Communities Coordination Committee and the Canadian Heritage–Anglophone Community of Quebec Coordination Committee are central to this collaboration.

From October to December 2004, PCH conducted a series of consultations throughout the country with 455 representatives of communities and institutions about the future of relations between the department and the communities, and the Canada–Community Agreements. Agreement on some basic values and principles emerged from these consultations: the need for mutual trust and respect, the central role of PCH in supporting community development in all areas, and the importance of genuine collaboration and concentrated effort by other departments. Moreover, it was agreed that future collaboration measures should maximize the

non-financial impacts of PCH support, reinforce the values of good governance and citizen participation on which “associative” networks are based, and emphasize the involvement of volunteers and the contribution of community stakeholders.

PUBLIC SERVICE HUMAN RESOURCES MANAGEMENT AGENCY OF CANADA

In the context of the responsibilities it exercises on behalf of Treasury Board under Parts IV, V and VI of the *Official Languages Act*, the Agency conducted intensive consultations with its federal and community partners during an examination of the policies respecting language of work and management of human resources, communications, service to the public, and the use of official languages in electronic networks. For the Commissioner of Official Languages, the revision of the policies is a step in the right direction. In her *Annual Report 2003–2004*, she stressed that the new policies “...do strengthen the capacity of federal institutions to function in both official languages.”⁴

The agency has also involved official languages champions and regional federal councils in the development and promotion of the Innovation Program, with a view to assisting federal institutions improve their delivery of services in both languages, create a working environment favourable to bilingualism, and manage change. There is renewed interest in the issue of official languages in the regions, thanks to the initiatives of the federal councils; for example, Forum 4-2-1 in the West and the Forum on Linguistic Duality (Parle-moi, I'm listening) in Quebec. The increased number of projects submitted by federal institutions for Phase III illustrates a ripple effect.

3. Ibid. p. 63.

4. Office of the Commissioner of Official Languages, Annual Report 2003–2004, p. 11.

“Arts and culture, communications and education representatives are still looking for a means of setting up consultation mechanisms in which their sectors would receive the recognition they deserve”. (Midterm report, *Perspectives of Francophone and Acadian Communities*, June 2005, p. 21).

SECTORAL CONSULTATIONS

The Action Plan provides that “every federal institution will need to ... consult affected publics as required, especially representatives of official language minority communities, in connection with the development or implementation of policies or programs.”⁵

HEALTH CANADA

The collaboration model used by Health Canada and its partners was inspired in 1999 by the World Health Organization model titled *Towards Unity for Health*. It is based on cooperation among five major partners: health care professionals, managers of health care institutions, training institutions, governments and communities.

For Francophones, the Société Santé en français (SSF), with its 17 networks, is the mechanism bringing all these players together at the same table, and includes doctors and other specialists, the Fédération des communautés francophones et acadienne, Health Canada and the provincial and territorial health ministries, and through a representative of the Consortium national de formation en santé, colleges and universities. The Consortium itself is composed of ten post-secondary institutions

located throughout the regions, which work together to make training programs more accessible in order to increase the number of Francophone professionals in the communities. Anglophones in Quebec using a similar approach bring partners together through the Community Health and Social Services Network at McGill University and the Quebec Community Groups Network.

The Consultative Committee for French-speaking Minority Communities and the Consultative Committee for English-speaking Minority Communities, created by the Minister of Health in 2000, provide a direct link with Health Canada. Co-chaired by the department and the community, they facilitate regular, meaningful discussions. The work of the committees has resulted in an improved understanding of the official languages file and the needs of the communities by the department, on the one hand, and in a better understanding of Health Canada programs by the communities on the other hand. For example, communities have been developing proposals more suited to departmental requirements.

This governance model, often qualified as a best practice approach, has established a level of trust among all the partners, directed available funds where they could best be put to use, and extended the exercise of due diligence to all levels.

HUMAN RESOURCES AND SKILLS DEVELOPMENT CANADA

Thanks to another joint structure—the Community Economic Development and Employability Committees (one for

5. Government of Canada, op.cit., p. 66.

Anglophones and one for Francophones) — Human Resources and Skills Development Canada (HRSDC) and many federal departments and agencies actively support community planning and the creation of mechanisms tailored to meet needs in the field. The Community Economic Development and Employability Committees, or CEDECs (Anglophone), and the réseaux de développement économique et d'employabilité, or RDÉEs (Francophone), group community partners together on a national and regional basis. Partners sit on the national committees with representatives of federal departments and agencies.

Consultations held in September 2004 with representatives of the communities and the Government, concerning governance and possible mechanisms for a long-term horizontal approach, led to the creation of the Enabling Fund (see Chapter 2). Another round of consultations that took place in the spring of 2005 with the Privy Council Office, dealt with an accountability mechanism and the establishment of performance indicators for this program.

SOCIAL DEVELOPMENT CANADA

Since its creation in December 2003, Social Development Canada has maintained close working relations with the Commission nationale des parents Francophones (CNPF) regarding the early childhood initiatives of the Action Plan. A consultation was held in June 2005 with agencies working in the areas of teaching and caring for young children in Francophone minority communities on funding priorities for the coming years. Major initiatives followed, including the CNPF project *Partir en français*, and the *Profil d'entrée*

à la 1ère année dans une perspective langagière et culturelle by the Canadian Teachers' Federation.

“In a number of sectors, dialogue began with various government and funding bodies. One of these sectors is early childhood. ...there is a high degree of satisfaction, but at the same time stakeholders are concerned because the dialogue is not yet rooted in formal mechanisms – a fact that weakens progress to date and jeopardizes future consultations.”

(Midterm report, *Perspectives of Francophone and Acadian Communities*, June 2005, p. 20 and 21)

In September 2004, the department set up a committee of experts to help it design a pilot research project on the care of young children. This project is aimed at demonstrating the benefits of services in French starting at preschool for the linguistic and cultural development of children in minority communities. The Committee brings together representatives of the CNPF, the Fédération canadienne pour l'alphabétisation en français, the Alliance canadienne des responsables et des enseignant(e)s en français langue maternelle, the department, universities and other early childhood teaching experts.

INDUSTRY CANADA

Industry Canada has held two series of consultations with the minority Anglophone and Francophone communities with community economic development as the focus of discussion. In the spring of 2005, the participants were apprised of the results of studies dealing with investments by the department and regional development agencies (RDAs); the creation of a database on the

groups taking part in the development of the communities; the development of a “community mapping” project; and the development of a Section 41 “Lens” for the department. Industry Canada consultations contribute to a better understanding of the relationships among economic development priorities of the communities and Industry Canada and RDA programs.

The Language Industry Association (AILIA), created in the spring of 2003 with funding from the Action Plan, is designed to build on the language industry’s strength and become its spokesperson, making Canada a world leader in this area. AILIA’s cross-Canada networking activities enable businesses and various corporate partners to initiate dialogue and build new synergy.

JUSTICE CANADA

The Department of Justice has created a form of consultation designed to work effectively with both provincial and territorial governments and with official language minority communities.

The Federal–Provincial–Territorial Working Group on Access to Justice in Both Official Languages is responsible for examining barriers and finding possible solutions to overcome them, taking into consideration studies on the subject, exchanging information on the best practices and initiatives in each jurisdiction, and apprising Deputy Ministers of the issues related to access to justice in both official languages. With Ontario, the Group has set up the French Language Institute for Professional Development for bilingual Crown Attorneys and criminal justice system practitioners. This project allows 15 bilingual Crown Attorneys

from a province other than Ontario to take a full week’s professional development and language training in French. The Working Group aims to create a network of bilingual Crown Attorneys across Canada.

The Advisory Committee—Justice in Official Languages, acts as a liaison between legal and community stakeholders and the Department of Justice. It is supported by the Sub-Committee—Access to Justice in Both Official Languages, which brings together in one forum representatives of Anglophone and Francophone minority communities, and by the Sub-Committee—Section 41 that has a separate forum for each. The members of the Sub-Committee—Access to Justice in Both Official Languages have recommended that the work of raising awareness and providing information, active offers of services and ongoing training should continue. Community representatives on the Sub-Committee—Section 41 have identified issues which include making relevant information available, the need to take into account emerging needs and target clientele (women, youth and newcomers), and the importance of federal–provincial–territorial collaboration.

CITIZENSHIP AND IMMIGRATION CANADA

Since March 2002, the Citizenship and Immigration Canada (CIC) — Francophone Minority Communities Steering Committee has worked to identify conditions conducive to the recruitment, selection, reception and integration of newcomers within these communities. Composed of community representatives, federal agencies, and provincial and territorial governments, the committee has met ten times. Similar committees have been

created at the regional and provincial level in British Columbia, Alberta, Saskatchewan, Manitoba, Ontario and the Atlantic Provinces.

In November 2003, the steering committee launched the *Strategic Framework to Foster Immigration to Francophone Minority Communities*, on issues related to Francophone immigration and on the objectives, results, measures and tools to be considered in developing national, provincial and territorial action plans. In March 2005, the Steering committee published *Towards Building a Canadian Francophonie of Tomorrow: Summary of Initiatives 2002–2006 to Foster Immigration to Francophone Minority Communities*, which paints a picture of the progress achieved to date. The CIC initiatives reinforce the ties among federal, provincial, territorial, municipal and community partners, and call for cooperation in the recruitment, selection, reception and integration of immigrants within the communities.

“Of special note are the exemplary consultation mechanisms in place in the justice, health and literacy sectors. Dialogue is formalized through a permanent committee, and openness is evident. ...the community viewpoint is considered, discussed and integrated to varying degrees...” (Midterm report, *Perspectives of Francophone and Acadian Communities*, June 2005, p. 24)

2. THE ACTION PLAN FOR OFFICIAL LANGUAGES

2.1 EDUCATION

MINORITY-LANGUAGE EDUCATION, SECOND-LANGUAGE INSTRUCTION AND BURSARY AND MONITOR PROGRAMS

Preliminary assessment

The Action Plan offers the provinces and territories additional assistance to achieve their objectives with regard to young people and minority-language education: transmitting language and culture, enabling young people to fulfil their potential at school and in Canadian society, and revitalizing official language minority communities. It has also increased support for second-language instruction. The repercussions of this federal assistance can only be assessed within the context of more general language-related policies in the provinces and territories.

Objectives are being phased in over a ten-year period, and while investments to date have been made in the targeted areas, it is too soon to predict their effect. Discussions with the Council of Ministers of Education, Canada, and the provincial and territorial governments have focussed on a framework for the next memorandum of understanding. Discussions continue concerning the priorities and mechanisms that will inform bilateral agreements and the measurement of results.

INCREASE THE NUMBER OF ELIGIBLE STUDENTS ENROLLED IN FRANCOPHONE MINORITY EDUCATIONAL INSTITUTIONS OUTSIDE QUEBEC AND SUPPORT FRENCH-LANGUAGE INSTRUCTION FOR THE ANGLOPHONE MINORITY

Activities to date

The provinces and territories have received \$12 million, which they are using to recruit more students, prepare them for starting school, upgrade children's knowledge of French and prepare for the transition of older students to the secondary level.

To help recruit eligible students, several provinces and territories—including Newfoundland and Labrador, Manitoba, Saskatchewan, British Columbia, Yukon and the Northwest Territories—have undertaken demographic studies and launched French school recruitment and promotion campaigns. In addition, other provinces, in turn—Prince Edward Island, Ontario, Manitoba, Saskatchewan, Alberta—have created or are improving their kindergarten programs, are seeking to integrate five-year-olds at the elementary level, are proposing measures for assistance to students and parents, and are developing support programs (resources, teacher training and partnerships with local early childhood services). In Nova Scotia, Yukon and Nunavut, emphasis has been placed on the “francization” of kindergarten, grade one or grade two students; efforts have also been made to facilitate the transition of students from pre-school to elementary school.

The Northwest Territories have given priority to creating incentives for choosing French at the secondary level in an effort to prevent student dropouts.

For quality education, tailored to the minority community and sensitive to its culture, the provinces and territories have invested \$31 million in the Action Plan for teaching initiatives, closer connections between schools and communities, and communication technology trials.

Newfoundland and Labrador, Prince Edward Island, Nova Scotia, New Brunswick, Quebec, Ontario and Saskatchewan are adding programs, or are adapting existing ones to the needs of special clientele. For example, in

literacy training, teaching resources are being improved. For its part, Ontario is implementing its policy for “aménagement linguistique” (language planning). Some provinces are initiating community “francization” programs and are introducing language and cultural programs in school settings, hiring cultural workers to ensure coordination between schools and the community, or promoting projects to enlarge or complete school–community centres. Secondary schools in Prince Edward Island and Yukon are testing distance learning; Manitoba is doing the same to expand access to specialized programs.

Another investment of close to \$1 million has been committed to recruiting teachers and specialists, minority-education training and to the integration of new technologies in teaching practices. Provinces’ and territories’ strategies in this connection often include the promotion of careers in French for teachers or graduates of faculties of education. Activities planned include educational training, mentoring and literacy training. Finally, other measures are designed for the development of on-line teaching tools and Internet support for students.

“An agreement has yet to be announced for the education sector. ...since negotiations have been dragging until very recently, funds from the Action Plan have been allocated... on a piecemeal basis...” (Midterm report, *Perspectives of Francophone and Acadian Communities*, June 2005, p. 11 and 14)

“The Governments of Quebec and Canada are negotiating a renewed federal/provincial agreement with regard to minority and second language education. ...it is difficult to evaluate the potential/real impact of the renewed agreement given that it has yet to be approved and implemented.” *Taking Stock, A Midterm Review of the Government of Canada’s Official Languages Action Plan in Quebec*, QCGN, July 2005, p. 6

IMPROVE ACCESS TO POST-SECONDARY EDUCATION IN THE OFFICIAL LANGUAGE OF CHOICE

Activities to date

So that young people in Francophone minority communities do not leave high school or switch to English when choosing a college or university, \$9 million has been invested in the development of new programs, in support to student transition at the post-secondary level, and in distance learning and infrastructure.

Several Francophone post-secondary institutions are broadening their program selection e.g. ambulance care, fishing, agroforestry, school administration and preparatory training for various occupations. Also, English universities in Western Canada are offering courses in French. Some provinces, including Nova Scotia and New Brunswick, are developing a welcoming structure, language-development tools and coaching for distance learning to facilitate and encourage learning. In the West, a cross-regional campaign among students who are completing secondary school or are already in college promotes studies and teaching in French. Newfoundland and Labrador is working on defining a strategy for distance learning in French at the post-

secondary level and Quebec is doing the same in English for college-level students. At the same time, New Brunswick and Alberta are both increasing the selection of on-line courses and Nova Scotia is modernizing its technology. New Brunswick is reviewing the structure of its entire network of Francophone colleges.

“Simon Fraser University. ...probably used the leverage provided by the Action Plan to set up two French-language programs — a master’s degree in education and a bachelor’s degree in political science with specialization in public administration and community development; there was also a 50% increase in the number of places available in the professional development program for French teachers.” (Midterm report, *Perspectives of Francophone and Acadian Communities*, June 2005, p. 3)

DOUBLE THE PROPORTION OF SECONDARY SCHOOL GRADUATES WITH A FUNCTIONAL KNOWLEDGE OF THEIR SECOND OFFICIAL LANGUAGE

Activities to date

The \$12 million or so designed to optimize access to bilingualism was distributed among basic programs, immersion programs, recruitment and training of teachers, and second-language instruction at the post-secondary level. The provinces and territories have different approaches in each of these areas.

Newfoundland and Labrador, for example, use a six-month exchange program and the granting of bursaries to enrich programs, while

British Columbia is conducting a pilot project using video conferencing. The teaching of English as a second language in Quebec will be offered from grade one starting in September 2006 and as a result, new program studies, teaching tools and evaluation tools are being developed. In light of the special needs and interests of Anglophone minority students, their skills in French as a second language will be evaluated. New Brunswick too is developing an evaluation instrument to assess linguistic competencies at the grade 12 level.

“...future evaluations of the value of English-language and second language education initiatives must demonstrate that they provide English-speaking people with a level of second language proficiency that permits them to live and work comfortably and successfully in Quebec.” *Taking Stock, A Midterm Review of the Government of Canada’s Official Languages Action Plan in Quebec*, QCGN, July 2005, p. 6

Immersion programs have been renewed in Prince Edward Island, the Northwest Territories, Nunavut, British Columbia and Alberta. Measures have been taken to increase the number of staff, including a promotional video, programs in the North and in rural settings, a review of existing programs and improvement of teaching materials. Some students have also attended summer camps for 15-to-19-year-olds, weekends and other cultural exchanges in order to enhance oral communication skills with a cultural experience.

The Collège universitaire de Saint-Boniface is working on a campaign to recruit immersion and basic French teachers from its graduates. In addition to identifying teaching candidates, it encourages young people to study in their

second official language. Some provinces are developing language and teacher-training programs at summer institutes and development workshops, by offering bursaries and by training leaders. In the West, regions are helping one another by making professional-development resources and late-immersion teaching methods available on line.

Several provinces, including Saskatchewan and British Columbia, are developing new school programs to promote second-language learning after high school completion. Quality French programs in French-language colleges and in the bilingual universities of Manitoba and Ontario encourage Francophiles to develop their second language while working on a diploma. Students are then more likely to go into a teaching career. Prince Edward Island is ready to offer a Bachelor degree specializing in French immersion, with the Université de Moncton. Nova Scotia is encouraging high school graduates and students already enrolled in education to specialize in teaching French as a second language.

IMPROVE BURSARY AND MONITOR PROGRAMS

Activities to date

Beyond the classroom, the *Action Plan for Official Languages* promised enhanced bursary and monitor programs. The \$6 million invested since March 2003 has provided support for the Council of Ministers of Education, Canada, for this purpose.

The Summer Language Bursary Program has changed its name to *Explore*, and is designed for youth at the post-secondary level. A French enrichment program, known as *Destination*

Clic, was created to offer young Francophones in minority communities an opportunity to improve their command of French. The value of the bursaries was increased by \$150 to a value of \$1,775 each. According to preliminary data in Summer 2004, over two years the number of bursaries granted for French enrichment rose from 153 to 156, while the number of second-language bursaries rose from 6,614 to 7,371.

The Official Language Monitor Program now includes a full-time monitor program, *Odyssee*, and a part-time one, *Accent*. They are aimed at both mother-tongue and second-language development. The monitors' salaries increased by \$1,000 a year in 2003–04 and \$1,125 in 2004–05. According to preliminary data in summer 2004, the number of monitors of French as a first language rose from 199 to 225, while the number of second-language monitors went down from 733 to 602.

2.2 COMMUNITY DEVELOPMENT

SUPPORT TO EARLY CHILDHOOD DEVELOPMENT IN MINORITY COMMUNITIES

Preliminary assessment

The Action Plan is underpinned by the desire to give children the best possible start in their own official language. It funds activities that complement those of the provinces and territories in family literacy training; it increases the support of Social Development Canada for non-governmental organizations (NGOs) in their work with all levels of government, and it points out the importance of obtaining data on early childhood and of using it in federal studies and surveys of the population.

The Government of Canada promised to remind the provinces and territories of their 2000 commitment to children living in special cultural and linguistic conditions, and it did so. Agreements in Principle negotiated under the Government of Canada initiative on early childhood education and child care demonstrate this. At the federal level, the contribution of the Action Plan to family literacy training in French has opened new avenues, and NGOs have received more support. The pilot research project for child care services in French is under way and monitoring mechanisms are going to allow us to track progress.

These measures will have to be evaluated in collaboration with the communities and the provincial and territorial governments. The results of other components of the Action Plan, notably education and the coordination of research about the communities, will all be taken into account.

ENCOURAGE THE PROVINCES AND TERRITORIES TO TAKE THE NEEDS OF FAMILIES IN MINORITY-LANGUAGE COMMUNITIES INTO ACCOUNT

Activities to date

In the context of the initiative regarding early childhood education and child care, Agreements in Principle with British Columbia, Alberta, Manitoba, Saskatchewan, Ontario, Nova Scotia and Newfoundland and Labrador all recognize that language is crucial to the retention of culture and identity. They contain clauses designed to improve the learning results of French-speaking children in

these communities. These commitments will be given effect in each province or territory's plans, and will be reflected in their reports on results to Canadians.

LAUNCH NEW FEDERAL INITIATIVES TO HELP EARLY CHILDHOOD IN OFFICIAL-LANGUAGE COMMUNITIES

Activities to date

The amounts invested by Human Resources and Skills Development Canada (HRSDC) in family literacy training exceed the budget provided in the Action Plan. In 2003–04, an additional \$5 million was used to develop

community strategic plans based on needs studies conducted in the provinces and territories using the \$3 million received from the Action Plan for 2003 to 2005. With its partners, HRSDC created a network of experts which conducted studies, organized information sessions and produced videos along with other promotional tools.

In addition, an exchange of information was coordinated among members of this network (parents, teachers, family literacy trainers, linguists and literacy groups), research assignments were undertaken and shared, and work has begun toward the creation of an on-line resource centre to provide access to books, games, videos and teaching material in French.

“This activity sector [literacy] was probably one of the first to set up programs and services directly affecting the general public.”

Midterm report, *Perspectives of Francophone and Acadian Communities*, June 2005, p. 4

Regarding assistance for NGOs, Social Development Canada made a contribution to the Commission nationale des parents Francophones for a project called *Partir en français*. Phase one supports a dialogue on provincial and territorial policies with a view to advancing forms of learning and child care that are sensitive to French culture and language. Phase 2 supports the ability of 13 parent organizations to report on the investments devoted to early childhood development in their communities. The Canadian Teachers' Federation received funds to develop a grade one entry profile that describes the cultural and language base required for a child to begin school in the Francophone minority system.

The pilot research project on child-care services aims to document the benefits of improved service in French for preschool children living in minority communities. Since September 2004, an advisory committee made up of community representatives, teachers, pedagogues and public servants from Social Development Canada have guided the project design. Two types of data-gathering tools will be used:

- tools to evaluate the children themselves using specific development indicators; and
- surveys to compile general data on Francophone children, their families and their communities.

The advisory committee is developing criteria for selecting the communities where it will be launched. At least five will be selected and, in each one, some 40 children will have access to enriched services: improved daycare services in French (development of language skills, cultural activities and school readiness) complemented with family literacy services. Experts are currently finalizing the choice of programs that will be offered.

“The English-speaking communities of Quebec recognize that early learning and childcare is critical in promoting the cognitive and social development of children. It is an essential instrument in assuring the integration of children into the English-speaking communities of Quebec, while exposing them at an early age to French...” *Taking Stock: A*

Midterm Review of the Government of Canada's Official Languages Action Plan in Quebec, QCGN, July 2005, p. 14

PROVIDE FRANCOPHONES AND ANGLOPHONES IN MINORITY COMMUNITIES WITH BETTER ACCESS TO HEALTH SERVICES IN THEIR LANGUAGE

Preliminary assessment

Major progress has been made and will be the subject of a rigorous evaluation, for which criteria have already been established by Health Canada and its partners. Access to data on the effects of the Action Plan in the communities will depend in part on the capacity of partners to gather it. The collaboration model (see Chapter 1) guarantees the success of the three elements of the health component: training and retention of professionals in minority communities, networking among community players, and the organization of services focused on primary care (prevention, screening, examinations, information, treatment, and long-term care).⁶ Building on the commitment of five partners, including governments, the approach could serve as a model for other sectors.

These three priorities are interdependent. To end the Official Languages component of the Primary Health Care Transition Fund in 2006 would disrupt the organization of services and reduce the opportunities on which networking and professional training rely. The project *Préparer le terrain* has received the approval of all partners and results, expected next year, will guide the balance of the Action Plan. In addition, territorial governments and minority communities have pointed out major shortcomings in the delivery of health services in French in Yukon, the Northwest Territories and Nunavut. The funding allocated to health in the Action Plan was not provided for this purpose.

INITIATIVES SOUGHT BY THE COMMUNITIES TO IMPROVE THE TRAINING, RECRUITMENT AND RETENTION OF HEALTH CARE PROFESSIONALS

Activities to date

The 28 university and 24 college programs involved in the Consortium national de formation en santé produced, respectively, 40 and 100 graduates (June 2004). The admission rate to health-care disciplines in French nearly tripled (from 115 in 2003 to 315 in 2004). These institutions have entered into external partnerships to offer study programs and clinical training. For example, La Cité

collégiale (in Ottawa) collaborated with Éducacentre (an adult education service in French in British Columbia) to develop a Personal Support Worker course and a Physiotherapy Aide course.

The Consortium organized regional research fora in Spring 2004. These events underlined the importance of making the national granting agencies aware of research in the communities and the need to conduct special studies. The first Forum national sur la santé des communautés Francophones en situation minoritaire was held in Ottawa in early December 2004. Bringing together over 180 researchers, professionals, students, community representatives and representatives of

6. Santé en français — Pour un meilleur accès à des services de santé en français, study coordinated by the FCFA for the Consultative Committee for French-speaking Minority Communities, March 2001.

government, the forum discussed governance, social determinants and links among language, culture and health. The retention of professionals in communities remains a crucial issue. Further study is necessary to explain why some leave the field entirely or go to practise elsewhere.

With funds from the Action Plan, McGill University began to examine training needs among health professionals called upon to serve the Anglophone clientele of Quebec's 16 regions. There are also plans to improve the French capacity of English-speaking professionals working in Francophone communities and to encourage their working in the regions. Other projects will follow thanks to an innovation fund focused on the recruitment of professionals and their retention in communities where a need for services exists. McGill is working with partners that include Health Canada, the 16 regional health and social service agencies in Quebec, the Community Health and Social Services Network, and the communities.

NETWORKING

Activities to date

In addition to sponsoring the research forum with the Consortium, the Société Santé en français (SSF) coordinated the creation of 17 networks, which have become a national model. Composed of health professionals, service institutions, government authorities, training institutions and community agencies, these networks facilitate the circulation of information, communication among local partners and the efficient use of resources. In Vancouver there are now mechanisms to direct Francophones to services in their language. In

Winnipeg, a French-language component was created for the Centre Health Link of the regional health office.

The Anglophone communities have set up a provincial network and nine local and regional networks that create partnerships with regional planning bodies, health service providers, research groups and granting agencies, and the communities. The networks are coordinated by the Quebec Community Groups Network (QCGN).

IMPROVEMENT OF ACCESS TO PRIMARY CARE

Activities to date

Among Francophones, the SSF has gathered 85 projects from all regions in Canada to improve primary health care. Health Canada has funded 67 of them. Aware of delays in the allocation of funds, the department has made a commitment to reallocate up to \$3 million that could not be provided in time. Provinces and territories have confirmed their support for the project *Préparer le terrain*. The goal is to support the development of plans that will include an evaluation of the situation in the various communities in each province or territory, an inventory of priority needs, and strategies to establish appropriate care in French.

“...services were introduced slowly. ...Funds earmarked for the Société Santé en français and health networks in various regions were frozen for a total of almost 11 months, resulting in a loss of \$3 M in 2004–2005.” Midterm report, *Perspectives of Francophone and Acadian Communities*, June 2005, p. 7 and 15

Among Anglophones and with the Ministère de la Santé et des Services sociaux du Québec, the Community Health and Social Services Network is promoting an Info-santé line, working on tailoring programs in the local community service centres to the needs of scattered or isolated English-speaking communities, and trying to create an environment adapted to Anglophone residents in long-term care centres. The network has approved some 30 projects in 13 of the 16 regions of Quebec.

“These projects are increasing awareness of the need for access to English health and social services in Quebec, as well as promoting the existing availability of services in English. They are creating partnerships between community, institutional and public sector actors who together are developing more planned, coherent and realistic approaches...” *Taking Stock:*

A Midterm Review of the Government of Canada's Official Languages Action Plan in Quebec, QCGN, July 2005, p. 9

IMPROVE ACCESS TO JUSTICE IN BOTH OFFICIAL LANGUAGES

Preliminary assessment

The measures contained in the Action Plan stem in part from the findings of a national study titled *Environmental Scan: Access to Justice in Both Official Languages*, conducted with the collaboration of provincial and territorial governments and legal professionals working with the communities. The study continues to guide the Department of Justice in its activities.

Implementation of the *Legislative Instruments Re-enactment Act* and of the ruling in the *Contraventions Act* matter is going ahead as planned. Regarding access, the influence of jurists' associations and their national federation is beginning to be felt through activities focussed on the following: service supply and demand; links among legal professionals, provincial authorities and community groups; training of youth, judges and other stakeholders in the legal system; raising awareness and knowledge of rights; implementation of the *Criminal Code*; and studies on access to justice in both languages.

The work of the Federal–Provincial–Territorial Working Group on Access to Justice in Both Official Languages will continue. Justice Canada is also working to create a network of bilingual Crown Attorneys, ensure the training of professionals in the legal system and provide them with ongoing support.

RESPECTING THE LEGAL OBLIGATIONS STEMMING FROM THE IMPLEMENTATION OF THE LEGISLATIVE INSTRUMENTS RE-ENACTMENT ACT AND THE FEDERAL COURT RULING IN THE CONTRAVENTIONS ACT MATTER

Activities to date

The team created at Justice Canada completed its first examination of the requirements of the *Legislative Instruments Re-enactment Act*. This Act is aimed at reviewing texts drafted or passed in a single language since 1867. It requires the Government to report in 2008 on the number and provenance of instruments to

be re-enacted by federal institutions. The method of analysis developed to help departments and agencies to identify such texts is under discussion. Justice Canada is currently informing departments of the procedure to follow and what it means for them.

The *Contraventions Act* has made it possible to incorporate provincial and territorial legislation respecting proceedings related to certain federal offences.

This Act is used as an alternative to the summary procedure provided for in Part XXVII of the *Criminal Code*.

In 2001, the Federal Court ordered the Government of Canada to take the necessary action (legislation, regulation or other means) so that the quasi-constitutional language rights recognized in sections 530 and 531.1 of the *Criminal Code* and in Part IV of the *Official Languages Act*, in regard to people involved in proceedings for an offence, are respected. To comply with the spirit of this ruling, Justice Canada had to recognize these language rights in its agreements and regulations. As of March 31, 2005, amendments had already been made to the agreements and regulations with Ontario, British Columbia, Manitoba and Nova Scotia.

These amendments provide that services will be accessible and that there will be an active offer of service in both official languages wherever demand is sufficient. Collaboration with jurists' associations and the Office of the Commissioner of Official Languages allowed for greater transparency in the implementation of the *Contraventions Act*. Hence in Manitoba it was possible to initiate a video conferencing system, and Francophones can testify in French even though they live in regions of the province where numbers would not warrant.

FACILITATE THE DELIVERY OF SERVICES IN BOTH OFFICIAL LANGUAGES

Activities to date

The Department of Justice created a Support Fund to facilitate the delivery of services in both official languages. The fund provided French-language jurists' associations and the national federation with modest, stable funding (\$600,000 annually for five years) and supported over 50 projects designed to:

- improve jurists' skills in the minority legal language: for instance, by providing training in legal French for stakeholders in Canada's West and North, given by the Institut Joseph-Dubuc in Winnipeg; and by establishing a Master's Program in legal translation for law graduates, in collaboration with the Faculty of Law and the School of Translation and Interpretation at the University of Ottawa;
- create jurilinguistic tools (i.e. pertaining to both linguistic and legal fields), such as the *Dictionnaire de droit privé* and its counterpart, the *Private Law Dictionary*, both on Quebec civil law; the updated JURITERM in New Brunswick, the only common law database in French; and the *Lexique du droit des fiducies* (Common Law), published by Justice Canada and the Translation Bureau;
- hold workshops and information sessions on the communities' language rights and government services available in each province, and finally;
- create consultation mechanisms, which are described in Chapter 1 of this report.

The government component of this consultation structure—the Federal–Provincial–Territorial Working Group—noted that, due to their small number and the limited resources to which they have access, bilingual Crown Attorneys have little contact with their colleagues in other provinces and are cut off from legal resources to equip them to operate in the minority language. They are isolated, and this is prejudicial to individuals who would like to have their case heard in their official language of choice. Justice Canada and the Working Group have taken action to ameliorate the situation. With Ontario, the department has set up the French Language Institute for

Professional Development. Efforts have been made to create a network of bilingual Crown Attorneys across the country.

“Since 2003, funding for justice has been increased and responsibility has been transferred to Justice Canada. This has made justice a fairly dynamic sector. ...funding is being provided to the entire network of jurists’ associations... making it possible to launch a number of activities in targeted provinces and to increase the capacity of the associations considerably.” Midterm report, *Perspectives of Francophone and Acadian Communities*, June 2005, p. 9

“The major challenge identified with regard to these projects is sustainability once the Action Plan is over.” *Taking Stock: A Midterm Review of the Government of Canada’s Official Languages Action Plan in Quebec*, QCGN, July 2005, p. 13

PROMOTE IMMIGRATION TO OFFICIAL LANGUAGE MINORITY COMMUNITIES

Preliminary assessment

Immigration is a major factor in demographic growth and a key element in Canada's economic, social and cultural development. Francophone communities in minority situations have not really benefited from immigration. The Action Plan gave support to Citizenship and Immigration Canada (CIC) and to the CIC—Francophone Minority Communities Steering Committee created in March 2002, in their efforts to promote the immigration of newcomers to Francophone minority communities.

The progress made is the result of close cooperation with the communities and other partners drawn from federal institutions, the provinces and the territories. CIC plans to continue working in this spirit of partnership. The effects, for example, of agreements with the provinces and territories must be closely monitored in the context of a federal–provincial–territorial strategy that takes official languages into account in several areas. Furthermore, the promotion of immigration to linguistic-minority communities would have better results when linked to other themes in the Action Plan and the Official Languages Program: for example, the feeling of belonging, community life and economic development.

PROMOTE IMMIGRATION IN FRANCOPHONE COMMUNITIES

Activities to date

In November 2003, the CIC—Communities Steering Committee declared its intentions in the *Strategic Framework to Foster Immigration to Francophone Minority Communities* with some clear objectives: increase the proportion of French-speaking immigrants from 3.1% in 2002 to 4.4% in 2008; improve the capacity of communities to receive newcomers; ensure the economic, social and cultural integration of newcomers; and promote larger numbers of newcomers to destinations other than Toronto and Vancouver. In March 2005, *Towards Building a Canadian Francophonie of Tomorrow:*

Summary of Initiatives 2002–2006 to Foster Immigration to Francophone Minority Communities was published.

It is encouraging for minority communities to note that 4.9% of French-speaking immigrants in 2004 settled outside Quebec. The steering committee and CIC hope that this result will become a growing trend in coming years.

Genuine success will depend on the real interest of these immigrants in living in French within minority communities and on the ability of such communities to continue to attract and retain immigrants.

Collaboration with the provinces and territories is indispensable to the achievement of these objectives. That is why the Steering Committee includes partners from Manitoba, the Northwest Territories, Ontario, New Brunswick, British Columbia and Alberta. It is also why agreements with British Columbia, Manitoba, Saskatchewan, Nova Scotia and New Brunswick now contain clauses recognizing the importance of developing official language minority communities. CIC will stay the course: such clauses will appear in new and renewed agreements. To consolidate these achievements, the department has supported the design of promotional tools and awareness activities in several provinces. It has produced community profiles and a Web page prototype about them, revised some publications to reflect Francophone minority communities, and ensured a Francophone presence among the immigrants and refugees talking about their lives and successes as part of the *Passage to Canada* program, an initiative of the Dominion Institute.⁷ CIC has funded the production of a toolbox for small centres wishing to attract and retain immigrants, and has improved its services in French in Edmonton, Winnipeg and Ottawa, in addition to opening a reception centre for Francophone newcomers to Calgary. To facilitate access to new terminology in this area, the Translation Bureau has published *Immigration and Refugee Protection Vocabulary*. This work, containing some 850 entries, explains terms taken from the *Immigration and Refugee Protection Act* of 2002.

With the Fédération des communautés francophones et acadienne du Canada, CIC organized tours promoting the Canadian Francophonie in some Central European and South American cities. The experience was

repeated in Africa, this time with cooperation from the provinces of Manitoba, Saskatchewan, New Brunswick and Ontario. In France, a promotion team was created in the Paris Visa Office, and a special issue of the magazine *Vivre à l'étranger* and also a one-page advertisement in the magazine *Paris Match* promoted immigration possibilities to Canada's Francophone minority communities.

Interdepartmental cooperation opens up other promising possibilities. As a member of the CIC—Communities Steering Committee, Human Resources and Skills Development Canada identified 18 of its programs that might assist immigrants to join the labour market. Canada's *Action Plan Against Racism* also provides CIC an opportunity to work on making communities more inclusive and making the general public more aware of the contribution of newcomers.

“Planning was the key component here. It is important to note, however, that efforts to organize the sector were only just getting started. Committees with a variety of different operating procedures were set up in British Columbia, Alberta, Manitoba, Ontario, New Brunswick and Nova Scotia. In addition, the national steering committee on immigration was strengthened...” Midterm report, *Perspectives of Francophone and Acadian Communities*, June 2005, p. 8

7. Institute founded in 1997 by a group of young people concerned about the erosion of a common memory in Canada.

INCREASE COMMUNITIES' CAPACITY TO PARTICIPATE IN THE KNOWLEDGE-BASED ECONOMY, OFFER BUSINESS INTERNSHIPS AND IMPROVED ACCESS TO ON-LINE TRAINING, AND ENABLE THE COMMUNITIES TO TAKE ADVANTAGE OF EXISTING ECONOMIC DEVELOPMENT PROJECTS

Preliminary assessment

Industry Canada, the regional development agencies, and Human Resources and Skills Development Canada (HRSDC) have been implementing Action Plan initiatives, and the effects of their work are beginning to be felt. In the context of more general application of the *Official Languages Act*, Industry Canada and the regional development agencies have taken measures to reach out to communities and acquaint them with existing programs. For its part, HRSDC is doing a better job of documenting the impact of its youth projects and employment assistance programs for official language minority clients.

Implementation of the economic component of the Action Plan gave rise to stimulating discussion at the federal level and with the communities. As might be expected, the broader question of community economic development was raised. The Action Plan itself does not address the federal role in this area. It has, however, provided opportunities for all the partners, as demonstrated by the development of the new Enabling Fund. The commitment to assess this program in the context of the *Action Plan for Official Languages* indicates willingness of the departments and agencies involved to work together for the benefit of the communities. It also encourages communities to seek support from other programs.

IMPLEMENT THE ELEMENTS OF THE ACTION PLAN FOR WHICH HUMAN RESOURCES AND SKILLS DEVELOPMENT CANADA, INDUSTRY CANADA AND THE REGIONAL DEVELOPMENT AGENCIES ARE RESPONSIBLE

Activities to date

In the context of the Action Plan, over 50 internships were made available to young people in 2004–05, at the Faculté Saint-Jean

campus and at Collège universitaire Saint-Boniface, and elsewhere, with the assistance of Youth Employment Services.

Through the Youth Employment Strategy, HRSDC 1,429 young people from Francophone minority communities were offered work experience in their communities. They participated in one or another of three programs: Skills Link, which helps them to overcome obstacles and acquire the knowledge they need, Career Focus, which enables post-secondary graduates to get experience in their fields, and Summer Career Replacements,

aimed at students. HRSDC also made investments to improve the bilingual nature of the Job Bank service, a system for listing job offers by employers.

Eleven telelearning and distance training pilot projects were put in place by the regional development agencies with universities, colleges and specialized institutes, in fields as varied as international commerce, management of the environment and organic farming, nursing sciences, business administration, law, computer science and forestry.

The *Francommunautés virtuelles* program funded some 30 projects, including a portal for Acadian communities seeking accessible health resources, programs and services; multimedia content for the Association franco-yukonnaise and its Web site *Au Rendez-vous*; and a site and regional platform allowing the Comité de l'employabilité et du développement économique communautaire de Trois-Rivières to inform and serve its Anglophone clients.

BETTER ACQUAINT THE COMMUNITIES WITH INDUSTRY CANADA AND REGIONAL DEVELOPMENT AGENCY PROGRAMS, AND FEDERAL MANAGERS WITH THE COMMUNITIES

Activities to date

Industry Canada has hired eight advisors in the five regions where the department has offices, to provide field support for business in official language minority communities. Advisors are assigned full-time to the communities and regularly inform their colleagues and

supervisors of progress being made and of any gaps in the application of section 41 of the *Official Languages Act*. In addition, the department is also developing a lens through which its senior executives and its managers can examine whether their programs and policies reflect the communities' interests.

Along with implementation of the Action Plan, Industry Canada has placed a priority on 15 of its programs and services, in addition to all those of FedNor, to fulfil federal commitments to promote French and English in society and to support the development of Francophone and Anglophone minorities in Canada. *Francommunautés virtuelles*, Broadband Services, Canada's SchoolNet, the Community Access Program by Internet, Student Connections, the Language Industry Program and others will be added to those we have mentioned. The choice of programs and initiatives was validated in consultations held with the Francophone and Anglophone communities, as mentioned elsewhere in this report.

REFLECT MINORITY COMMUNITIES IN THE CONTEXT OF NATIONAL PROGRAMMING

Activities to date

Industry Canada and the regional development agencies conducted four studies on the capacity of their programs to meet the communities' demands. These studies aimed to identify investments and results, which groups to work with on community economic development, the geographical location of the minority communities and strategies to maximize access to programs. The studies revealed that the investments made by Industry Canada,

FedNor, the Atlantic Canada Opportunities Agency and Western Economic Diversification were, in general, proportional to the demographic weight of the minority communities. They showed that these funds could be tracked geographically, but that except in the case of *Francommunautés virtuelles* and some special activities of the regional agencies, the programs were not designed in response to the nature or interests of minorities.

USE THE OFFICIAL LANGUAGE MINORITY COMMUNITY ENABLING FUND TO CREATE A CLIMATE CONDUCIVE TO DEVELOPMENT

In the latter half of the 1990s, the National Committee on Economic Development and Employability became a preferred tool of government—community cooperation around HRSDC objectives, linked to community capacity and employment planning. In Quebec, a parallel committee plays the same role for the Anglophone minority community.

In 2004, the Government requested that the Support Fund for official language minority communities, (the HRSDC program that funded the committees' work), be re-examined and that a new interdepartmental partnership model be developed to reinforce community capacity to act in the areas of human resources and economic development.

Community representatives and federal partners participated in examining options. The consultations underscored the importance of preserving the Réseaux de développement économique et d'employabilité, or RDÉEs (Francophone), and Community Economic

Development and Employability Committees, or CEDECs (Anglophone), stabilizing funding and better coordinating the actions of federal institutions to avoid duplication and overlap.

On March 23, 2005, the Government announced the creation of the Enabling Fund, with resources of \$12 million a year for three years. Program management is the responsibility of HRSDC and interdepartmental coordination is assigned to the Privy Council Office. The Enabling Fund will be evaluated in the context of the *Action Plan for Official Languages* in 2008. Integrating the program in the Action Plan encourages federal institutions to pool their expertise to help communities; it also encourages the RDÉEs and CDECs to apply to programs other than the Enabling Fund for complementary activities which fall under specific federal institutional mandates to support economic development.

The combined efforts of several departments could thus support different aspects of a community project. Consultations and planning with a view, for example, to high-speed Internet service in remote communities could benefit from the assistance of the Enabling Fund, but the Internet infrastructure would be funded by another participating department; likewise, the acquisition of management skills by members of a local group with a view to undertaking labour-market development could be funded by the Enabling Fund, but the resulting projects themselves would be the subject of proposals to another department or agency.

“The interviews did not help us to pinpoint the progress made on the three areas identified in the Action Plan. ...However, funding of the economic development and employability networks (RDÉEs) has been incorporated into the Action Plan.” Midterm report, *Perspectives of Francophone and Acadian Communities*, June 2005, p. 9

“In terms of improving economic development and employability strategies within the English-speaking communities, interviewees observed that communities have benefited from some initiatives. ...They include: expanding business internships; supporting a pilot project on Entrepreneurship in Rural Quebec; providing an Enabling Fund... and; the nomination of an Industry Canada coordinator... there does not appear to be an overall government approach/strategy regarding the coordination of individual investments in community economic development and employability.” *Taking Stock: A Midterm Review of the Government of Canada's Official Languages Action Plan in Quebec*, Executive Summary, QCGN, July 2005, p. 2 and 3

ASSISTANCE TO COMMUNITY LIFE

Preliminary assessment

This part of the Action Plan must be seen in the light of what already exists in the Department of Canadian Heritage (PCH); it adds to and underscores the importance of the Development of Official Language Communities Program by promoting culture, communications and community leadership. Furthermore, it is in addition to the new measures discussed earlier in this report, under early childhood, health, justice, immigration and economic development.

The precise effects of extra support for the communities are difficult to separate from those of other programs, whether those of PCH or of other departments. The assessments taking place in each department or agency, as well as in the horizontal management framework, should provide valuable findings. From the data available at that time, federal institutions will have to ensure that their efforts are in harmony in order to maximize the overall impact of support for community development, including those areas that were not specifically identified in the Action Plan like arts and culture for instance. There are signs already that support to PCH partner organizations would have to be enhanced, not only to guarantee success in the remaining two years of the Action Plan but also to prepare for its renewal.

CULTURE, COMMUNICATIONS AND COMMUNITY LEADERSHIP

Activities to date

The Department of Canadian Heritage (PCH) has invested \$4.5 million to date of the additional \$19 million being granted to its community support program over five years in the *Action Plan for Official Languages*.

Thanks to funding allocated to culture, the Congrès mondial acadien contributed greatly to the visibility of the community in Nova Scotia; in Acadie, visitors gathered from Canada, France, New England, Louisiana and other states. French and bilingual displays remain in place. The French theatre in Saskatchewan benefited from awareness and planning activities by the Troupe du jour to establish a theatre site. The Quebec Arts

Summit, organized in November 2004, led to the creation of the English Arts Network, a network of Anglophone artists from all disciplines and all parts of Quebec. The Fédération culturelle canadienne-française has already started on the initiatives proposed by 300 participants in the Forum national sur le développement culturel.

“The vast majority of organizations consider the \$19 million earmarked for support to community life in the Action Plan to be well short of requirements. This amount should be used to strengthen existing Canadian Heritage programs. ...organizations that depend on the Community Support Program feel very strongly that they have been neglected by the Action Plan, which has not taken their specific needs into consideration.” Midterm report, *Perspectives of Francophone and Acadian Communities*, June 2005, p. 15 and 16

With respect to communications, PCH supported the launch of six community radio stations: the development of Radio Cornwall's market in Alexandria, market studies and technical briefs for Radio Halifax and Radio Richmond, a recruitment campaign and fundraiser as well as the building of an access road to the antenna and installation of the tower for Radio Missisquoi, the acquisition of a record library and a resource centre in addition to a promotion and funding campaign for Radio Toronto, and finally a frequency application to the CRTC and a technical brief for Radio Victoria. PCH contributed to the strategic interventions of the Alliance des radios communautaires du Canada to produce a best-practices guide and a plan to support small and medium-sized community radio stations.

The alliance and the Association de la presse Francophone collaborated on developing a partnership strategy with the provinces and territories in support of the minority media and of acquiring better communication policies in French.

Regarding community leadership and development, the Quebec Community Groups Network reviewed its strategic directions and expected results in research, in terms of representation of the communities (particularly vis-à-vis the Francophone majority), support for member organizations and its governance structure. The Fédération des communautés francophones et acadienne brought together its member organizations interested in communications and formed a working group to facilitate cooperative efforts in minority media. The Fédération de la jeunesse canadienne-française received funding to organize the third Jeux de la francophonie canadienne, in Winnipeg in the summer of 2005. Finally, in Yukon, PCH contributed to the expansion of the Centre de la francophonie.

“...the Association de la presse Francophone, the Alliance des radios communautaires du Canada and the Fédération culturelle canadienne-française all expressed their disappointment over the fact that they could not clearly identify any new initiatives funded. ...in the first two years. ...Yet while the support attributable to the Action Plan. ...could not be pinpointed, the vitality of the sectors concerned seems to have been maintained and even enhanced in some cases...” Midterm report, *Perspectives of Francophone and Acadian Communities*, June 2005, p. 10

“The Official Languages Action Plan provides opportunities that would enable the English-speaking communities of Quebec to address some of their vitality challenges. ...Addressing these vitality issues. ...requires increased support for capacity building so the English-speaking communities can develop the knowledge and competencies needed...” *Taking Stock: A Midterm Review of the Government of Canada's Official Languages Action Plan in Quebec*, QCGN, July 2005, p. 16

RENEWED COLLABORATION WITH THE COMMUNITIES

PCH will renew its collaboration with the communities, signing agreements for 2005–06 which represent an increase of 11 percent over the previous year. In the course of the same year, communities could also benefit from a special fund of \$2 million for regional initiatives bringing the increase to 19 percent. In the coming years, the department intends to enrich these agreements through a multi-year funding framework open to all official language minority communities.

STRENGTHEN PARTNERSHIPS WITH THE GOVERNMENTS OF THE PROVINCES AND TERRITORIES

Preliminary assessment

The Action Plan increased the Department of Canadian Heritage's financial contribution of \$12.1 million annually by \$14.5 million over five years to enhance intergovernmental collaboration agreements respecting services in the language of the minority. Since 2003, under interim agreements an additional \$2.5 million has been granted for initiatives aimed at providing services for the communities.

In the past few years, there has been improved intergovernmental collaboration with respect to Canada's francophonie. In 2002, the provincial and territorial members of the Ministerial Conference on Francophone Affairs stated in a Declaration of Principles their wish to contribute to the development of Francophone communities throughout the country. Increased efforts have created a favourable climate and a synergy, which has led to the passing of an Act respecting services in French in Nova Scotia and the presentation of a policy in this regard in Saskatchewan. The Action Plan helped to create this momentum and intergovernmental collaboration in official languages has derived new strength from it. From the perspective of the provinces and the territories, agreements on services should be renewed and enhanced to produce the desired results for the communities.

The 2010 Olympics and Paralympics could also benefit from this collaboration. They provide Canada with an opportunity to project the image of a bilingual country and to promote French language and culture among young people. The Organizing Committee believes that Francophone communities should take part in the planning for the Games.

PAY SPECIAL ATTENTION TO HEALTH AND EARLY CHILDHOOD AND SUPPORT THE IMPLEMENTATION OF PROVINCIAL AND TERRITORIAL LEGISLATION AND POLICIES

Activities to date

In the priority areas of health and early childhood, Canadian Heritage worked with Ontario and Manitoba. In Ontario,

“francization” plans were developed for provincial professional organizations and associations, including diagnostic and intervention tools, and continuing education in French to ensure better service for the Francophone population. In Manitoba, an early childhood centre pilot project, which should serve as a preschool model in French, was developed.

The New Brunswick *Official Languages Act* was passed in June 2002 and the federal government helped the provincial government provide support to the numerous municipalities and commissions in their delivery of services and in their communications. Similarly, it helped the government of Saskatchewan to implement its policy respecting services in French and is preparing to do the same for Nova Scotia.

CONTINUE TO SUPPORT THE FEDERAL–PROVINCIAL– TERRITORIAL CONFERENCE

Activities to date

In addition to renewing support for the national coordination of the group of Officials Responsible for Francophone Affairs (ORFA) for three years, the Government of Canada took part in and contributed to the organization of the Ministerial Conferences on Francophone Affairs. The Ministerial conference of October 2004 put the emphasis on identity and youth and Francophone culture. It also initiated discussion of the mandate of the Conference and the functioning of the group of officials who support it.

The ORFA network brings together provincial and territorial officials responsible for services in French, and representatives of the Department of Canadian Heritage and of the Privy Council Office. The purpose of this forum is primarily to promote intergovernmental collaboration, develop common strategies, and exchange information and experience. The network also enables the federal government to consult the provinces and territories about public policy on Canada's francophonie, and enables the provinces and

territories to make the federal government aware of issues within their area of jurisdiction.

In October 2003, the provinces and territories adopted an intergovernmental action plan, complementary to the *Action Plan for Official Languages* to work in the areas of intergovernmental cooperation, health in French, early childhood, cultural development, consolidation of the "l'espace Francophone" (including immigration), access to justice in French, and economic development of the Francophone and Acadian communities. Projects conducted by the Ministerial conference include research into interventions by the provincial and territorial governments to offer services in French and to contribute to the communities' development, and an initiative to share exemplary practices.

The provinces and territories are keenly interested in the report on the federal Action Plan and in the horizontal management framework associated with it. Committed to the sectoral responsibilities they have undertaken, provincial and territorial governments are interested in new ways of delivering services to citizens. The progress made by Service Canada in this respect could strengthen federal–provincial–territorial collaboration.

"For representatives of provinces, territories and sectors not affected by the Action Plan, the plan's low visibility and sector-specific approach often resulted in a lack of awareness with respect to new initiatives." Midterm report, *Perspectives of Francophone and Acadian Communities*, June 2005, p. 11

2.3 THE LANGUAGE INDUSTRY

INDUSTRY AT THE HEART OF THE ACTION PLAN

Preliminary assessment

The Government of Canada recognizes the asset that the language industry represents for the three axes of its Action Plan: education, community development and an exemplary public service. By supporting them, the Government increases the pool of qualified teachers and professionals, broadens the range of careers open to young people (notably those living in minority communities), and uses the public service to drive progress in translation, interpretation, terminology, knowledge technologies and language training. Industry Canada and the National Research Council of Canada (NRC) together received \$20 million from the Action Plan.

Brochures, posters, a Web site, and a portal are lending an increasingly distinctive brand image to the language industry and foster new business in this growing sector of the economy. The Language Industry Association (AILIA) acts as a single point of contact and representation for businesses. The Language Technology Research Centre (LTRC) also exists and will soon be housed in a new building adjacent to the Université du Québec en Outaouais. It received an additional \$15.2 million from Economic Development Canada and the Ministère du Développement économique, de l'Innovation et de l'Exportation du Québec. Industry Canada and Statistics Canada are working together to document the evolution of the industry and the performance of government investments.

As a result of the Innovation Program created by the Action Plan, the Translation Bureau studied the possibility of a portal project that would offer a single point of access to the first national electronic collection of linguistic, terminological and technolinguistic tools produced by federal institutions or provincial and territorial partners in both official languages. Such a portal would make it possible to consolidate Canada's huge linguistic assets and the entire language industry would benefit from this kind of development.

REMEDY INDUSTRY FRAGMENTATION AND ENHANCE ITS VISIBILITY

Activities to date

Launched in the wake of the Action Plan, the Language Industry Association (AILIA) has organized activities throughout the country,

enabling businesses and their partners to interact with each other and build synergies. Participation in Team Canada missions to China and Brazil has contributed to this sector's prestige abroad.

With Industry Canada, the Translation Bureau and the NRC, AILIA has helped businesses study their needs, identify openings and risks

in the market, and then select the technologies for the future in four areas: translation, content management, language training and electronic voice recognition. This technology roadmap exercise has made it possible to determine the strengths and weaknesses of technology and to propose solutions. Some of them may inspire businesses and the CRTL to identify research projects leading to marketable technologies in a more distant future.

Industry Canada has launched promotional and branding initiatives and funded over 50 projects. Businesses identify themselves as Canadian firms at fairs and on missions, helping to increase the industry's visibility. The fact that companies make equal investments in the projects suggests that leveraging is taking place. The Language Industries Program (LIP) is collaborating with International Trade Canada on the production of a folder for trade delegates and potential clients around the world; a recent document on language professions has inspired a brochure designed for young people to attract them to careers in this field. Finally, in 2004, the AILIA human resources development committee adopted a strategy for the promotion of professions, integration into the workplace, professional development and the development of professional standards.

To remedy the shortage of language professionals, the Translation Bureau has set up a training program intended to encourage the hiring of new professionals within the industry while ensuring that the government can meet its own needs. Between 2003 and 2005, the bureau recruited 388 students. In partnership with ten Canadian universities, the program has trained more than 1,063 students in co-op programs and other training since 1999. To

mitigate the critical shortage of teachers, the bureau lent four of its experts to the Universities of Moncton and Ottawa. Because it depends largely on the private sector to ensure the delivery of services to the government, the bureau believes it is essential to strengthen the industry.

HELP CREATE A LANGUAGE TECHNOLOGY RESEARCH CENTRE

Activities to date

The Language Technology Research Centre has been created at the Université du Québec en Outaouais (UQO). It is the product of collaboration by founding agencies, including the university, the NRC and the Translation Bureau. The bureau takes part in the work of the centre, providing access to its terminological data and editing and updating the centre's Web site. These partners have recently been joined by AILIA and the Corporation de développement économique de Gatineau. The federal government, the Quebec government and UQO have together budgeted \$15.2 million for the construction of the building which will house up to 150 experts and researchers. Tools to increase productivity in translation and that will apply to multilingual content and language training will be developed. It is also expected that the centre will position itself as a leader in language standards. Two projects currently under way, *Transcheck-2* and *Barça*, are seeking respectively to create a program capable of identifying various types of translation mistakes and automating the measurement of maintenance and use of words in written communications.

2.4 AN EXEMPLARY PUBLIC SERVICE

MAKE OFFICIAL LANGUAGES A PRIORITY AGAIN AND CHANGE THE ORGANIZATIONAL CULTURE OF THE PUBLIC SERVICE

Preliminary assessment

The *Action Plan for Official Languages* was based on an essential premise: the federal government cannot play its role as leader in Canadian society unless it sets an example itself. At the time, after several years of struggling with the deficit, it was important for institutions to renew their focus on official languages. Since the launch of the Action Plan, we have seen the creation of the Public Service Human Resources Management Agency, reporting to the President of the Treasury Board. The government's determination to tailor the Official Languages Program to the demands of modern technology and the needs of managers is unremitting.

The new *Directive on Language Training and Learning Retention* has extended the maximum duration of training and made it part of employees' professional development plans. The Canada School of Public Service will be better able to assess the repercussions of these changes on its clientele as candidates pursue language training in the context of this directive. Meanwhile, the school and the Public Service Commission have co-chaired a review of the existing language training and testing model; this review will influence future action.

INVEST IN INNOVATION

Activities to date

The Innovation Program launched in 2003 has been a great success. With a budget of \$14 million over five years, it funds implementation of projects that have a ripple effect on bilingual services for the public and the use of both languages at work. It is a two-part program: the Official Languages Innovation Fund for individual institutions, and the Regional Partnerships Fund, which enables federal councils to sponsor projects tailored to local conditions. In 2003–04, the Program funded 18 projects for a total of \$800,000. In

2004–05, \$1.8 million was distributed to 25 projects. The third year of the program looks promising as over 50 projects were submitted and 32 selected by the evaluation committee.

The program granted \$140,000 to Sport Canada to improve its services to the public and particularly to Canadian athletes. The expected results include the updating of basic data for the Olympic and Paralympics being held in Vancouver in 2010. The Regional Council of Quebec received a grant of \$175,000 to improve the recruitment of young Anglophones in the federal government. The Federal Council of Newfoundland and Labrador received \$50,000 the first year, then \$110,000 the second year, for a community-

development project and the study of a service delivery model for departments serving the Port au Port Peninsula. The four Federal Councils in the West—Manitoba, Saskatchewan, Alberta and Pacific—organized Forum 4-2-1 (four provinces, two official languages, one plan), bringing together federal and provincial stakeholders, teaching institutions and communities. The Strategic Plan of the Federal Councils for the West on Official Languages resulted and guides their actions. On June 17, 2005, the joint effort was rewarded with the Public Service Award of Excellence.

STRENGTHEN THE EXPERTISE AND MONITORING CAPACITY OF FEDERAL INSTITUTIONS

Activities to date

With \$12 million over five years from the Action Plan, the Official Languages Branch of the Public Service Human Resources Management Agency of Canada has a more stable budget (\$5.6 million in 2004–05) to act as a centre of excellence for other federal institutions. The agency initiated a review to reduce by half the number of policies, and clarify them, emphasize results, include performance indicators, and make them Web-friendly. Revised policies respecting language of work and management of human resources came into effect on April 1, 2004. The new policies on communications with the public and delivery of services, notably the use of electronic networks, came into effect on July 15, 2005.

The agency's Official Languages Branch is changing the way it exercises its overall monitoring functions. It has implemented a

new cycle and a new performance-measurement system enabling it to more easily portray the situation of institutions at any one time. This includes an assessment sheet or trend chart which, combined with information from several different sources, sketches an overall picture.

To support the self-monitoring required by every federal institution, the agency created the Linguistic Needs Designator Tool, which allows managers to determine the minimum number of employees required to provide services in the language chosen by their clients. An electronic survey model was also developed to help institutions assess the satisfaction of their internal audience; the model includes an official languages component and can be adapted to different contexts. These tools may have inspired the decision by Citizenship and Immigration Canada to conduct a review of the linguistic profiles of its positions and to adopt a framework governing language training. The framework requires that the needs of all employees be reflected in their learning plans.

Regarding language of work, the agency evaluated the situation of executives occupying positions designated bilingual. In February 2005, it reported that 98 executives did not meet the requirements of their positions, 46 of whom were required to do so before March 31, 2003. In most cases, institutions had already moved to ensure service delivery and employee supervision in both official languages. The agency continues to monitor the situation.

In July 2004, the agency published the results of an exercise involving 2,210 offices and points of service located throughout the country, representing 166 federal institutions.

This *Audit of Government of Canada Telephone Services* was designed to determine the extent to which the greeting and offer of services respected the official language chosen by the client. The results show a steady, gradual improvement in the situation.

HIRE MORE BILINGUAL EMPLOYEES, IMPROVE LANGUAGE TRAINING AND PROVIDE IT EARLIER IN THE CAREER

Activities to date

The agency has set aside \$2.5 million over five years to develop strategies and tools for recruiting bilingual candidates and to fund a study on language training. In 2004–2005, it transferred \$450,000 to the Canada School of Public Service (CSPS) to fund a review of the model used for training and language competency testing. The CSPS and the Public Service Commission co-chair this strategic exercise undertaken by a committee of senior officials. The Public Service Commission has been allocated \$2 million (\$400,000 a year) to promote the hiring of bilingual people, particularly Anglophones in Quebec. A Memorandum of Understanding to this effect has been signed by the Agency and the commission. The work plan includes activities for organizational planning and support, improvement of the commission's Web site, monitoring of information about candidates' language proficiency, partnerships with schools and colleges, raising awareness of human resources managers and officers, and promotion of federal public service careers. The CSPS received \$36.1 million for three years as of 2003–04 and began work right away

in four areas of activity: managing the increasing demand for language training, reducing waiting lists, improving service for people with learning disabilities, and modernizing learning technologies and materials.

The Language Training Centre (LTC) received 690 new students the first year, 250 more than expected, including those whose names were on waiting lists. The demand in the National Capital Region now exceeds all projections, while in other regions of the country waiting lists have grown. To cope with the situation, the CSPS will continue its collaboration with six schools in the private sector. In 2004–05, with funds from the Action Plan and the cooperation of these institutions, the school planned to train 742 students, including those who started the year before, this year's students, and 20 with learning disabilities.

The LTC created a unit specially dedicated to students with learning disabilities. It developed a template for their initial evaluation and their learning plan, then contracted the Académie de formation linguistique for a pilot project for training small groups of up to four people. The centre also commissioned a study of its own practices, the recommendations of which are being implemented.

During fiscal year 2004–05, the LTC wanted to computerize its teaching material collection and tailor it to the needs of an increasingly diverse clientele. It transformed documents that formerly existed only on paper, audio cassette or video cassette into a format that can be processed by computer. Several products were converted to Web format and made accessible on the Internet. They will be tailored to meet the cultural, linguistic or technical

needs of users. The centre also plans to modernize its electronic infrastructure, remodel its Internet and Intranet sites, create a portal accessible to its students, and enlarge its range of on-line technologies. It also intends to acquire and adapt teaching materials.

“There is a clear will on the part of the public service to take concrete action to make significant progress on the issue of representation [of English-speaking Quebecers]. ...For community representatives, the absence of identifiable and quantifiable representation results. ...is a serious weakness of the current efforts being deployed by the government in this area.” *Taking Stock: A Midterm Review of the Government of Canada’s Official Languages Action Plan in Quebec*, QCGN, July 2005, p. 17 and 18

2.5 ACCOUNTABILITY AND COORDINATION

REMINDER OF RESPONSIBILITIES, HORIZONTAL COORDINATION AND ASSESSMENT OF THE POLICY ON OFFICIAL LANGUAGES

Preliminary assessment

Without altering the obligations and commitments of each institution under the Act, or the particular roles vested in the Minister of Canadian Heritage and the President of the Treasury Board, the Action Plan called for horizontal coordination, mandating the Minister responsible for Official Languages to chair a Group of Ministers on Official Languages and to monitor the decision-making process of government. The accountability and coordination framework also assigned new responsibilities to the Minister of Justice. It had three main goals: to raise awareness in all federal institutions, to strengthen consultation mechanisms with communities, and to establish overall coordination of the government process with respect to official languages.

The creation of awareness policies in several departments and agencies, and efforts to harmonize programs, illustrate a direction that began in March 2003. The dialogue between the government and the communities revitalized efforts, and is underscored in Chapter 1 of this midterm report. Another outcome, the horizontal management framework, is described in Chapter 3.

The meetings held by the Group of Ministers on Official Languages and the Committee of Deputy Ministers have enhanced the capacity of government to deal with interdisciplinary files and have made it possible to obtain results in all areas of the Action Plan. The meetings have led to strategies for coordinating shared files, notably in the application of the horizontal management framework, French on the Internet and relationships with the communities.

TAKING OFFICIAL LANGUAGES INTO ACCOUNT IN FEDERAL INSTITUTIONS

Activities to date

Official Languages, Intergovernmental Affairs, Privy Council Office, has presented the concept of accountability and coordination to public servants from all regions of the country, often at the invitation of the Department of

Canadian Heritage or the Public Service Human Resources Management Agency: departmental coordinators, official language champions, regional councils, and so on. The Official Languages Law Group (OLLG), Department of Justice, has done many presentations with respect to legal implications.

The directive titled *Official Languages Principles for the Preparation and Analysis of Submissions to Treasury Board*, issued in 1998 remains in effect. The Treasury Board Secretariat has

responsibility for it, and its analysts consult the agency as required.

The examination of policy proposals was the subject of special attention. The OLB identified the critical stages in the routing of files to Cabinet so as to assist in the identification and analysis of the needs or preoccupations of communities or other aspects of official languages policy. Links with those responsible for Cabinet operations contribute to the challenge function exercised by the Privy Council Office. The dialogue between the communities, on the one hand, and the public servants responsible for conceptualizing the mandate and structures of Service Canada, on the other, is one example of these efforts.

Justice Canada has a system for monitoring the media and the legal environment. Those responsible for Cabinet affairs in the department have been made aware of official languages issues and the Official Languages Law Group reviews agendas for Cabinet meetings to determine which subjects may require their counsel. The central agencies share this responsibility and exchange information with one another respecting files to ensure that appropriate interventions take place. The Minister of Justice works with his colleagues to draw attention to the legal repercussions of their initiatives.

To encourage the coordinated implementation of the federal commitment under Part VII of the Act, Canadian Heritage (PCH) has developed a performance-measurement tool to help departments and agencies monitor their progress in the application of Section 41. It offers an inventory of measures according to six categories of intervention: internal awareness,

consultation with the communities, communications with them, internal coordination and with other partners, funding and delivery of programs, and accountability. Several departments have also created their own mechanisms for supporting the communities. For example, the Health Canada policy, that came into effect in December 2004 encourages employees to better match their programs and activities to the needs of the minority communities.

“In short, awareness seems to be growing and a new climate of respect. ...is inevitably resulting in more harmonious and constructive relations between several communities and departments.” Midterm report, *Perspectives of Francophone and Acadian Communities*, June 2005, p. 17

HORIZONTAL COORDINATION

Activities to date

The Group of Ministers on Official Languages met regularly, as did the Committee of Deputy Ministers on Official Languages (CDMOL), and both received regular reports from the Support Committee and other senior officials.

Issues dealt with included:

- legal decisions rendered or forthcoming in the area of language rights and the discussion of trends that emerge from them;
- official languages and public servants (language training, Treasury Board policies, designation of positions);
- matters flowing from the Action Plan, including the mandate of the CDMOL, the work of consultation committees, coordination of research and the post-censal

survey of official languages, tools such as the Web site of the Minister responsible for Official Languages and the Extranet site for federal institutions, etc.;

- files of joint concern: bilingual service centres, early childhood, Support Fund for the communities, French on the Internet, intergovernmental relations (including the Northern Strategy and relations with the communities); and
- responses to reports of the Commissioner of Official Languages, proceedings of the House and the Senate (Committees on Official Languages, Bill S-3, and special commissions).

Discussions at the highest levels have facilitated the progress of proposed policies and programs through government. They also led to an analysis of Bill S-3 to amend the *Official Languages Act*, and its transmission to the Standing Committee of the House of Commons; they have advanced the development of a horizontal initiative on community capacity and employability (the Enabling Fund) and have produced joint responses to several reports by the Commissioner of Official Languages and parliamentary committees. The Commissioner will soon publish a follow-up to her reports on French on the Internet (two in 1999 and two in 2002). The CDMOL has asked the departments concerned to develop a strategy that will reflect the evolution of the context since 1999 and that will provide opportunities to work together.

The Action Plan calls for key departments—including Canadian Heritage, Justice, the Public Service Human Resources Management Agency (on behalf of the Treasury Board Secretariat) and the Privy Council Office—to

work together to increase information sharing and foster compliance with government commitments.

In support of horizontal coordination, PCH exercised its interdepartmental coordination function by piloting the Agreement for the Development of Arts and Culture in French, protocols for collaboration in theatre, publishing and the visual arts, and working groups in related fields. In addition, the department organized an early childhood roundtable (March 2005), disseminated a list of programs concerning women in minority situations (2004), and compiled an inventory of federal programs and initiatives concerning the communities (2005). For its part, the Public Service Human Resources Management Agency of Canada kept the CDMOL and the Group of Ministers apprised of the implementation of Parts IV, V and VI of the Act.

The Interdepartmental Coordination Committee on Official Languages Research, chaired by the Director General, Official Languages in the Privy Council Office, reported to the CDMOL and the Group of Ministers. The results of its work and its contribution to the establishment of guidelines for evaluating the Official Languages Program are described in Chapter 4.

The horizontal management framework, which is covered in Chapter 3, is a model of cross-jurisdictional coordination. The decision to create such a tool and its implementation will benefit the public service, its culture and its capacity to deal with the challenges of collaboration among institutions.

3. HORIZONTAL MANAGEMENT FRAMEWORK

A LANDMARK IN HORIZONTAL COORDINATION

THE ORIGIN OF THE HORIZONTAL MANAGEMENT FRAMEWORK

The *Action Plan for Official Languages* requires all federal institutions to report on the way in which they are fulfilling their commitments and obligations under the *Official Languages Act*. Reporting on our collective accountability has made the development of a horizontal management framework necessary.

For the federal government, such a framework enables management to consider the overall effect of a group of activities. It encompasses governance, performance objectives, accountability measures and reports to Canadians. It does not replace the performance measurement systems specific to departments and agencies that evaluate in detail those initiatives for which they are responsible. Horizontal management frameworks strengthen the function of modern comptrollership whereby information on expenditures and performance is gathered, and managers are provided with appropriate control systems, a

considered approach to risk management, and a common set of values and ethical principles.

The initiatives of the Action Plan cannot be separated from the whole set of activities undertaken by the government in compliance with the *Official Languages Act* and in support of linguistic duality. The framework deals with the Official Languages Program (OLP) as a whole.⁸ It emphasizes the links between the priorities of all areas, it offers an overview of activities, funding and progress and it sheds light on how programs work together to achieve results, make use of resources, pursue activities and report to Canadians. The framework was designed to be applied over time to all federal institutions.

Official Languages, Intergovernmental Affairs, Privy Council Office, have coordinated and managed a complex structure of interdepartmental committees and working groups established specifically to build the horizontal management framework: a steering committee responsible for directing the project, a senior working group which clarified the content and prepared reports for the Committee of Deputy Ministers on Official Languages (CDMOL), and a broader working group including representatives of ten departments and agencies, in particular fields (policy officers, program

8. See the introduction to this Report and Annex 1.

managers, evaluation experts and other specialists) as well as assistance from the communities.

Work was based on the following approach:

- examination of documents (e.g. the OLA and the Action Plan, the 1994 protocol and its designation of the institutions having the most direct impact on communities and the equal status of French and English, briefs submitted during the development of the Action Plan, etc.);
- examination of management frameworks, audit frameworks and other documents guiding the implementation of the Action Plan initiatives by each department;
- working sessions on strategies for performance measurement, evaluation and risk management; and
- consultation sessions on indicators and the performance measurement framework with non-governmental partners and especially communities.
- The horizontal management framework reflects the contributions made by numerous participants in an environment which was marked by an openness to learn. It also owes a great deal to the comments and suggestions made by the communities, the Office of the Commissioner of Official Languages, and parliamentarians. Implementation of the framework has just begun.

STRUCTURE AND USE OF THE HORIZONTAL MANAGEMENT FRAMEWORK

The horizontal management framework has four components:

- a governance structure for the OLP (Figure 1, p.45), in which: the Prime Minister and the Cabinet have ultimate responsibility; the Minister responsible for Official Languages, the Ministers whose mandate is described in the Act and the Group of Ministers play a leadership role; the Privy Council Office, the Committee of Deputy Ministers and senior officials ensure the consistency of policies and the interdepartmental collaboration necessary, and so on throughout all levels of the federal system, with partners outside the government being taken into account;
- a results-based logic model (Figure 2, p.46), that fits the goals of all institutions together with the rationale for the overall program, illustrates the connections between the targeted results and the activities required to achieve them, and integrates the logic models of the departments and agencies in their specific areas;
- a measurement framework and an evaluation strategy, which describe how the government and its partners will seek the relevant data and measure progress in light of the expected results; and,
- an accountability strategy that details the evaluation activities and reports expected from federal partners.

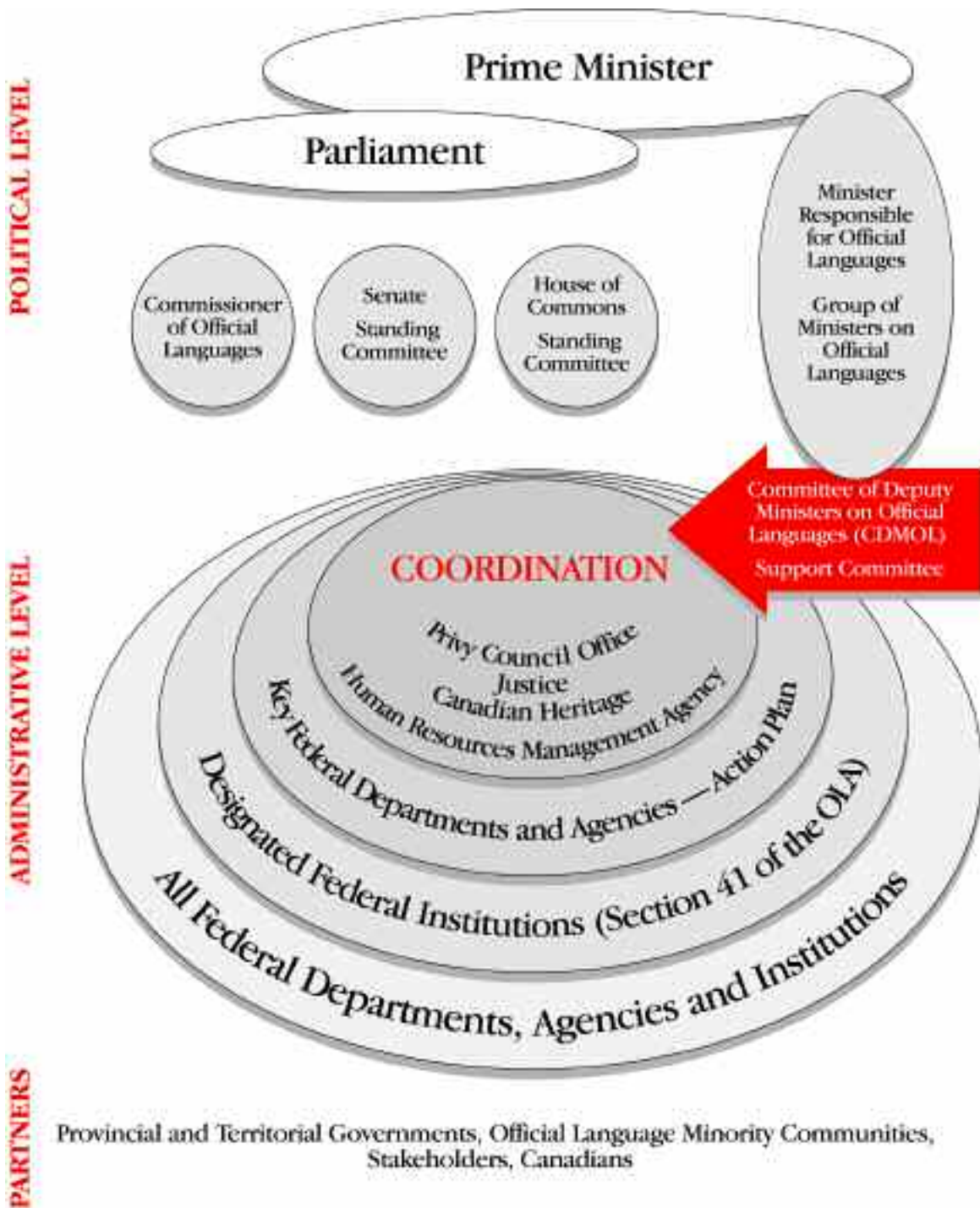
This also represents an attempt at harmonizing departmental evaluation cycles. The midterm report and the official launch of the horizontal framework in the Fall are part of this strategy. There will be formative evaluations from which preliminary conclusions may be drawn in 2006 which will serve as a point of reference for the summative evaluation of 2007. The results reported by the federal partners in the context of these evaluations, and the annual reports by Canadian Heritage, the Public Service Human Resources Management Agency, and the Commissioner of Official Languages will be taken into account in the overall analysis of the data gathered on the OLP to prepare the final report in 2008.

The horizontal management framework is already being used, more or less extensively, depending on whether an institution is one of the ten partners in the Action Plan, belongs to the 30 designated institutions whose impact on the development of the minority communities and promotion of French and English is the greatest, or is one of the 190 or more subject to the *Official Languages Act*. To use it to best advantage, federal institutions must not only collaborate among themselves but also call on the governments of the provinces and territories—as well as the community organizations and other groups interested in official languages—to be involved.

The horizontal framework is the work of numerous stakeholders and its use will be central in reports by the government to Canadians. It must evolve with time as changes occur in the field of official languages. Use of the framework will grow as a larger number of federal institutions and stakeholders enter data and tailor it to meet their needs. Eventually, the institutional silos will disappear and the effects

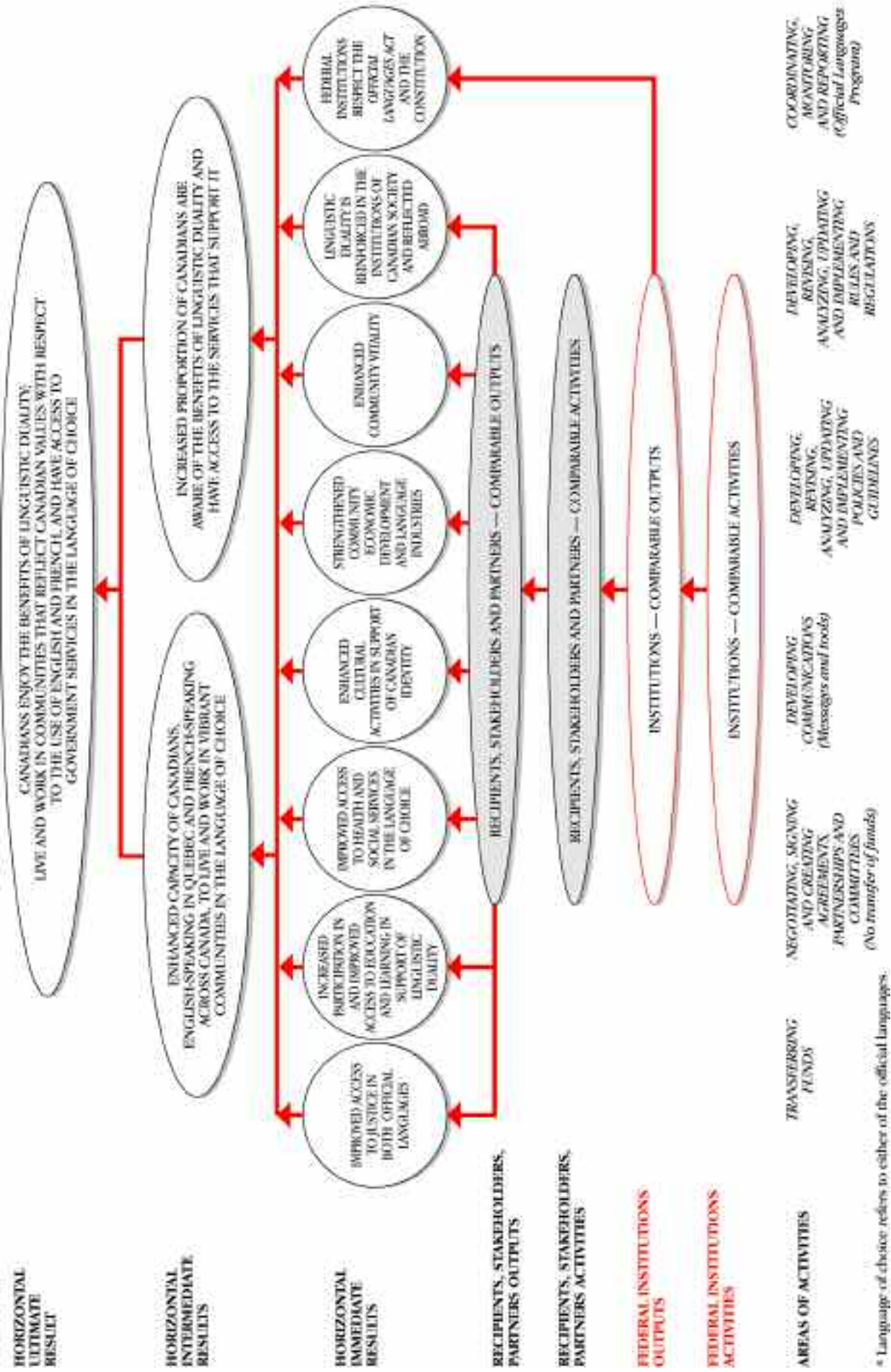
of policies and programs in relation to one another will be clear. It will become natural to ask whether measures taken in education are preparing Canadians for continuous learning; whether community development encompasses identity, cultural, economic and social factors; and whether the example of the public service is influencing society and the communities.

Figure 1: Governance for the Official Languages Program



Note: Reports to Parliament are tabled annually by the Commissioner of Official Languages, Minister of Canadian Heritage, and President of the Treasury Board

Figure 2: Logic Model – Official Languages Program



4. OFFICIAL LANGUAGES RESEARCH

STRENGTHEN CAPACITY FOR RESEARCH APPLICATION

RESEARCH: A VITAL TOOL FOR DEVELOPING PUBLIC POLICIES

In official languages, as in any other area, the Government of Canada cannot play an effective role unless it can evaluate the impact of its policies and programs. Whether the issue is fighting poverty and exclusion, improving health services, resolving the problems of cities, or facilitating access to higher education, for example, information relevant to policy development and planning must be gathered and integrated. To do so, the government must rely on researchers in federal departments and agencies, as well as call on other experts. In order to increase its capacity to make the necessary cross-sectoral links, the government has developed horizontal research mechanisms, notably the Policy Research Initiative (PRI), and contributes to international forums, such as the Metropolis project in the areas of immigration, migrations and cultural diversity.

Similarly, it is important to share what is being done in research on official languages and to create a basis on which later studies can be built in order to improve knowledge and

expertise on the Official Languages Program (OLP) in its entirety. This is why an Interdepartmental Coordination Committee on Official Languages Research was established, chaired by the Privy Council Office. Research played an important role, moreover, in the development of the Action Plan, helping to clarify its objectives, identifying needs in various areas and making the link between these needs and existing government programs.

The efficiency of the horizontal management framework relies in part on the capacity of federal institutions to evaluate the impact of their policies and programs on Canada's linguistic duality and on the development of the communities. In addition to sharing information among federal institutions, the interdepartmental committee's work is designed to help develop the performance measurement strategy applicable to the OLP and to facilitate the gathering of necessary data.

This chapter of the midterm report therefore reviews the activities of the Committee and the federal institutions, and provides an outline of the upcoming post-censal survey on the vitality of communities. It sketches out the strategic directions for follow-up to the Action Plan.

SHARING INFORMATION AND RESEARCH ON OFFICIAL LANGUAGES

The interdepartmental committee, created in 2003, is composed of 13 departments and agencies and is primarily concerned with increasing the production of research by federal institutions and fostering exchanges among them. It has provided an opportunity for participants to present the findings of their studies and to make an inventory of federal research on official languages. This exercise confirmed that there is fragmentation in this area and a need to better share information. It highlighted sampling gaps in general surveys of the Canadian population and the underutilization of existing data.

“[Trans.] Our participation in this Committee has made us aware of the research being done in other departments to support the official languages minority communities.”

Citizenship and Immigration Canada, *Contribution to the Midterm Report*, April 2005.

The committee has analyzed the extent to which surveys by Statistics Canada can supply data on official languages, looked at university studies and research in community environments, and has informed the Minister responsible for Official Languages, the Group of Ministers and the Committee of Deputy Ministers of the results and their repercussions for policies. Topics covered include standardization of data to make them comparable; passive bilingualism and the retention of language skills in the federal workplace; employability and literacy within communities; and, the development of indicators with respect to community vitality.

The concept of *social capital*, defined as “networks and social ties based on a set of standards and values of reciprocity that play a role of integration and mobilization in community development”, was deemed to be essential to the definition of community vitality for purposes of the horizontal management framework (see Chapter 3). Trust, a feeling of belonging and responsibility, and community pride are seen as factors that can be better explained by studying the concept of social capital.

“Integrating a more explicit consideration of social capital into the research, design, development, and evaluation of programs will assist public authorities in making better choices in the pursuit of social policy objectives.” Policy Research Initiative, *Social Capital as a Public Policy Tool, Project Report*, September 2005, p. 28.

BETTER COORDINATION OF RESEARCH AND CREATION OF PARTNERSHIPS

It would be wrong to conclude that there was no research up to now—on the contrary. The Commissioner of Official Languages recalled this in talking about university research in the special edition of her report marking the 35th anniversary of the *Official Languages Act*: “Canadian studies centres and programs across the country and around the world play a role in improving understanding of the nature of Canadian duality and related issues.”⁹ Nevertheless, whether it was done in the context of government programs or not, this research was generally confined to the individual institutions.

9. Office of the Commissioner of Official Languages, Annual Report, Special Edition, 35th Anniversary, 1969-2004, page 82.

The Interdepartmental Research Coordination Committee provides an opportunity to increase the consistency of efforts and to promote joint analysis of results. It could build bridges and help gather resources. For example, Citizenship and Immigration Canada can draw on its contacts with the new Francophonie network in the Metropolis project to study diversity and immigration issues specific to the Francophone world. Several departments and agencies can join forces to share the expertise currently being gathered by Social Development Canada related to the pilot project on early childhood development, the expertise being developed by Canadian Heritage on community profiles, or the writing of a monograph on adult literacy by Statistics Canada, Canadian Heritage and the National Literacy Secretariat. The potential of the Institute for Research on Linguistic Minorities at the Université de Moncton could be put to better use if the federal institutions represented on the Committee determined their priorities together and ensured that their research plans converged. Finally, oversampling of the communities in the general population surveys by Statistics Canada has a better chance of becoming a reality if departments join together to support it.

Up to now, development of the post-censal survey on community vitality is the best illustration of the interdepartmental committee's capacity to pool expertise. Indeed, under the leadership of the Privy Council Office and Statistics Canada, the committee has dealt with questions related to the funding, structure, methodology and development of the survey questionnaire. It has ensured that the modules and questions reflect the information needs of a number of federal partners and that they are based on other surveys in the area of official languages or on

those undertaken by Statistics Canada. Costs linked to the post-censal survey will be distributed among the partners. Several rounds of qualitative tests have already taken place and a pilot survey is planned for Fall 2005 in order to finalize the questionnaire and conduct the survey the following year.

“The survey will also make it possible to produce statistics on different fields associated with the language used in public life. We will have a better idea of the extent to which services are accessible in the minority language, whether in health, government services, business, professional or other associations, as well as in the working world. These statistics will inform us about the extent to which OLMC members are able to thrive in their own language.” Canadian Heritage, Bulletin 41-42, Vol. II, No. 2, Spring/Summer 2005, Official Languages - Communities Development and Linguistic Duality by Jean-Pierre Corbeil, page 6.

EXAMPLES OF RESEARCH WITHIN THE GOVERNMENT OF CANADA AND OUTSIDE

By setting new priorities in strategic areas, the *Action Plan for Official Languages* has contributed to the diversification of research topics, as illustrated by the examples given below:

- the launch of the Official Languages Research and Dissemination Program in four priority areas: promotion of linguistic duality, second-language learning, minority-language education, and development of the communities, in collaboration between the Department of Canadian Heritage and the Social Sciences and Humanities Research

- Council of Canada. Over three years, \$3 million will support 22 projects in 13 Canadian universities. This program stems from the commitment in the Action Plan to promote research on the situation of the communities and learning of official languages;
- the Community Vitality, Community Confidence Official Languages Research Forum, organized by Canadian Heritage in March 2004, in connection with a survey of Canadians' attitudes and perceptions regarding official languages;
 - the Statistics Canada 1971–2001 database on the communities; the studies of Anglophone migration trends in Quebec and studies of questions such as participation in and access to artistic activities and the opinions of young people about government and society;
 - studies by Industry Canada and regional development agencies mentioned in Chapter 2, and other studies by this department on the use of French on the Internet by Francophones in Canada, and on information technology in French;
 - the contribution by the network of experts at Human Resources and Skills Development Canada to family literacy training research in minority communities;
 - the study by Justice Canada of the practices and policies of provincial legal aid systems and the difficulties experienced with access to these services in the minority official language. This study proposes some strategies for improving and expanding the delivery of such services;
 - the study by the Public Service Human Resources Management Agency of Canada on passive bilingualism and the retention of second-language skills among federal employees in the workplace, and the qualitative study on visible minorities and official languages, published in July 2005;
 - the publication by Statistics Canada of studies on the schooling of young people in minority communities and students in immersion; on the presence of French-speaking health professionals outside Quebec; and on trends in official languages according to the Census of 2001;
 - research undertaken by the Privy Council Office, Official Languages (PCO-OL), on second language learning in OECD countries, visible minorities and the socioeconomic status of minority communities. The PCO-OL also commissioned Canadian Parents for French to undertake a Canada-wide consultation of second language stakeholders;
 - the organization by the Consortium national de formation en santé and the Société Santé en français of the first Forum national de recherche sur la santé des communautés Francophones en situation minoritaire. This event brought together over 180 researchers, representatives of government and funding agencies, as well as community participants to agree on research priorities;
 - studies by CIC and its partners on the needs and reception capacity of Francophone communities; the means that would enable the Acadian community in New Brunswick to recruit more Francophone immigrants, to receive them and foster their integration; and the socioeconomic integration of French-speaking immigrants belonging to a visible minority in Winnipeg;
 - in the context of federal–provincial–territorial collaboration in education, studies on post-secondary education in minority communities (Faculté Saint-Jean), cultural identity and the retention of students in Saskatchewan, and the development of an

anthology of French literature in the West to promote identity development; tools for evaluating the skills of teachers in French as a second language and the command of basic French by elementary school pupils in Alberta; and research on immersion and organization of a conference by the Western provinces to foster cooperation among the regions.

TOWARDS A BETTER CAPACITY FOR ANALYZING RESEARCH AND DATA ON OFFICIAL LANGUAGES

Filling the gaps in information on the communities is not enough. It is also necessary to ensure that the empirical data is analyzed so as to inform decision-making.

The information provided by the committee suggests that the capacity of each department and agency for analysis, when taken separately, will be inadequate when current studies and notably the post-censal survey produce new data. Sectoral priorities monopolize research teams and few resources are available for the study of multidisciplinary topics such as official languages. The interpretation of additional data or results from the survey may impose a burden on them. The official languages research strategy must therefore provide for analysis.

The strategy must also include a planning element. In spite of its scope, the post-censal survey will not provide answers to all the questions raised by policy development. Several topics, for example the mobility of Anglophones in Quebec, cannot be dealt with in detail; others, such as the issue of social capital, cannot be researched in depth without additional effort and expense. The departments concerned will have to agree on priorities and plan together how to carry out targeted surveys.

The interdepartmental coordination committee could facilitate such discussion. The information contributed in this forum would circulate among the departments and generate follow-up. The door would be open to participation by representatives of groups such as Metropolis and the Policy Research Initiative, that make the link with the government's high-level research priorities.

5. FUTURE PROSPECTS

CONSOLIDATE ACHIEVEMENTS

TAKING A LOOK BACK

Since March 12, 2003, departments and agencies directly involved in the *Action Plan for Official Languages* have put in place the infrastructure required to carry out the plan. By the time the plan is fully implemented, the new horizontal management framework will have allowed for better understanding of the overall effect of the measures.

Dialogue has increased between federal institutions and their partners. The Ministerial Consultations have created a new spirit of openness. The Department of Canadian Heritage intends to reinvigorate its collaboration with community organizations, and the Public Service Human Resources Management Agency is involving a wider circle of partners in the renewal of Treasury Board policies. Though in some areas we are still seeking the ideal arrangement, a new level of respect appears to be driving relations between the government and the communities.

In education, reaching agreement with the provincial and territorial governments took longer than expected. Perhaps we had underestimated the magnitude of the task. Negotiations will have to be accelerated in order that the funds earmarked for this essential part of the Action Plan go where they should be spent. Even though the

implementation of community development measures has sometimes been described as uneven, some major advances have been made in the areas of early childhood, health and justice. In addition, the basic infrastructure now exists to facilitate Francophone immigration in the communities. The progress made in connection with the economy and knowledge-based technologies deserves optimistic follow-up; with respect to the language industry sector, the association that brings companies together has been created, and construction of the Language Technology Research Centre has begun. Several institutions are working together to build an exemplary public service; the links between the mandates and initiatives of the Agency (on behalf of the Treasury Board Secretariat), the Public Service Commission and the Canada School of Public Service are becoming increasingly visible and productive. Finally, development of the horizontal management framework—applicable to the entire Official Languages Program—is a landmark achievement of the first two years of the Action Plan, while the compilation and analysis of relevant data for policy evaluation and planning have underscored the importance of official languages research.

FUNDING THE ACTION PLAN: AN UPWARD CURVE

The Action Plan required the commitment of new partners who quickly had to take charge of key areas. As is the case when one ventures into more or less unknown territory, cost estimates

and the pace of investments were not always aligned. Despite the initial shock to a system little accustomed to horizontal management, the amounts required have been approved and, in most cases, initiatives have begun on time. As we see in Annex 3, initial investments have been made; funding will increase year over year, until gradually reaching the total of \$787.4 million funding as set out in the Action Plan, and including the Enabling Fund later.

LESSONS LEARNED FROM EXPERIENCE AND ADJUSTMENTS TO BE CONSIDERED

The Requirements of Horizontal Management

The horizontal management framework did not exist when the Action Plan was launched. The elements of cross-jurisdictional coordination were outlined in the plan, though no one could then foresee the scope of the performance-measurement exercise for what is now called the Official Languages Program (OLP). Harmonizing departmental cycles is easier said than done: assembling the formative evaluations of departments and agencies, using them to guide the summative evaluations, sharing information and results among institutions and working with community partners throughout the process, analyzing other data gathered on the OLP and drawing general conclusions will require time and resources and progress can only be achieved gradually.

Research and analysis

The post-censal survey on the vitality of communities should fill in some of the gaps observed in data on official languages. It cannot, however, fill them all. It is therefore important to plan for the use of other sources,

along with corresponding mechanisms for collecting data. Because the compilation of statistics is not enough to meet all the challenges of policy development, the official languages research strategy should also include an analysis component. Consideration might be given to creating a catch-up fund to upgrade the data and allow for interpretation.

Research partnerships are an interesting avenue to fill data gaps. Government institutions, universities, research institutes, community organizations and the private sector could join in a network designed to enrich our pool of empirical knowledge. In this vein, the Privy Council Office is participating in the organization of a symposium planned to coincide with the annual conference of l'Association canadienne-française pour l'avancement des sciences (ACFAS), in the Spring of 2006 . This will serve to encourage the pooling of resources and research expertise.

Community support

In addition, communities have indicated that the Action Plan could be enhanced on a sectoral basis to:

- facilitate the participation of community organizations in horizontal coordination in order that they can intervene with the institutions whose mandates correspond to their interests, add findings required by the horizontal management framework, dialogue with one another, represent the wider interests of the community and act on a range of files of concern to them e.g. youth;
- extend to 2008 the primary health care component; and increase access to health in the language of choice in the territories;
- increase support for Francophone immigration in minority communities in

order that strategic plans for this purpose could be implemented; and

- support partnerships with the provinces and territories to realize the intergovernmental action plan, respecting cooperation, health, early childhood, cultural development, Francophone space, justice and the economic development of the communities.

An Exemplary Public Service

The Public Service Human Resources Management Agency of Canada is exploring options to raise awareness of parts IV, V and VI of the *Official Languages Act* and explain clearly to public servants the values that underpin government policy and the inherent rights and obligations. Such an initiative could provide the means to communicate clear messages, rectify misperceptions, reduce the nature and the seriousness of complaints and promote the advantages of a bilingual workplace in the context of lifelong learning. Better awareness would lead to increased use of the two languages and enhance the level of bilingualism of public servants who serve the communities. The study conducted in 2002 on public service attitudes to official languages allowed us to identify groups that would benefit from such activities.

In spite of the sustained efforts of the Canada School of Public Service and the fact that the Language Training Centre has exceeded its objectives, waiting lists continue to grow. The demand has increased more rapidly than foreseen. In order to fulfil its statutory obligations and train personnel occupying bilingual positions, the government is exploring options.

Other Possible Initiatives

Some initiatives that might be explored could contribute to the momentum given to Canada's

linguistic duality since the 2003 Action Plan.

For instance, the Translation Bureau will want to continue its collaboration with Industry Canada and the private sector to address the fragmentation of the language industry and improve the quality of translations. In order to guarantee quality language products and services for Canadians, Industry Canada will work with the bureau and the Language Industry Association to develop translation standards recognized by the Standards Council of Canada.

The Committee of Deputy Ministers on Official Languages has asked that an interdepartmental strategy for French on the Internet be developed, tailored to the demands of the modern world. Such a strategy would aim at maximizing links among federal activities related to, for example, the language industry, an exemplary public service, the transformation of services, and the development of Canadian content. With implications beyond the recommendations of the Commissioner of Official Languages, such a strategy would foster synergy among institutions.

Conclusion

The objectives of the *Action Plan for Official Languages* remain ambitious; they should be, in light of the importance of what is at stake. We now have a horizontal management framework that will enable federal institutions to see their achievements as they contribute to a collective effort. Over the coming year, each participating department or agency will complete its first evaluation of results; by 2007, with more accurate indicators, all will be able to contribute to the formal evaluation of the measures taken. The overall evaluation of the Action Plan will make it possible to validate findings and build a firm foundation for the renewal of the Action Plan.

ANNEX 1

DESCRIPTION OF THE OFFICIAL LANGUAGES PROGRAM

The Official Languages Program (OLP) encompasses activities with respect to the Government of Canada's obligations and commitments under the *Official Languages Act* and efforts to advance linguistic duality. These activities are directed to the public at large, and involve employees, partners, and other stakeholders. Relevant obligations and commitments are outlined in *The next Act: New Momentum for Canada's Linguistic Duality: The Action Plan for Official Languages, Appendix A*.

OLP activities relate to the Government of Canada's continued effort to reinforce English and French as the official languages of Canada. Obligations and commitments include;

- communication with and services to the public;
- language of work in federal institutions;
- the equitable participation of English-speaking and French-speaking Canadians in federal institutions;
- fostering the full recognition and use of both English and French in Canadian society; and,
- enhancing the vitality of English and French linguistic minority communities in Canada, supporting and assisting their development.

The OLP comprises all federal institutions' activities in support of official languages. OLP also includes the allocation, utilization, and management of resources for the development of:

- laws, rules and regulations;
- policies and guidelines; and,
- programs, initiatives and services.

Management functions include strategic planning, mandate implementation, policy and program development processes, communication and promotion, and performance measurement and reporting e.g.:

- consultation with minority official language communities as departments and institutions evaluate their policies and programs to assess impact;
- assessment of whether departments' and institutions' policies and programs support the promotion of Canada's linguistic duality;
- support of intergovernmental and interdepartmental partnerships for service delivery in the language of the minority or in both official languages;
- administration of language training, translation services, and recruitment; and,
- administration of services to the public and services to employees.

ANNEX 2

MIDTERM REPORT ON THE ACTION PLAN FOR OFFICIAL LANGUAGES

PERSPECTIVES OF FRANCOPHONES AND ACADIAN COMMUNITIES

SUMMARY

OTTAWA, JUNE 2005

SUBMITTED TO

**OFFICIAL LANGUAGES BRANCH,
INTERGOVERNMENTAL AFFAIRS,
PRIVY COUNCIL OFFICE**



MIDTERM REPORT

ACTION PLAN FOR OFFICIAL LANGUAGES

PERSPECTIVES OF FRANCOPHONE AND ACADIAN COMMUNITIES

The Fédération des communautés francophones et acadienne (FCFA) of Canada was asked by the Privy Council Office to prepare a Midterm report on the *Action Plan for Official Languages* that reflected the viewpoint of the communities. As the Action Plan emphasizes that it places its bets on pluralism and communication,¹ it was appropriate that community representatives give their views on the impact of the first two years of the Action Plan on their communities. The intention was not to undertake an exhaustive evaluation, but rather to prepare a report that would take stock of the Action Plan's impact on communities using the information available to date.

To this end, an interview questionnaire was prepared consisting of 11 open questions. The questions were geared to the following results: identification of initiatives strengthened or implemented following the adoption of the Action Plan; documentation of the impact of initiatives on community vitality; identification of the level and sufficiency of financial resources provided to community organizations (provincial and national) for implementing different aspects of the Action Plan; and taking stock of new consultation and coordination mechanisms. As a result, the report focuses more on the first two axes of the Action Plan: education and community development. The third axis, which is more concerned with the public service, will be addressed in a more indirect and less systematic manner, such as through the examination of consultation mechanisms.

In all, 29 directors general, two presidents and one coordinator of organizations responsible for regions or sectors participated in a 30- to 60-minute interview. Interviewees were expected to speak on behalf of the sector or region they represented. The information gleaned from the interviews was supplemented by documents such as annual reports, financial reports and action plans. A bibliography of these documents, a copy of the interview questionnaire and the list of respondents are attached to the report.

As expected, the interviews helped identify the main impacts of the Action Plan in Francophone and Acadian communities. In addition to the information compiled from the interviews, the report presents general findings for each expected result and puts the impacts of the Action Plan into perspective. As a result, the information collected has helped to identify avenues for action with respect to next steps, in order to ensure that the Action Plan better reflects community goals and individual realities. The avenues for action result from suggestions directly obtained during interviews or from the general findings.

1. Stéphane Dion, *The Next Act: New Momentum for Canada's Linguistic Duality*, 2003

Initiatives implemented or strengthened following the adoption of the Action Plan

EXAMPLES OF INITIATIVES	NUMBER OF INITIATIVES IDENTIFIED	OBSERVATIONS
<p>Structural or capacity building (strengthening the capacity of organizations, new structures, etc.)</p> <ul style="list-style-type: none"> • Creation of partnerships and development of provincial/territorial early childhood action plans; • Hiring staff for provincial literacy organizations; • 17 health networks; • Implementation of the National Secretariat and coordinating structures in each member institution of the Consortium national de formation en santé; • Core funding for jurists' associations; • French-language reception services in Edmonton, Winnipeg, Ottawa and Calgary ; • 6 provincial immigration committees. 	<p>Total: 82</p> <p><u>By sector</u></p> <p>Justice: 19 Health networking: 18 Family literacy: 12 Early childhood: 12 Health training: 11 Immigration: 10</p>	<p>#1 A number of structural and capacity-building initiatives were undertaken in the sectors of justice, health, literacy and early childhood.</p> <p>#2 This first phase of the Action Plan was characterized more by planning, structuring and waiting (for funding or agreements) than by implementation.</p>
<p>Communication and/or planning (awareness activities, forums, workshops, action plans, etc.)</p> <ul style="list-style-type: none"> • National congress on early childhood; • Communication plan on literacy for the next four years; • National research forum on the health of minority Francophone communities; • Regional and national immigration action plans; • National strategic framework for economic and community development; • Forum for access to justice in both official languages in Saskatchewan. 	<p>Total: 169</p> <p><u>By sector</u></p> <p>Health training: 71 Health services networking and organization: 40 Family literacy: 31 Justice: 15 Early childhood: 6 Immigration: 6</p>	<p>#3 For representatives of provinces, territories and sectors not targeted by the Action Plan, the Plan's low visibility and sector-specific approach resulted in a number of cases in a lack of awareness of new initiatives.</p>

<p>Specific projects (studies, services, tools, etc.)</p> <ul style="list-style-type: none"> • Pan-Canadian analysis report on early childhood situation; • Developing and testing literacy models and approaches; • Inventory of health professionals in Newfoundland and Labrador; • Introduction of bilingual nursing B.Sc. at Campus St-Jean in Alberta; • Needs analysis and studies on reception capacity of communities in eight cities and five provinces; • Itinerant bilingual tribunal pilot project in Manitoba; • « Une presse écrite accessible » [accessible print media] (National Literacy Secretariat and Association de la presse Francophone). 	<p>Total: 239</p> <p><u>By sector</u></p> <p>Health training: 138 Family literacy: 41 Justice: 27 Immigration: 21 Health services organization: 8 Early childhood: 4</p>	<ul style="list-style-type: none"> • Respondents knew little or nothing about initiatives in the sectors of education, arts and culture, communications and economic development. As a result these initiatives are not included below. • Moreover, more than one third of respondents knew little or nothing about new or strengthened initiatives related to the Action Plan.
--	--	---

<i>Impact of initiatives on the vitality of Francophone and Acadian communities</i>		
IMPACT	RESPONDENTS	OBSERVATIONS
<p>On community members</p> <ul style="list-style-type: none"> • Enhanced immigrant reception capacity in some regions; • Increased awareness of the importance of receiving immigrants in communities; • Enhanced access to justice in French in at least five provinces; • Significant increase in enrolment in health training programs; over 1,000 students; • Greater circulation of information: for example, a number of readers of French-language newspapers noticed a stream of advertising from new sectors of activity. 	<p>Over 75% of respondents saw no impact of the Action Plan on members.</p> <p>Other findings: it is too early to undertake such an analysis, and there is not enough specific information to answer this question.</p>	<p>#4</p> <p>Action Plan mainly helped with structuring and planning. Seeds have been planted and are already beginning to grow in some areas. Accordingly, one cannot talk of greater vitality of communities at this time. Nevertheless, this implies deep-seated structural and cultural changes, and can thus be seen only in the long term.</p>

<p>On actors – community organizations</p> <p>Positive impact</p> <ul style="list-style-type: none"> • Vitality of organizations due to new opportunities, initiatives and consultations; • Greater interest in Francophone communities; • More openness on the part of federal and provincial institutions; • More sectoral and intersectoral cooperation. <p>Negative impact</p> <ul style="list-style-type: none"> • Occasionally, concentration of projects in major centres and at the national level, national management of funds, inflexible funding terms and conditions; • Funding allocation delays (health and immigration), causing instability in human resources and thereby reducing opportunities for results; • Insecurity about the future when project-by-project funding is used too extensively or when no multiyear agreement is signed (in education, for example); • Lack of funding with considerable negative impact in the youth, radio and cooperative sectors in particular; • Dissatisfaction with and lack of understanding of initiatives in the arts and culture and communication sectors, due to lack of consultation between Canadian Heritage and community organizations on measures undertaken in the context of the Action Plan. <p>Unexpected impact</p> <ul style="list-style-type: none"> • Resources, time and knowledge required for horizontal practices. 	<p>Around 39% of respondents noted significant dissatisfaction with the Action Plan's impact on organizations; (mainly affects organizations in the territories, clientele and sectors not affected by the Action Plan.</p>	<p>#5</p> <p>Accurate measuring tools do not yet exist in most sectors to evaluate the Action Plan's impact on community members. Evaluation frameworks have, however, been developed by the Consortium national de formation en santé and the network of family literacy specialists.</p> <p>#6</p> <p>The capacity of organizations is not sufficient to support increased activities under the Action Plan.</p>
--	---	--

Level and sufficiency of financial resources provided to community organizations (provincial and national) to implement certain dimensions of the Action Plan

FUNDING	RESPONDENTS	OBSERVATIONS
<p>Level for 2003-04 and 2004-05</p> <ul style="list-style-type: none"> • Early childhood: \$1.35 M; • Literacy: \$3 M; • Health: \$41.8 M; • Justice: \$5.2 M; • Immigration: \$1.28 M; • Education, economic development, arts and culture, communication, clients: unknown. 	<p>Figures for the first 4 sectors were identified by sectoral representatives; with respect to immigration, figures were provided by Citizenship and Immigration Canada.</p>	<p>#7 Satisfaction with funding increases when there is formal dialogue established between the funder and the community, transparency in resource allocation, substantial planning in place, and sufficient funding provided.</p>
<p>Additional funding needs</p> <ul style="list-style-type: none"> • Capacity-building for representative organizations to meet consultation and coordination objectives; • Realistic and stable investments for implementing national, provincial and territorial action plans in all sectors; • New resources at all levels in the territories. 	<p>71% of respondents stated the funding provided was not sufficient.</p>	
<p>Resource allocation difficulties</p> <ul style="list-style-type: none"> • Lack of flexibility in funding programs — some regions or groups have difficulty meeting the criteria, because of their isolation, size or characteristics of their members; • Lack of planning and delays in resource allocation; • Some sectors or clientele not recognized in resource allocation: women, youth, seniors, arts and culture, communications and community development; • Centralization of financial resources in the federal government and in national organizations — with respect to immigration, a substantial portion of funding has remained within government structures; the sector has raised questions about the usefulness and impact of these investments on communities. 	<p>Nearly 3/4 of respondents criticized resource allocation methods.</p> <p>Substantial satisfaction was reported in the health, literacy and justice sectors.</p> <p>100% of provinces and territories stated they did not benefit sufficiently from the resources in the Action Plan.</p>	

Establishment of consultation and coordination mechanisms

PERSPECTIVES FOR CONSULTATION AND COORDINATION MECHANISMS	NUMBER OF MECHANISMS	OBSERVATION
<p>Between government bodies and communities</p> <p>1: Literacy round table: for the time being, information-sharing and awareness;</p> <p>26: Immigration committees, health networks, the national economic development and employability committee and the network of literacy specialists have defined or will shortly define action plans or major strategic directions, responding to Action Plan objectives;</p> <p>1: The Advisory Committee on Francophone Minority Communities is an information-sharing forum for meeting the health sector objectives of the Action Plan;</p> <p>1: An accountability mechanism was established with national consultations involving the Privy Council Office; a number of improvements have been suggested, such as "move away from statistics and look to the future" by adding time to pre- consultations, and "divide groups into sectoral discussions."</p>	<p>29</p>	<p>#8</p> <p>It appears the consultation mechanisms incorporating appropriate horizontal representation and genuine dialogue are better appreciated and more effective when they respect the following chain: information-sharing–awareness–accountability of actors–planning–sufficient investments–implementation–accountability mechanism.</p> <p>#9</p> <p>Practising horizontality efficiently requires resources, time and knowledge. FCFA, representative organizations in the provinces and territories, and client organizations have been especially affected by increased horizontal practices and their impact.</p>
<p>Among community stakeholders only</p> <p>1: Youth table and national early childhood table remain at the information-sharing and awareness level; for the early childhood table, however, the attention received from the Department of Social Development is helping to define priorities in the sector;</p>	<p>4</p>	

<p>1: National arts and culture table has maintained its coordination activities;</p> <p>2: Communication and education tables are proceeding with planning but have not been consulted by funders, thus reducing the scope of planning.</p>	
<p>Between funders and community organizations</p> <p>3: Social Development Canada’s research committee and justice sub-committees; both are enthusiastic for real dialogue and tangible investments;</p> <p>2: Canadian Heritage coordination committee and Industry Canada meetings; the effectiveness of these mechanisms has been questioned due to a number of factors such as the large number of stakeholders and the consideration that has been given to their needs.</p>	5
<p>Federal Councils</p> <p>The sub-committees help raise awareness among federal actors, but their accountability has been questioned in one case.</p> <p>Consultation efforts help raise awareness, according to respondents, but to a lesser extent.</p>	<p>2 sub-committees on official languages.</p> <p>2 consultation efforts.</p>

AVENUES FOR ACTION

Quickly develop benchmarks for renewing the *Action Plan for Official Languages*, so as to ensure the continuation of initiatives undertaken and the development of new initiatives

It is not a new phenomenon that uncertainty about the future can have a negative impact on activities underway. For example, the Société Santé en français has noted that the commitment of partners will soon be difficult to maintain if the continuity of current activities is not ensured. Indeed, March 2008 is fast approaching, and a number of organizations could lose key players and even the motivation of their employees if the Government does not guarantee the sustainability of the Action Plan. Therefore, the Government must make a clear commitment, specific directions need to be announced, and sufficient funding must enable communities to work on their development while remaining confident in the future.

Allocate the resources needed to implement the various sectoral action plans developed during the first phase of the *Action Plan for Official Languages*

Planning, organization and structuring took up the energy of most stakeholders during the first years of the *Action Plan for Official Languages*. Regional representatives are concerned the Action Plan has had little impact on their members and organizations. In general, organizations are concerned about receiving sufficient funding to implement their action

plans and thus tangibly improve living in French. With respect to immigration and early childhood, for example, action plans have been developed in a number of regions and at the national level, but will they be able to materialize quickly? With respect to economic development, only two axes of their action plan have received financial support in the central and eastern region; what will happen with the other two axes?

Moreover, in general, community development or support for community life has been neglected by the Action Plan. Nevertheless, it includes actors who greatly contribute to the vitality of Francophone and Acadian communities. This contribution, however, does not always go smoothly. For example, newspapers, radio stations and youth groups, to name only a few, receive a large part of their funding on a project-by-project basis, which limits their opportunity to develop a long-term vision and increases uncertainty. Arts and culture representatives have tried unsuccessfully to develop strategic planning with Canadian Heritage under the Action Plan. Overall development plans prepared by the provinces and territories have not been given any specific consideration. Therefore, it is clear that serious community development planning that respects the needs of communities is necessary.

Allocate the resources needed for organizations to achieve objectives related to horizontality

One of the major achievements of the Action Plan is undoubtedly the new horizontality practices introduced within communities and a number of departments. One of the unanticipated effects of that practice, however, is the requirement for time and new knowledge.

- Specific clienteles, such as youth, women and seniors, have had to get involved in various files or sectors, such as justice and health, to develop strategies affecting their clients. To date, however, horizontality has been practised to a very limited extent due to lack of time and human resources for the many meetings or presentations required. Moreover, the targeted sectors will benefit from being more aware of the needs of youth, women and seniors, and from the new perspectives contributed by these clients. According to the Fédération nationale des femmes canadiennes françaises, integration of gender analysis into various departments and programs with a link to the *Action Plan for Official Languages*, for example, would constitute a sign of progress and practical consideration of women as a specific client group.
- The increased complexity of roles has also been felt by provincial, territorial and even national umbrella organizations. They now have to meet government representatives from various departments, sit on various committees, work to diversify funding sources, develop new services, and often act as trailblazers for developing new sectors. So it must be borne in mind that considerable time, energy and human resources, and, consequently, financial resources, are required on an ongoing basis to handle this multiplication of stakeholders and partners.
- In addition, the link between national sectoral strategic plans and overall community development plans cannot be realized without ongoing communication among different stakeholders. However, no additional funding has been provided to meet objectives linked to the effective practice of horizontality and the implementation of the *Action Plan for Official Languages*.

Finally, it has been noted that horizontal practices linked to the Action Plan are closely linked to all official languages files and programs. Accordingly, everyone would benefit if all official languages files and programs were integrated into the Action Plan. The accountability framework, which fosters horizontal practices, for example, would be effective at the same level for all official languages programs. Files would be further clarified, as well as the performance of horizontal practices.

Establish permanent consultation mechanisms between communities and associated departments in all sectors targeted by the Action Plan, with the primary objective of developing and implementing multi-year sectoral action plans that take community needs into consideration

The inequality of practices and progress among sectors can be identified when examining their consultation mechanisms. Here again, consultation is not a given in all sectors.

Official mechanisms need to be developed for all stages of the activity chain of an effective consultation mechanism (genuine dialogue and horizontal representation throughout the process: information-sharing–awareness–accountability of actors–planning–sufficient investments–implementation–accountability mechanism) in the following sectors: education, arts and culture, communication. Existing mechanisms will need to be improved in the following sectors: immigration (sufficient investments), economic development (roles and responsibilities of Industry Canada need to be clarified).

It is important to note that effective consultations need to be linked to the relative transparency of the affected departments. As it is important for all departments receiving funding under the Action Plan to consult with communities, it is equally important for them to be accountable on a regular basis for initiatives funded under the Plan.

Unfortunately, this is not always the case.

The exemplary consultation mechanisms in place in the justice, health and literacy sectors should be emphasized. Dialogue is officialized through a permanent committee, and openness is evident. Moreover, the community viewpoint is considered, discussed and integrated to varying degrees when initiatives are developed.

Clarify the roles and responsibilities of government bodies affected by the *Action Plan for Official Languages*

The Government of Canada has adopted a vision for horizontal coordination of official languages files. Accordingly, the *Action Plan for Official Languages* calls on all federal institutions to consider community development and vitality when developing policies and programs. Responsibilities for coordinating government actions and for communications now come under the purview of the Minister responsible for Official Languages and the Privy Council Office. This centre for coordination, which has resulted from the Action Plan and the accountability framework, is completely new, and has been identified to give new momentum to official languages files.

Some respondents have also noted some confusion between the responsibilities of the Privy Council Office and the Minister responsible for Official Languages, who has the mandate of coordinating implementation of the Action Plan, on the one hand, and the responsibilities of the Minister and Department of Canadian Heritage, on the other hand, who has the responsibility to "encourage and promote a coordinated approach" to the federal government's commitment to "enhancing the vitality of the English and French linguistic minority communities in Canada and supporting and assisting their development and fostering the full recognition and use of both English and French in Canadian society." (OLA, Part VII, sections 41 and 42). All parties recognize the importance of clarifying roles and responsibilities to ensure better coordination and to facilitate accountability under the Action Plan.

INTERVIEW QUESTIONNAIRE

Action Plan for Official Languages

Context: FCFA will gather data for the Midterm report on implementation of the *Action Plan for Official Languages*. FCFA is pursuing two lines of inquiry: a literature review and interviews with community leaders.

This questionnaire will be used to conduct interviews between May 6 and May 20. It will be validated by a director general of a provincial umbrella organization and a sectoral respondent.

Indicators:

1. Number of initiatives implemented or strengthened (by departments and/or community groups), following adoption of the Action Plan.
2. The impact of initiatives on community vitality. (Positive, negative, unexpected).
3. Level and sufficiency of financial resources provided to community organizations (provincial and national) to implement certain aspects of the Action Plan.
4. The establishment of consultation and coordination mechanisms at three levels: between governments, among community groups, and between communities and governments.

Interview Questions:

Note: the following questions will be used to stimulate reflection by respondents. They are open questions: during the interviews, respondents will be invited to expand on their reflections.

1. What new initiatives have been implemented in your (province or sector, where applicable) following the launch of the *Action Plan for Official Languages* in March 2003?
2. What existing initiatives were consolidated or strengthened in your (province or sector, where applicable) following the launch of the *Action Plan for Official Languages* in March 2003?
3. Although it has not been long since the Plan was launched, have you seen any impact so far on members of your community or in your sector? (Example: Access to new services: which ones, where?)

4. What impact has implementation of the Action Plan had on your organization? (Successes, challenges, positive impacts, negative impacts, unexpected impacts, other...)
5. What funding has been provided to your organization or sector that is directly linked to implementation of the Action Plan? Is it new funding?
6. What new initiatives linked to the Action Plan have been implemented by your organization or sector as a result of funding under the Action Plan? (Direct initiatives in communities, governmental relations, consultation, coordination, research, ...)
7. Is the level of funding provided to organizations sufficient? Why?
8. What new or different initiatives could be implemented by your organization or sector if additional financial resources were obtained, where applicable?
9. Does your organization or sector participate in one or more consultation/coordination mechanisms set up as a result of the implementation of the Action Plan? Please describe them. (Community mechanisms, departmental mechanisms, governmental and intergovernmental mechanisms ...).
10. What are your views on these mechanisms? (Participants, effectiveness to date, future potential, ...)
11. Do you have any recommendations for next steps in implementing the Action Plan? (Improvements to current directions, possible changes in direction, additions, new priorities, other mechanisms,)

Note: Invite respondents to submit any relevant documentation electronically and make a note of the documents transmitted.

LIST OF RESPONDENT ORGANIZATIONS

First Name	Last Name	Position 1	Company, association, department, etc.
Ali	Chaisson	CEO	Fédération des Francophones de Terre-Neuve et du Labrador (FFTNL)
Céline	Marx	Director	DECCO
Jean	Comtois	President	DECCO
Chantal	Bérard	CEO	Fédération de la jeunesse canadienne-française (FJCF)
Daniel	Boucher	President and CEO	Société franco-manitobaine (SFM)
Daniel	Cuerrier	CEO	Association des Francophones du Nunavut (AFN)
Daniel	Thériault	CEO	Société des Acadiens et Acadiennes du Nouveau-Brunswick (SAANB)
Denis	Desgagné	CEO	Assemblée communautaire fransaskoise (ACF)
Francis	Poté	CEO	Association de la presse francophone (APF)
Guy	Gélineau	CEO	Association des universités de la francophonie canadienne (AUFC)
Jean	Léger	CEO	Fédération Acadienne de la Nouvelle-Écosse (FANE)
Jean-Luc	Racine	CEO	Assemblée des Aînés et Aînés Francophones du Canada
Jeanne	Beaudoin	CEO	Association franco-yukonnaise (AFY)
Jocelyne	Lalonde	CEO	Consortium national de formation en santé
Joël F.	Lavoie	CEO	Association canadienne française de l'Alberta (ACFA)

Léo-Paul	Provencher	CEO	Fédération franco-ténoise (FFT)
Lizanne	Thorne	CEO	Société Saint-Thomas-d'Aquin (SSTA)
Luce	Lapierre	CEO	Fédération canadienne pour l'alphabétisation en français (FCAF)
Maggy	Razafimbahiny	CEO	Fédération nationale des femmes canadiennes-françaises (FNFCF)
Marc	Arnal	Co-Chair	CIC-FMC Committee
Roukya	Abdi Aden	Project Coordinator	CIC-FMC Committee
Marielle	Beulieu	CEO	Fédération des communautés francophones et acadienne (FCFA) du Canada
Murielle	Gagné-Ouellette	CEO	Commission nationale des parents francophones (CNPf)
Paul	Charbonneau	CEO	Fédération nationale des conseils scolaires Francophones (FNCSF)
Paul-André	Baril	Acting CEO	Société Santé en français
Pierre	Bourbeau	CEO	Fédération culturelle canadienne-française (FCCF)
Réjean	Laflamme	Assistant CEO	Conseil canadien de la coopération (CCC)
Rénald	Rémillard	CEO	Federation of Associations of French-speaking Jurists of Common Law (FAJEFCL)
Roger	Lavoie	General Secretary	RDÉE Canada
Serge	Paquin	CEO	Alliance des radios communities du Canada (ARC)
Yseult	Friole	Executive Director	Fédération des francophones de la Colombie-Britannique (FFCB)

BIBLIOGRAPHY

COMMISSION NATIONALE DES PARENTS FRANCOPHONES (CNPF)

Rapport d'activités du projet Partir en français, 2005.

COMMISSION NATIONALE DES PARENTS FRANCOPHONES (CNPF)

Rapport d'activités du projet Partir en français 2, 2005.

CONSORTIUM NATIONAL DE FORMATION EN SANTE

Rapport annuel 2003-2004, June 2004.

CONSORTIUM NATIONAL DE FORMATION EN SANTÉ

Rapport annuel 2004-2005, June 2005.

DEPARTMENT OF JUSTICE CANADA

Status Report 2003-2004, 2004.

DEPARTMENT OF JUSTICE CANADA

Status Report 2004-2005, 2005.

GOVERNMENT OF CANADA

The Next Act: New Momentum for Canada's Linguistic Duality The Action Plan for Official Languages, 2003.

GOVERNMENT OF CANADA

Towards Building a Canadian Francophonie of Tomorrow: Summary of Initiatives 2002-2006 to Foster Immigration to Francophone Minority Communities, March 2005.

OFFICE OF THE COMMISSIONER OF OFFICIAL LANGUAGES

Annual Report, Special Edition 35th Anniversary, 1969-2004, Volume I.

RÉSEAU D'EXPERTS EN ALPHABÉTISATION FAMILIALE

Rapport annuel 2003-2004, 2004.

ANNEX 2

TAKING STOCK

A MIDTERM REVIEW OF THE GOVERNMENT OF CANADA'S OFFICIAL LANGUAGES ACTION PLAN IN QUEBEC

PERSPECTIVES OF THE QUEBEC COMMUNITY GROUPS NETWORK

SUMMARY

QUÉBEC, JULY 2005

SUBMITTED TO

**OFFICIAL LANGUAGES BRANCH,
INTERGOVERNMENTAL AFFAIRS,
PRIVY COUNCIL OFFICE**



Introduction

The purpose of this report is to provide input from English-speaking community representatives and stakeholders in Quebec regarding the Government of Canada's mid-point review of its Official Languages Action Plan, launched in March 2003. The content, conclusions and suggestions for improvement in this report are based upon the interviews undertaken with these representatives and stakeholders.

Over the last three years, the English-speaking Communities of Quebec have identified their key development challenges and defined a series of key strategic orientations which will continue to help them build thriving, vital and dynamic communities. The *Official Languages Action Plan* (2003), reflects many areas of common focus between the strategic orientations of the English-speaking communities of Quebec and the Official Languages policy priorities of the Government of Canada. This convergence of interest between the Government's Action Plan and the English-speaking communities of Quebec's priorities offers a significant opportunity to achieve a number of shared, strategic objectives

Observations

In terms of education, interviewees observe that the policy objectives of the Governments of Quebec and Canada coincide with regard to minority and second language education. At this time, it is difficult to evaluate the potential/real impacts of this component of the Action Plan, given that the two levels of government are currently renewing a federal-provincial agreement in this area. It is clear to members of the English-speaking communities, HOWEVER, that renewed collaboration in the

area of minority and second language education must provide English-speaking people with a level of second language proficiency that permits them to live and work comfortably in Quebec. In addition, it is critical that the proposal for establishing community education centers within English language educational institutions be supported by both levels of government. This is an important element of an overall community strategy to maintain identifiable community institutions as the hub of community life and activity.

In terms of improving **broader access to quality public services** in their own language, interviewees observe that the **health component** of the Action Plan is very positive and encouraging. Projects created with the support of Health Canada are increasing awareness of the need for access to English health and social services in Quebec, as well as promoting the existing availability of services in English. They are supporting the creation of partnerships between community, institutional and public sector actors who together are developing more planned, coherent and realistic approaches to addressing access issues for the English-speaking communities of Quebec.

In terms of improving **economic development and employability strategies** within the English-speaking communities, interviewees observed that communities have benefited from some initiatives under this component of the Action Plan. They include: expanding business internships; supporting a pilot project on "Entrepreneurship in Rural Quebec"; providing an "Enabling Fund" which will allow for the expansion of the community economic development work undertaken by the Community Table and its network of Community Economic Development and

Employability Committees (CEDECs), and; the nomination of an Industry Canada coordinator who is mandated to assist English-speaking communities in accessing existing economic development programs. Interviewees also indicated that: there does not appear to be a specific investment within the English-speaking communities in Quebec regarding the development of language industries; nor an overall government approach/strategy regarding the coordination of individual investments in community economic development and employability. Finally, it is unclear how community economic development and employability strategies are related to broader community planning processes.

Access to justice-related services in English in Quebec is an emerging concern for the English-speaking communities of Quebec.

Interviewees observed that initiatives undertaken under this component of the Action Plan will make an important, yet modest contribution to enhancing access to justice services in English in Quebec. There is an evident absence of initiatives which will assess the access to justice issue from a consumer and community perspective, and enable the development of joint community-justice system partnerships that would seek to address the priority access issues identified. This is an area where the English-speaking communities of Quebec could be very helpful to the Government in assessing justice access issues from a citizen perspective and working with the Government to resolve the issues identified.

The English-speaking communities of Quebec recognize that **early learning and childcare** is critical in promoting the cognitive and social development of children. It is an essential instrument in assuring the integration of

children into the English-speaking communities of Quebec, while exposing them at an early age to French, second language training and experiences. Interviewees were reserved in their assessment of this component of the Action Plan given that negotiations are presently underway between the federal and provincial governments on this matter. It is unclear if the Governments of Canada and Quebec will be able to reach an agreement that adequately recognizes the early learning and childcare priorities of the English-Speaking communities of Quebec. Interviewees indicated that if the Governments of Canada and Quebec cannot conclude an agreement in this area, then the Government of Canada should consider funding pilot projects to begin to develop early childhood services for the English-speaking communities of Quebec.

In terms of supporting the **development of community vitality**, interviewees indicated that the nature of the challenges related to nurturing vital English-speaking communities in Quebec are more complex and the sophistication of the methods required to be successful in this regard are more demanding. To help to address these new and complex challenges, the Department of Canadian Heritage has recently negotiated a new framework agreement with the English-speaking communities of Quebec. This agreement will see some new, modest resources allocated to existing programs in order to help to sustain community capacity to address their vitality issues. Interviewees observed, however, that success in this area will require a more substantial investment so the English-speaking communities can develop the knowledge and competencies needed to design and implement more sophisticated, coherent and successful community vitality strategies, including those

identified under the different components of the Action Plan.

Access to federal services in English and the participation of English speaking Canadians from Quebec in the federal government has been an ongoing priority for many years. Access to federal services in English in Quebec has improved notably over the years. In terms of the participation of English-speaking individuals from Quebec in the federal government, new and promising initiatives are being implemented under the Action Plan. They include: an Ambassadors Program to inform students about career possibilities and language requirements in the federal public service; summer internship programs; and the presentation of employment clinics. In terms of this component of the Action Plan, interviewees observed that there is a clear will on the part of the public service to take concrete action on this issue of representation. For community representatives, the absence of identifiable and quantifiable representation results to be achieved over a specific period of time is a serious weakness of the current efforts being deployed by the government in this area. This weakness makes the evaluation of the effectiveness of the strategies employed difficult to assess

Conclusion

Overall, **the mid-point assessment** of the Official Languages Action Plan is that it is a significant step forward in terms of the Government of Canada's attempt to inject new momentum into the promotion of the linguistic duality of Canada. Clearly the most successful and promising initiative to-date under the Action Plan in Quebec has been the effort to improve access to health and social

services in English. The Action Plan has generated, however, very uneven immediate and intermediate results. The plan has suffered from irregular initiation and implementation by different departments and an underestimation of the community capacity required to successfully support its application. With the exception of the health initiative, it is felt that all other areas of the Action Plan could benefit from closer involvement and greater collaboration with the English-speaking communities of Quebec in planning new or completing current initiatives under the Action Plan.

Interviewees formulated some specific suggestions for improvements which include; improved communications to increase the understanding of the Action Plan; the establishment of more effective horizontal governance and administration of the Action Plan within government and between the Government and the community, and; clarification of role of the Department of Canadian Heritage with regard to ensuring the English-speaking communities of Quebec have the capacity they need to support the successful implementation of the plan, given the complexity of the community vitality challenges that they are facing and the inter-governmental environment that they must navigate in Quebec to successfully implement different components of the plan.

ANNEX 3

ACTION PLAN FUNDING SUMMARY

PROGRAMS	Allocation over 5 years (Millions)	2003-04 Allotment (Millions)	2003-04 Spending (Millions)	2004-05 Allotment (Millions)	2004-05 Spending (Millions)	2005-06 Planned Spending (Millions)
1 – PRIVY COUNCIL OFFICE						
(a) Accountability and coordination Framework	13.5	3.0	2.3	2.0	1.8	4.5
2 – CANADIAN HERITAGE						
(a) Education – minority language & second language	346.0	12.0	10.6	58.0	54.3	81.0
(b) Summer Bursary Program	24.0	2.0	0.3	4.0	3.6	3.6
(c) Official Language Monitor Program	11.5	0.5	0.3	2.0	1.8	1.8
(d) Support to minority communities	19.0	1.0	2.1	4.5	2.8	4.1
(e) Intergovernmental Cooperation	14.5	0.0	0.7	1.0	1.8	4.0
(f) Research and Administration			1.5		5.2	8.5
TOTAL	415.0	15.5	15.5	69.5	69.5	103.0
3 – TREASURY BOARD SECRETARIAT						
Public Service Human Resources Management Agency of Canada						
(a) Investing in Innovation	14.0	1.0	1.0	2.0	2.0	3.0
(b) Centre of Excellence	12.0	1.0	1.0	2.0	2.0	3.0
(c) Rebuilding Capacity	38.6	13.0	12.5	0.9	0.9	0.4
TOTAL	64.6	15.0	14.5	4.9	4.9	6.4
Canada School of Public Service						
(c) Rebuilding Capacity (over 3 years)				12.1	11.2	12.0
TOTAL	64.6	15.0	14.5	17.0	16.1	18.4
4 – HEALTH CANADA						
(a) Networking	14.0	2.0	1.5	3.0	3.0	3.0
(b) Training and Retention	75.0	10.0	8.8	10.0	11.8	15.0
(c) Primary Health Care Transition Fund	30.0	2.0	2.0	10.0	7.1	18.0
TOTAL	119.0	14.0	12.3	23.0	21.9	36.0
5 – HUMAN RESOURCES AND SKILLS DEVELOPMENT CANADA						
(a) Literacy	7.4	1.8	1.8	1.2	1.2	1.5
(b) Internships	7.3	1.1	1.1	1.1	2.5	1.7
(c) Enabling Fund *	36.0					12.0
TOTAL	50.7	2.9	2.9	2.3	3.7	15.2
6 – SOCIAL DEVELOPMENT CANADA						
(a) Pilot Projects for Child Care	10.8	1.4	0.0	0.2	0.0	2.0
(b) Develop NGO Capacity	3.8	0.8	0.4	0.6	0.8	1.0
TOTAL	14.6	2.2	0.4	0.8	0.8	3.0
7 – INDUSTRY CANADA						
(a) Outreach and Counselling	8.0	1.0	0.9	1.5	0.917	1.915
(b) Internships	2.0	n/a	n/a	n/a	0.216	0.924
(c) Pilot Projects (Tele-Training/Tele-learning)	10.0	1.0	0.1	2.0	2.551	2.349
(d) Francommunautés virtuelles	13.0	1.0	0.4	2.0	2.4	0.6
(e) Canadian Network of Language Industries	5.0	1.0	0.7	1.0	1.0	1.3
(f) Marketing and Branding	5.0	1.0	0.6	1.0	0.9	1.3
(g) Research Centre for Language Technologies	10.0	2.0	0.7	2.0	1.7	2.2
TOTAL	53.0	7.0	3.4	9.5	9.684	10.588
8 – JUSTICE CANADA						
(a) Accountability and Coordination Framework	2.5	0.5	0.1	0.5	0.045	0.5
(b) Legal Obligations	27.0	2.0	1.4	4.0	3.7	6.0
(c) Access to Justice	18.5	4.0	1.7	3.5	3.0	3.5
TOTAL	48.0	6.5	3.2	8.0	6.7	10
9 – CITIZENSHIP AND IMMIGRATION CANADA						
(a) Recruitment and Integration of Immigrants	9.0	1.5	1.3	1.5	1.5	2.0
TOTAL (Millions)	787.4	67.6	55.8	133.6	131.7	202.7

* The Enabling Fund for Official Language Minority Communities was incorporated into the Action Plan in March 2005. It will provide \$12 million a year over three years.