

Evaluation Report for the Plan on Official Languages

Official Bilingualism: A Fundamental Value

Evaluation of Year 1

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Prepared for the:

Office of the Premier

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Executive Summary

This report presents an evaluation of the Plan on Official Languages, Official Bilingualism: A Fundamental Value. This is the Province's second plan on Official Languages and follows the Government Plan on Official Languages: Official Bilingualism - A Strength 2011-2014.

In 2014, an outside consultant conducted an evaluation of the first plan and the Government of New Brunswick was presented with several recommendations. In 2015, the newly established Official Languages Coordination Unit (OLCU) of the Intergovernmental Affairs Secretariat developed the second plan on Official Languages for the Office of the Premier. During the development of the second plan, the OLCU, in partnership with the Department of Human Resources (DHR), now Treasury Board, most of these recommendations were implemented.

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

A new approach to departmental action plans was established for the second plan. Departments were advised that they could request a meeting with OLCU to discuss the new action plan and other related items. The options offered for these meetings were to meet with a departmental representative (usually the Official Languages Coordinator) or the entire action plan team. Some departments opted for a meeting in smaller groups and others selected a larger meeting with the entire departmental team in attendance.

Prior to these meetings, the OLCU developed a calendar of activities by month for both 2015-2016 and 2016-2017, going forward. This was intended to provide departments with the timelines for the renewal of action plans, when they could expect evaluations to be conducted, and other relevant deadlines. During each face to face meeting, the OLCU provided the participants with hard copies of the action plan templates and calendar of activities and these documents were discussed. It was then explained what OLCU's role was for official languages (government direction on official languages, action plan, follow ups from official languages complaints, etc...) versus what DHR's role was (policies for language of work, language of service, linguistic profiles, second language training). If applicable, departments were also asked about any official languages complaints that their department had received over the fiscal year.

Following these meetings, the participants received the action plan templates and calendar of activities electronically from the OLCU.

Based on the feedback received during the evaluation exercise however, it does not appear that departments recognized the significance of the calendar of activities and they were not referred to for the 2015-2016 fiscal year. Going forward, the OLCU has opted not to use these calendars.

Another new part of the approach when the Clerk of the Civil Service asked departments to consider implementing an Action Plan Team approach to develop their departmental actions plans. This exercise would allow for different perspectives and resources within departments to accomplish the objectives, where the previous plan was assigned to one person who had the sole responsibility for the action plan in addition to their regular duties.

Departments were also asked to consider appointing an Executive Management Delegate to help provide support for the departmental action plan at all levels of the department.

Twenty-two departments, agencies and corporations in Part I of the government of New Brunswick are legislated to submit departmental action plans for all five years of the Plan and all departmental plans must be evaluated annually as per the *Official Languages Act*.

The OLCU took on the responsibility of coordinating with departments to encourage them to put together an action plan team and assign an executive management delegate, prior to the development of their action plans. The OLCU also took on the role of doing corporate evaluation of each year of the plan to ensure consistency in reporting.

Due to the timing of the release of Official Bilingualism: A Fundamental Value (July 2015) and the fact that the Plan is based on a fiscal year timeline, the twenty-two organizations had only eight months remaining in the fiscal year to implement an action plan team, appoint an executive delegate, develop an action plan and accomplish initiatives and objectives as outlined in their plan. One hundred percent of those legislated to submit a departmental action plan did so.

In August of 2016, the OLCU asked these twenty-two organizations to complete an evaluation of Year 1 of their departmental action plan. Although there were delays, every one of the organizations submitted their evaluation responses in time for this report.

When compared to the data that was gathered prior to the release of the Plan in July 2015, the following items stand out:

- There is an increased percentage of employees of completed for the i-Learn modules on both Language of Work and Language of Service
- > There is a draft policy for signage for all government buildings and installations
- Most departments have adopted the team approach to develop and complete their departmental action plans

- A Community of Practice for Official Languages has been developed and meets regularly
- Corporate percentage target of 90% exceeded for linguistic profiles

A large portion of the activities found in Year 1 of the action plan fell to DHR for completion. These initiatives were designed with providing support to departments from a corporate perspective, while ensuring consistency in the measurement of initiatives in the Action Plan.

Overall the first year of the Plan was successful despite a shorter timeline to complete initiatives for the period between the end of July 2015 and the end of March 2016.

Evaluation of the previous the Government Plan on Official Languages: Official Bilingualism - A Strength 2011-2014

An evaluation report for the first Government Plan on Official Languages was prepared by an outside consultant and submitted to Intergovernmental Affairs in September 2014. In this evaluation, several recommendations were made and the following were incorporated during the development and implementation of the Plan on Official Languages, Official Bilingualism: A Fundamental Value.

- The focus area that was previously called "promotion of the official languages" was redefined to the "development of the two existing linguistic communities".
- All departments who adopted the strategy of appointing an action plan team also appointed an executive management delegate to help support the team members and liaise with the senior management group of the department.
- > There needs to be stronger communication between the OLCU and DHR.

Plan on Official Languages, Official Bilingualism: A Fundamental Value

The evaluation of the original plan on official languages revealed that there was a lack of measurable objectives that hindered the evaluation process. With this in mind, the Plan on Official Languages, Official Bilingualism: A Fundamental Value has substantially more defined objectives and measurable targets.

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.

Once the Plan was released, the OLCU contacted a representative from each of the twenty-two departments/agencies and met with twenty-one of them and had a telephone conference with the twenty second department.

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

The completion rate for departmental action plans during Year 1 of the Plan is 100% across Part I of GNB. Within that same group, 73% also appointed a departmental Action Plan Team and 86% assigned an Executive Management Delegate. (Appendix A)

Individual initiatives under Language of Service, Language of Work, Development of the two official linguistic communities and Knowledge of the *Official Languages Act* and other obligations, had wide-ranging completion percentages from 23% to 100% (Appendix B). There were mitigating factors in many of these instances which led to smaller percentages of completion in those areas.

Evaluation Findings for Year 1

All twenty-two departments and agencies were asked to complete an evaluation for all Year 1 departmental action plans. In addition to that, the DHR was responsible for corporate initiatives in addition to the departmental ones. 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 1 were to be completed only after a specific corporate initiative was completed. If the corporate initiative was not completed during this time period then the departmental actions could not be taken.

The findings are based on the responses from all twenty-two departments/agencies.

In summary, the twenty-two departments and agencies completed or were in the process of completing 78% of the Language of Service initiatives, 70% completion of Language of Work initiatives, 89% of the Promotion of the two officially linguistic communities and lastly, 94% completion of the Knowledge of *Official Languages Act* and other obligations.

DHR completed 64% of the objectives assigned to them for Year 1 (Appendix C). Other corporate objectives outside of those assigned to DHR were less successful (Appendix D). It is worth noting however that there was work done in a lot of these instances, but the initiatives were not completed by the end of March 31, 2016.

Conclusion

Year 1 of Official Bilingualism: A Fundamental Value was demanding with respect to the amount of initiatives both at departmental and corporate levels. This was due, in large part, by the fact that baseline data is still needed in many areas relating to Official Languages. This baseline data is critical to provide an accurate measurement of the Government's progress.

While a significant amount of the corporate initiatives was not completed during Year 1, largely due to the fact that there was not a full year to do the initiatives, there has been a substantial amount of work done with respect to the Government's signage policy, contracts for services provided by third-parties, as well as other areas identified in the Action Plan.

Year 2 of the Action Plan is halfway completed, yet some departments have still not provided an action plan for Year 2 to the OLCU. Some of these departments are newly separated and/or amalgamated so the time needed to evaluate status quo prior to re-submitting a plan is taking longer. Those who are not affected by such restructuring exercises however, have no valid reason for not submitting a plan at this late date and are still expected to complete their objectives for Year 2 on schedule.

The team approach to the departmental action plans worked out well based on the feedback received from departments, but departments still struggled with keeping the momentum going throughout the year and not just at the beginning of each fiscal year. The OLCU plans to be more hands on than in Year 1, at the request of several departments. We are hopeful that this provides the motivation necessary to keep momentum going until year end of the action plan (March 31, 2017).

The OLCU believes the next evaluation cycle will yield stronger, more positive results in advancing Official Languages within GNB. The anticipated completion of larger initiatives like determining bilingual capacity, third-party service contracts, signage, etc..., will go a long way to establish the baseline of data needed to measure the progress of this file.

Appendix A

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	Yes	No	No
Development			
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
Human Resources	Yes	Yes	Yes
Justice	Yes	Yes	Yes
Natural Resources	Yes	No	Yes
New Brunswick Police Commission	Yes	No	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	No
Public Safety	Yes	Yes	Yes
Regional Development Corporation	Yes	No	No
Service New Brunswick (includes	Yes	Yes	Yes
Government Services, NBISA and FacilicorpNB)			
Social Development	Yes	Yes	Yes
Tourism, Heritage and Culture	Yes	Yes	No
Transportation and Infrastructure	Yes	Yes	Yes

^{*}Note this table represents the departments/agencies as they were named in July 2015. Several departments have since amalgamated with others and/or changed names.

Appendix B

Departmental Initiatives

Language of Service

Departments were asked to complete eight initiatives found under Year 1 of the Action Plan.

1) All employees will complete the i-Learn module on language of service.

Yes	5	23%
*No/In progress	17	77%

*Note: Some departments who did not complete this initiative were waiting for a corporate revision of the i-Learn modules to proceed and some have employees who come from another part of government and do not have access to the i-Learn modules. Some departments also had employees who mistakenly thought there was only one module and not two (Language of Service and Language of Work) so they only completed one module.

2) Evaluation of existing capacity. The corporate target of 90% of linguistic profile requirements will be met as of April 1 of each year with final reconciliation submitted to Department of Human Resources.

Yes	16	73%
In progress	2	9%
*No	4	18%

*Note: Some departments who did not complete this initiative have vacancies in their linguistic profiles and only once they complete the recruitment process (if budget allows) will their profile percentage be met. Some departments were also in the middle of amalgamations with other entities and subsequently are still working out the structure and unable to finalize their linguistic profiles.

3) Departments and agencies to demonstrate that all services can be provided in both official languages given their available resources.

Yes	22	100%

4) Departments will review their current linguistic profile complements and ensure that each employees who is part of a Bilingual Essential complement has a current/valid evaluation certificate at the appropriate level.

In progress	22	100%

5) Departments will track identified employees, determine the acceptable language level for each linguistic team and the status / level of the individual's evaluation certificate for future reporting.

Yes	8	36%
No	9	41%
In progress	5	23%

6) Is your department including a clause in third party service contracts that ensures that the service provider adheres to the legislation of the *Official Languages Act* as it pertains to language of service, when they are providing services to the public or other GNB departments on your behalf?

Yes	13	59%
No	3	14%
Not applicable	4	18%
Not tracked	2	9%

7) How many Official Languages complaints were filed against your department in the fiscal year 2015-2016?

Overall, these twenty-two departments/organizations had fourteen complaints filed. Seven departments had at least one complaint and fifteen departments had no complaints during this period.

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

At the time of this evaluation, none of the twenty-two departments and organizations was working on any recommendations.

Language of Work

Departments were asked to complete three initiatives found under Year 1 of the Action Plan.

1) All employees will complete the i-Learn module on language of work.

Yes	7	32%
*No/In progress	15	68%

*Note: Some departments who did not complete this initiative were waiting for a corporate revision of the i-Learn modules to proceed and some have employees who come from another part of government and do not have access to the i-Learn modules. Some departments also had employees who mistakenly thought there was only one module and not two (Language of Service and Language of Work) so they only completed one module.

2) Has your department identified the language of work preference of all of its employees (existing and newly hired)?

In progress	14	64%
Completed	8	36%

3) Has your department identified measures that need to be taken to ensure that the performance review of each (existing and newly hired) employee can be conducted in the employee's language of choice? Please elaborate on what steps have been taken and what measures are in place to ensure that it was done?

Yes	19	86%
Vo	3	14%

Development of the two official linguistic communities

Departments were asked to complete to two initiatives found under Year 1 of the Action Plan.

1) Have all of your department's Memoranda to the Executive Council been verified for potential impacts on either official linguistic community? What steps were taken to amend the MECs following this analysis?

Yes	20	91%
Not applicable	2	9%

2) All departments file an annual report that includes official languages based on the guidelines in effect.

Yes	19	86%
*Not applicable	3	14%

Knowledge of the Official Languages Act and other obligations

Departments were asked to complete three initiatives found under Year 1 of the Action Plan.

1) Has at least one representative of your department attended the following Community of Practice for Official Languages Coordinators meetings hosted by the Department of Human Resources?

Yes	19	86%
No	3	14%

2) Has at least one representative of your department attended the following Community of Practice for Second Language Training Coordinators meetings hosted by the Department of Human Resources?

21	96%
1	4%
	21

3) Is your department providing information to all new employees on their obligations under the Official Languages Act?

Yes	22	100%

Additional questions asked:

1) Has the option of using a team approach for the action plan proven to be helpful? If yes, please elaborate, if no, what could be done to improve this approach for your department?

Yes	17	77%
No	2	9%
No team	3	14%

All departments/agencies that had teams found that having a team was helpful with the exception of one department who felt that early in the process it went well but that it was not sustainable throughout the entire fiscal year.

2) What could the Official Languages Coordination Unit of the Intergovernmental Affairs Secretariat do to improve the help/support they provide to your action plan team and/or your action plan?

Some departments/agencies (8) had no feedback but some of the comments were as follows:

"A mid-year review or some form of follow-up on action items included in the Departmental Official Languages Action Plan could be beneficial in keeping the actions of all departments on track, therefore moving the Corporate Official Languages Action Plan forward."

"The Official Languages Coordination Unit has been very helpful and prompt in answering any questions we have had to date."

"System works well for us."

"Additional training/information sessions, increased information sharing between departments may be helpful in providing additional support/resources."

"Timelines to implement initiatives identified in the action plan are too aggressive for large depts.; the action plan was received mid-way through year 1 which added to the challenge of implementing and completing the initiatives."

Appendix C

Department of Human Resources corporate initiatives

DHR had a large number of initiatives at the corporate level in addition to their departmental initiatives. The departmental initiatives were captured in the above evaluation but the corporate ones are addressed separately. In total there were 25 initiatives assigned to DHR for the first year of the Action Plan.

Some initiatives could not be completed due to the large centralization exercise for all human resources services. This centralization was not fully complete in the fiscal year 2015-2016 so those initiatives have been pushed to Year 2 of the Action Plan. Below, are the initiatives as outlined in Year 1 and DHR's responses from the evaluation:

Language of Service

DHR was asked to complete thirteen initiatives found under Year 1 of the Action Plan.

Initiative	Completed	Comments
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.	Completed after Year 1 ended	Guide to be implemented
Department of Human Resources will review system requirements with provider to see what is needed to obtain the most accurate results. (i-Learn)	Ongoing	System may not be supported in the future.
Department of Human Resources reviews the policy on Language of Service and accompanying guidelines. Department of Human Resources modifies or updates the policy after carrying out the usual consultations.	Completed	No changes required
Distribution to departments and agencies of policy	N/A	
Department of Human Resources reviews and updates i-Learn module on language of service.	Not updated or revised	i-Learn system is being reviewed by the Treasury Board and may not be a supported system in the

		future, therefore no
		developmental Modules were not updated or revised online as stated
		above, pieces have been authorized or scheduled with the provider at this point.
Department of Human Resources will provide Intergovernmental Affairs, Executive Council Office with a report on June 30 of each year.	Completed	Provided when asked (after June 30 deadline)
Department of Human Resources will establish a baseline of current senior management positions and their linguistic capacity in the other official language. Department of Human Resources will establish a baseline of the number of existing positions in Pay Bands 8 through 12 (and the equivalent in bargaining classifications) for each department.	Completed after Year 1 ended.	The baseline for all positions within Departments has been compiled based on linguistic profile requirements and valid language evaluation data.
Department of Human Resources will establish a baseline of current middle management positions and their linguistic capacity in the other official language. Department of Human Resources will establish a baseline of the number of existing Pay Band 5 to 7 positions (and the equivalent in bargaining classifications) for each department.	Completed after Year 1 ended.	The baseline for all positions within Departments has been compiled based on linguistic profile requirements and valid language evaluation data.
Developmental plans for future leaders will include second-language training and awareness sessions on official bilingualism.	Not completed	This initiative was pushed back to a later date in the plan as development is needed on the information and awareness session. Once the session is developed, discussion must take place to ensure the information is available and pertinent within program delivery.
Department of Human Resources	Completed	Department has worked

will work with the service provider to develop and implement strategies around individual / class progress following each completed year of training.		with the service provider to improve learner surveys for each semester, also added new classroom delivery sessions and an immersion program to offer more options for training based on learner needs.
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.).	Completed	New standardized model for SLT participant selection has been developed reviewed and will be implemented within all GNB Departments.
Guidelines / procedures will be developed and implemented to address potential impediments that delay progress of language training (attendance, quality of learning, discernible progression, etc.).	Completed	A monthly attendance report has been developed and implemented to track learner participation to address attendance issues. A series of learner survey has been developed and implemented to track quality of learning. A progress report is developed and implemented to provide feedback on learner progress.
Government will establish regular, ongoing meetings for second language training coordinators and official languages coordinators to communicate procedures, best practices and what is working/not working.	Completed	OL Coordinator and SLT Coordinator meetings have been held. Each group has met 4 times separately as a community of practice to share information and ideas on what is happening within their respective portfolios.

Language of Work

DHR was asked to complete seven initiatives found under Year 1 of the Action Plan.

Initiative	Completed	Comments
Department of Human Resources will modify or update the policy Language of Work after carrying out the usual consultations.	Completed	No changes required
Distribution of policy to departments and agencies.	N/A	Modules were not updated or revised online as stated below, i-Learn's system is being reviewed by the Treasury Board and may not be a supported system in the future, therefore no developmental pieces have been authorized or scheduled with the provider at this point.
Module revised and posted online. (i-Learn)		i-Learn system is being reviewed by the Treasury Board and may not be a supported system in the future, therefore no developmental Modules were not updated or revised online as stated above, pieces have been authorized or scheduled with the provider at this point.
Department of Human Resources will review system requirements with provider to see what is needed to obtain the most accurate results.	Ongoing	System may not be supported in the future.
Preparation by Department of Human Resources of an information sheet for current employees and an orientation guide for new employees.	Not completed	A standard letter of offer is provided to new employees. The language preference is captured during the planning phase of the Performance Management process.

Department of Human Resources will identify the basic tools that all employees should have for working in their preferred language and will ensure they have access to those tools. An inventory of courses will be taken and the results will be analyzed.	Not completed	An initial list of tools exists, however discussions need to take place with specific members of SNB in order to finalize what is to be included in the list of tools and ensure that these tools are available in both official languages.
Department of Human Resources will review the Learning Opportunities currently available and develop a strategy to provide data. Department of Human Resources will compile the list of providers and indicate whether or not they provide bilingual training.	Completed	A list of service providers including their list of course offerings was developed. The list includes the language ability of the provider to offer services in English, French or in both Official Languages.

Development of the two official linguistic communities

DHR was asked to complete one initiative found under Year 1 of the Action Plan.

Initiative	Completed	Comments
The New Brunswick Public Service Values and Conduct Guide are modified. The guide is revised and distributed.	Not completed	A discussion has occurred on what changes are requested, however the guide is no longer printed and will not be printed until stock is exhausted.
		On request of reprint or repurposing of information, the request will be taken into consideration and added to the guide as discussed.

Knowledge of the Official Languages Act and other obligations

DHR was asked to complete four initiatives found under Year 1 of the Action Plan.

Initiative	Completed	Comments
Department of Human Resources will develop guidelines for new employees related to official languages. Guidelines will be developed and approved.	Completed after Year 1 ended	A practical Guide was developed in partnership with a community of Practice of Official Languages. The group was comprised of OL Coordinators from various Departments as well as Intergovernmental Affairs.
Responsibilities of Official Languages will be revised and updated based on needs of both Department of Human Resources and Intergovernmental Affairs, Executive Council Office. Current model to be reviewed for efficiency due to change in functions with increasing responsibilities.	Not completed	With the centralization of HR services, this portion of the plan has been pushed back as the final structure for HR has not been defined. Once the structure has been decided and in place, the responsibilities and role will be revised to respect the new structure
Website will be maintained as appropriate. Updates completed and reported during annual evaluation of the Plan.	Completed	The website has been kept up to date with removal and change to certain parts on an ongoing basis. There are additional changes that will occur during the remainder of the plan.
Consultation and addition of two or three relevant questions on official languages knowledge and obligations. Questions provided to Department of Human Resources.	Not completed	Employee engagement surveys are no longer developed and delivered in GNB. The possibility of adding this responsibility to the Change Management group of responsibilities was discussed, however with the transition to Treasury Board, this did not occur.

Appendix D

Other corporate initiatives

Certain departments/agencies were also asked to complete some initiatives in conjunction with broader scope initiatives in addition to their departmental objectives. The initiatives that were assigned under Year 1 area as follows:

Intergovernmental Affairs

Initiative	Completed	Comments
Development of contract clause for government services provided by third-parties	Not completed	Completed after Year 1 ended
Distribution of a newsletter on official languages	Completed	One sent to all departmental action plan team members
Revision of annual report guidelines	Completed	No changes required in this reporting format
Development of evaluation methodology and annual evaluation of departmental action plans	Completed	
Development of a practical guide for the preparation of MECs concerning the impact of proposals on the linguistic communities	In progress	

Department of Transportation and Infrastructure

Initiative	Completed	Comments
Development of signage policy	In progress	

<u>Post-Secondary Education, Training and Labour/Opportunities New Brunswick/Regional Development Corporation</u>

Initiative	Completed	Comments
Identification of partners and development of a response strategy, together with a three-year action plan.	Not completed	