



# **Evaluation Report for the Plan on Official Languages**

## ***Official Bilingualism: A Fundamental Value***

***Evaluation of Year 2 departmental action plans***

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**Office of the Premier**

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## Executive Summary

This report presents the second annual evaluation of the Plan on Official Languages, *Official Bilingualism: A Fundamental Value*. It covers the period of April 1, 2016 to March 31, 2017.

The Plan is based on the following sectors of activity:

- Language of service
- Language of work
- Development of the two official linguistic communities
- Knowledge of the *Official Languages Act* and other obligations

The results of the evaluation report of Year 1 of the Plan on Official Languages, *Official Bilingualism: A Fundamental Value*, showed that the scope and amount of initiatives in the action plan would require a concentrated effort by departments in order to be successful.

During this period, the centralization of human resources services was in progress, making it challenging for departments and agencies to complete the initiatives set out. There were also several structural changes and departmental amalgamations within Part I of the Government of New Brunswick (GNB) during this evaluation period. In last year's evaluation report there were 22 departments and agencies that were required to provide an evaluation to their action plan, and this year there were 20. Each of these departments and agencies submitted their evaluation responses as required by the *Official Languages Act*.

When compared to the findings from last year's report, the following items stand out:

- Community of Practice for Official Languages is still in place and meets regularly.
- Corporate average target of 90% for linguistic profiles exceeds the Year 1 percentage.
- A small interdepartmental committee was formed to provide a more inclusive approach to the preparation of the Government of New Brunswick's Official Languages Newsletter.

Year 1 of the Plan concluded with several unfinished corporate initiatives. This prevented individual departments from completing initiatives originally allocated to them in Year 2. In addition to slowing down the completion of the corporate tasks for this review period, this will have an impact on Year 3 results.

During this review period, a number of points of clarification were sent to departments, to ensure staff had a good understanding of the roles and mandate of the Official Languages Coordination Unit and Treasury Board in matters related to Official Languages. It also provided departments

with the new third-party service contract clause that had been developed. The roles and responsibilities of departmental action plan team members were also more clearly defined.

The Plan on Official Languages, *Official Bilingualism: A Fundamental Value*, is one of the many components of the government's overall action on official languages. New Brunswick's status as the only officially bilingual province in Canada is an important part of our culture and our history. To date, government has accomplished a number of things in this area.

For example, the *Electoral Boundaries and Representation Act* was amended and a proceeding in this regard was settled and government implemented amendments to the *Official Languages Act* regarding professional associations. As well, Premier Brian Gallant gave a speech in support of bilingualism in Saint John.

Government put an end to bilingual child care centres, and those that exist already will be gradually eliminated from the system. An equality envelope was put in place for the Francophone school system, the Grade 1 French immersion program has been restored, and the duality of the school bus system was protected. A French immersion program was also developed for unemployed Anglophones.

The caisses populaires system was protected, thus ensuring its survival, and government has increased the Vitalité Health Network's share of the capital budget. Special funding was offered to the Université de Moncton, and the Collège Saint-Joseph in Memramcook was saved.

Government has accelerated and increased funding for the cultural policy, progress is being made on Francophone immigration, and New Brunswick has won the bid to host the 2021 Jeux de la Francophonie in Moncton and Dieppe.

The majority of ministers of government departments are Francophone and the province is implanting a new government plan on official languages.

The provincial government has negotiated capital agreements with the federal government for the construction of community spaces – double-minority Acadian communities in Fredericton and Saint John, and has renewed the agreement for cooperation and exchange in relation to the Canadian Francophonie with Quebec. The two provinces pledged to make a joint investment of nearly \$1.2 million over the next three years.

In 2016, New Brunswick and Quebec signed a declaration on the Canadian Francophonie promoting the French language and the Francophonie as a Canadian identity value and a strength to build upon.

Support for Acadian organizations and key projects is ongoing. Government has awarded annual funding for international activities such as the Festival interceltique de Lorient and the Festival Pause Guitare d'Albi in France.

Government has adopted the amendments to the *Official Languages Act* to protect complainants from reprisal by their employers. As well, a Working Group on Services to Seniors was established in both official languages. Government also held the third International Youth and Green Jobs Forum at the Université de Moncton.

Many official visits have been made to Francophonie countries. Government hosted an intergovernmental ministerial forum on Francophone immigration and also supported implementation of the Linguistic and Cultural Development Policy and the Global Strategy for the Integration of Arts and Culture into Acadian Society in New Brunswick.

Official bilingualism has had a profound, positive impact on the development of New Brunswick. For example, in 2016-2017, exports from New Brunswick to international Francophonie countries generated \$138.22 million in revenue for the province.

As well, the *Official Languages Act* has made it possible for the province to build a skilled, bilingual labour force. Because of this, New Brunswick has been able to attract large corporations like FedEx, UPS, Unilever, ExxonMobil, Xerox, and IBM to the province. New Brunswick's customer contact centre and back office industry employs more than 18,000 people and generates \$1.4 billion in interprovincial and international export revenue annually.

The province also has the second largest concentration of translators, terminologists, and interpreters in the labour market (after Quebec), and it has 65 registered companies that serve New Brunswick and other provinces.

Our bilingual population offers New Brunswick a competitive edge in the global economy in terms of our products, our businesses, and attracting new immigrants.

## **Plan on Official Languages, Official Bilingualism: A Fundamental Value**

Year 2 is the first full fiscal year of the Plan.

The Plan is based on the following sectors of activity, and each one is assigned an anticipated outcome.

### **1. Language of service**

An active offer and services of equal quality in English and French, according to the person's

choice, regardless of location in the province.

2. Language of work

The possibility for employees to work and have a career in English or French, according to their personal choice.

3. Development of the two official linguistic communities

The encouragement, through positive measures, of the development of the province's Anglophone and Francophone communities.

4. Knowledge of the *Official Languages Act* and other obligations

A thorough knowledge and understanding of the *Act*, policies, and regulations as well as the province's official language obligations, and the benefits associated with official bilingualism.

In addition to the measurable objectives that were included, the Plan provides the departments/agencies the flexibility to incorporate additional objectives as determined by the culture/environment of their department.

All departments and agencies under Part I of GNB completed departmental action plans for Year 2. Within that same group, 85% of departments and agencies also appointed a departmental Action Plan Team and 95% assigned an Executive Management Delegate. (Appendix A)

Overall there were twelve corporate, eight departmental and three general initiatives from the Year 2 Action Plan evaluated for this report. (Appendix B).

## **Evaluation Findings for Year 2**

Twenty departments and agencies were asked to complete an evaluation for all Year 2 departmental action plans. The evaluation tool was based on departmental action plan initiatives as well as general questions around each of the Plan's four focus areas.

In some instances, the departmental initiatives to be completed in Year 2 were to be completed only after a specific corporate initiative was completed in Year 1. If the corporate initiative was not completed during that time period, then the subsequent departmental actions could not be accomplished for this period. The findings included in this report are based on the responses received from all twenty departments/agencies.

In summary by focus area, there was a 22% completion rate of the Language of Service

initiatives, a 67% completion rate of Language of Work initiatives, a 33% completion rate of the Development of the two officially linguistic communities, and lastly, a 60% completion rate of the Knowledge of *Official Languages Act* and other obligations.

The review for corporate as well as departmental initiatives indicated that only 17% of corporate initiatives were completed whereas 75% of departmental initiatives were completed during this evaluation period.

## **Conclusion**

Year 2 of *Official Bilingualism: A Fundamental Value* was due to the number of incomplete initiatives left from Year 1 that were added to those that were pre-established for the year. The lack of baseline data continues to be problematic as it is the current measure established to evaluate GNB's progress with respect to official languages.

There were some encouraging signs gleaned from the Year 2 evaluation results. The team approach in developing departmental action plans was endorsed by most departments and agencies and was well utilized.

Additionally, all departments had representation at the various Community of Practice meetings, and there was interest shown by a few civil servants to participate on a small interdepartmental committee to provide input into the development of the GNB Official Languages Newsletter.

While Year 1 showed a strong start with the completion of multiple initiatives, Year 2 proved stronger in the achievement of departmental initiatives.

## Appendix A

**Departments and agencies that are legislated to submit an action plan (as they are currently named in 2018)**

Department/Agency	Action Plan Developed	Action Plan Team Appointed	Executive Management Delegate Assigned
Aboriginal Affairs Secretariat	Yes	Yes	Yes
Agriculture, Aquaculture and Fisheries	Yes	Yes	Yes
Education and Early Childhood Development	Yes	Yes	Yes
Energy and Resource Development (previously known as the Department of Natural Resources and the Department of Energy and Mines)	Yes	No	Yes
Environment and Local Government	Yes	Yes	Yes
Executive Council Office	Yes	Yes	Yes
Finance	Yes	Yes	Yes
Health	Yes	Yes	Yes
Justice and Public Safety (previously known as the Department of Justice and the Attorney General and the Department of Public Safety)	Yes	Yes	Yes
New Brunswick Police Commission	Yes	Yes	Yes
Office of the Attorney General	Yes	Yes	Yes
Office of the Premier	Yes	No	Yes
Opportunities New Brunswick	Yes	Yes	Yes
Post-Secondary Education, Training and Labour	Yes	Yes	Yes
Regional Development Corporation	Yes	No	No
Service New Brunswick (includes Government Services, NBISA and FacilicorpNB)	Yes	Yes	Yes
Social Development	Yes	Yes	Yes
Tourism, Heritage and Culture	Yes	Yes	Yes
Transportation and Infrastructure	Yes	Yes	Yes
Treasury Board (previously known as Department of Human Resources)	Yes	Yes	Yes

*\*Note this table represents the departments/agencies as they are currently named that may have been named differently during this evaluation period.*

## Appendix B

### Action Plan Initiatives Year 2 - Corporate and Departmental

#### Language of Service

There were five corporate initiatives and four departmental initiatives evaluated in Year 2 of the Action Plan.

**1. Overall corporate activity:** The government will develop a signage policy.

**Anticipated outcome Year 2:** An overall draft of the signage policy has been completed.

No new progress has been made. This policy is still in the draft stage.

**2. Overall corporate activity:** Department of Human Resources will establish a baseline of current senior management positions and their linguistic capacity in the other official language.

**Anticipated outcome Year 2:** A target measurement of senior management positions having a bilingual capacity at a level of Intermediate Plus (2+) or higher will be identified following the analysis of the baseline data for the previous year.

This initiative was not completed.

**3. Overall corporate activity:** Department of Human Resources will establish a baseline of current middle management positions and their linguistic capacity in the other official language. Developmental plans for future leaders will include second-language training and awareness sessions on official bilingualism.

**Anticipated outcome Year 2:** A target measurement of middle management positions having a bilingual capacity at a level of Intermediate Plus (2+) or higher will be identified following the analysis of the baseline data for the previous year.

This initiative was not completed.

**4. Overall corporate activity:** Department of Human Resources will work with the service provider to develop and implement strategies around individual / class progress following each completed year of training.

**Anticipated outcome Year 2:** Tangible improvement from training is shown with improved levels during language evaluations.

This initiative was not completed.

**5. Overall corporate activity:** The public will be consulted to get client feedback and satisfaction level for language of service.

**Anticipated outcome Year 2:** Suitable mechanism will be established.

This initiative was not completed.

**6. Overall departmental activity:** Development of a standard clause to be used in contracts to engage a third party to provide services to the public on a department's behalf.

**Anticipated outcome Year 2:** 100% compliance for eligible contracts.

Yes	16	80%
N/A	4	20%

**7. Overall departmental activity:** A practical guide on official languages will be developed for employees establishing timelines for HR staff to ensure that the guide is received and reviewed by the employee.

**Anticipated outcome Year 2:** Pilot departments to distribute practical guide to new and existing employees.

*Incomplete	20	100%
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*\*While the document was completed during this evaluation period, it was not distributed to or piloted by departments.*

**8. Overall departmental activity:** Departments will evaluate the linguistic capacity of all employees that are part of the Bilingual Essential complement every two years.

**Anticipated outcome Year 2:** Departments will identify the employees who need to be evaluated and proceed with evaluations.

This initiative was not completed.

**9. Overall departmental activity:** Department of Human Resources will develop a model or plan to help identify future participants for second-language training based on priority groups (front-line staff, succession planning initiatives, aptitudes, etc.).

**Anticipated outcome Year 2:** Departments will use the model for all second-language training requests.

Yes	20	100%
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**Language of Work**

There were two corporate initiatives and one departmental initiative evaluated in Year 2 of the Action Plan.

**1. Overall corporate activity:** Department of Human Resources will prepare a standard letter of offer and an orientation guide for identifying the preferred language of work of all new employees.

**Anticipated outcome Year 2:** All current employees and all new employees have indicated their preferred language of work to the employer.

*No	20	100%
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*\*This initiative was not finalized at the corporate level to allow departments and agencies the opportunity to complete it.*

**2. Overall corporate activity:** An inventory of courses will be taken and the results will be analyzed.

**Anticipated outcome Year 2:** Department of Human Resources will provide a report to Intergovernmental Affairs, Executive Council Office annually with the uptake rates and provider information for the annual evaluation of the Plan.

Information was provided with an inventory of courses but due to the system structure, participation rates were not available.

**3. Overall departmental activity:** All departments and agencies will identify what measures need to be taken to ensure that the performance review of each employee is conducted in the employee's language of choice.

**Anticipated outcome Year 2:** Confirmation of measures for each employee at the start of the review period.

Yes	20	100%
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**Development of the two official linguistic communities**

There were two corporate initiatives and one departmental initiative evaluated in Year 2 of the Action Plan.

**1. Overall corporate initiative:** A practical guide is developed by Intergovernmental Affairs, Executive Council Office, to aid in the preparation of Memoranda to Executive Council (MEC).

**Anticipated outcome Year 2:** New MEC guidelines are used by all departments and agencies.

This guide is still in the draft stage. Intergovernmental Affairs is considering how best to provide this information within the current review of the MEC process.

**2. Overall corporate initiative:** Development of a response strategy.

**Anticipated outcome Year 2:** Implementation of Year 1 of the three-year action plan.

This initiative was not completed.

**3. Overall departmental initiative:** The departments and agencies will include a section on official languages in their annual reports.

**Anticipated outcome Year 2:** All departments file an annual report that includes official languages based on the guidelines in effect.

Yes	16	80%
N/A	4	20%

**Knowledge of the Official Languages Act and other obligations**

There were three corporate initiatives and two departmental initiatives evaluated in Year 2 of the Action Plan.

**1. Overall corporate initiative:** Department of Human Resources will develop guidelines for new employees related to official languages. All departments and agencies will provide these guidelines to all new employees and will track the total number provided along with the number of commencements for future reporting.

**Anticipated outcome Year 2:** Guidelines will be updated as needed. Guidelines are distributed to each new employee.

*Incomplete	20	100%
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*\*Guidelines were started but not finalized.*

**2. Overall corporate initiative:** Responsibilities of Official Languages Coordinators will be revised and updated based on needs of both Department of Human Resources and Intergovernmental Affairs, Executive Council Office.

**Anticipated outcome Year 2:** Review completed (Year 1 activity was deferred to Year 2.)

This initiative was not completed.

**3. Overall corporate initiative:** Intergovernmental Affairs, Executive Council Office will prepare and send out newsletters to official languages coordinators and action plan team members / committee groups (tips, trends, etc.).

**Anticipated outcome Year 2:** Two newsletters released.  
 Both newsletters were released.

**4. Overall departmental initiative:** Department of Human Resources will facilitate regular meetings with Official Languages coordinators.

**Anticipated outcome Year 2:** Has at least one representative of your department attended all Community of Practice for Official Languages Coordinators meetings hosted by the Department of Human Resources?

Yes	20	100%
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**5. Overall departmental initiative:** Is your department providing information to all new employees on their obligations under the *Official Languages Act*?

**Anticipated outcome Year 2:** All new employees are provided with the information.

Yes	20	100%
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**Additional questions asked:**

1. How many action plan team meetings did your department hold during this fiscal year?

None	3	15%
One	8	40%
Two or more	6	30%
*N/A	3	15%

\*Department does not have an action plan team but meets with a larger group as needed.

2. Which of the Year 2 initiatives did you find the most important to your department?

- Performance agreements in the language of choice of the employee
- Community of practice meetings for OLC and SLTC
- New employee orientation
- Promotion and awareness of official languages
- Communication of Language of Service and Language of Work policies
- Compilation of linguistic information of all employees via survey confirming language preference and capability
- Active offer, signage audits, linguistic capacity evaluations

3. Is your department currently working on any recommendations made by the Commissioner of Official languages based on previous complaints and/or subsequent investigation reports?

Yes	2	10%
No	18	90%