

# Government of the Northwest Territories (GNWT)

## Evaluation of the French Language Strategic Plan

Final Report

May 02, 2018



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## 1.0 EXECUTIVE SUMMARY

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### 1.1 Background

In 1984, the Government of the Northwest Territories (GNWT) adopted the *Official Languages Act Territories (OLA)*. The Act recognizes official language rights in the Northwest Territories (NWT), and provides official language status to English, French, and the nine (9) Indigenous languages.

The GNWT was taken to court regarding the perceived shortcomings with respect to service delivery in French, following complaints from the Fédération Franco-Ténoise (FFT) in October 2005. In April 2006, the court ruling required specific GNWT institutions to provide services to the public in French.<sup>1</sup> The GNWT started implementing the orders that were issued by the original court ruling, as modified by the NWT Court of Appeal. The orders included the drafting of a comprehensive implementation plan for French language communications and services under the *OLA* in all government institutions.

In October 2012, the GNWT released the *Strategic Plan on French Language Communications and Services (Strategic Plan)* to make service in French more available to the public at GNWT institutions. The Strategic Plan outlines Government policies, plans and actions with respect to French language communications and services. This followed the establishment of a Comprehensive Plan Consultation and Co-operation Committee that facilitated community consultations on the Strategic Plan.

In 2013, the Francophone Affairs Secretariat<sup>2</sup>, created as a result of the Strategic Plan, released the *Standards for French Language Communications and Services (the Standards)*. The Standards were developed in consultation with the FFT and outline minimum requirements to assist employees in the delivery of communication and services in French to the public.

In October 2015, the GNWT released a *Monitoring, Evaluation and Accountability Plan for the Strategic Plan (MEA Plan)*, which is used to direct the collection, analysis and interpretation of data on French language communications and services.

### 1.2 Objectives and Scope

#### Objectives

The purpose of this Evaluation was to determine the overall success and value of the Strategic Plan and inform the redevelopment of the next five-year Strategic Plan on French Language Communications and Services for 2018-2023.

#### Scope

The scope of the Evaluation was to address four (4) questions:

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<sup>1</sup> In 2006, the GNWT appealed the Supreme Court ruling to the NWT Court of Appeal, which rendered its decision in 2008. That same year, the GNWT and FFT filed applications for leave to appeal to the Supreme Court of Canada (SCC). On March 5, 2009, the SCC decided that it would not hear the appeals of the GNWT and the FFT.

<sup>2</sup> The Francophone Affairs Secretariat resides within ECE

1. How effective were leaders at all levels of the GNWT in promoting and supporting the vision of the Strategic Plan throughout their government institutions?
2. How strong is the capacity of the GNWT to implement the Strategic Plan?
3. How valuable was the Strategic Plan to the Francophone community?
4. To what extent has the Monitoring, Evaluation and Accountability (MEA) plan been implemented as intended?

The Evaluation entailed the following activities:

- Reviewing documentation, including but not limited to the Strategic Plan, the Standards, Institution Operating Plans, Institution Monitoring Forms, Annual Reports on Official Languages, the French Language Communications and Services Employee Survey (Employee Survey), MEA Plan and Court Order;
- Conducting interviews with GNWT staff, including Deputy Ministers, French Language Service Coordinators (FLSCs), members of the Francophone Affairs Secretariat (the Secretariat) as well as with leaders of the Francophone community;
- Conducting two (2) surveys, with departmental FLSCs and members of the Francophone community<sup>3</sup>; and
- Facilitating two (2) focus group sessions, one (1) with FLSCs and the other with members of the Francophone community.<sup>4</sup>

### 1.3 Summary of Findings and Recommendations

Positive findings and opportunities for improvement were noted throughout the evaluation. Each finding is summarized below, along with recommendations. Detailed findings can be found in section 2.0 of this report.

#### Question #1: How effective were leaders at all levels of the GNWT in promoting and supporting the vision of the Strategic Plan throughout their government institutions?

<b>Conclusion:</b> While strong leadership was provided to employees by leaders at all levels, effectiveness could be improved in the areas of strengthening the role of FLSCs and enhancing partnerships with service providers. This would further promote and support the initiatives outlined in the Strategic Plan.	
Key Findings	Recommendations
<b>Supervisors and Satisfaction with Senior Management</b> <ul style="list-style-type: none"> <li>▪ 60% of FLSCs perceived that access to their DM was sufficient and both GNWT employees and FLSCs perceive positive support from their supervisors and senior management. The perception of positive support was stronger among FLSCs than GNWT employees in general.</li> </ul>	None

<sup>3</sup> All 13 FLSCs participating in the survey completed the survey while 20 out of 40 respondents within the Francophone Community Survey completed the entire survey. While there are 14 FLSCs, one did not participate.

<sup>4</sup> 10 out of 13 FLSCs participating in the survey attended the focus group session.

<p><b>The Role of the FLSC</b></p> <ul style="list-style-type: none"> <li>69% of FLSCs were rarely or occasionally consulted by superiors on matters related to French language communications and services and none of the FLSCs met with their Deputy Minister on a frequent basis. Many of the part-time FLSCs indicated that their time allocated to the FLSC role is less than sufficient.</li> </ul>	<ul style="list-style-type: none"> <li>The GNWT should strengthen and follow job descriptions for FLSCs to permit FLSCs to enhance their roles in development and implementation of French language communications and services.</li> <li>FLCS should be an agenda item for departments' senior management meetings at least quarterly. The coordinators should be invited to attend and participate in these meetings.</li> </ul>
<p><b>Francophone Community Consultation</b></p> <ul style="list-style-type: none"> <li>While GNWT met the standards for formal consultation with the Francophone community, GNWT's engagement of service providers as strategic partners in program design and delivery was limited. This is exacerbated by the fact that 90% of FLSCs never, rarely or occasionally engage members of the Francophone community.</li> </ul>	<ul style="list-style-type: none"> <li>The GNWT should increase the number of working partnerships on FLCS "program design and actual program delivery" with service providers including non-governmental organizations and the private sector. This should be done through a competitive process.</li> <li>More time should be allocated to coordinators to engage and listen to the Francophone community and visit points of service.</li> </ul>

**Question #2: How strong is the capacity of the GNWT to implement the Strategic Plan?**

<p><b>Conclusion:</b></p> <p>There is consensus that French language communications and services capacity has increased since the implementation of the Strategic Plan. There is a high employee satisfaction rate with the Secretariat. However, capacity is constrained by: lack of clarity around the bilingual bonus; limited opportunities for French language training; unclear standards; and limited employee receptiveness to training on French communication and services. Capacity is also limited by: the part-time status of FLSCs; limited working partnerships; and limited monitoring and evaluation capacity.<sup>5</sup></p>	
Key Findings	Recommendations
<p><b>Satisfaction with Secretariat Support</b></p> <ul style="list-style-type: none"> <li>FLSCs and GNWT employees are satisfied with support provided by the Secretariat, including training and the majority of its tools.<sup>6</sup></li> </ul>	<p>None</p>
<p><b>Standards for French Language Communications and Services</b></p> <ul style="list-style-type: none"> <li>The Secretariat is well regarded by staff for promoting and supporting French language communications and services. However, FLSCs indicated that the Standards</li> </ul>	<ul style="list-style-type: none"> <li>The Secretariat should conduct a comprehensive review and revision of the Standards to reduce the lack of clarity.</li> </ul>

<sup>5</sup> The part-time status of FLSCs and working partnerships are addressed in evaluation question 1. Monitoring and evaluation capacity is addressed in evaluation question 4.

<p>lacked clarity; clearer Standards would reduce the Secretariat's time spent on interpreting the Standards.</p>	
<p><b>Employee Receptiveness to FLSC Training</b></p> <ul style="list-style-type: none"> <li>While two-thirds of GNWT employees agree or strongly agree that they receive adequate training for French language aspects of their job, 50% of FLSCs noted that their colleagues are rarely or occasionally receptive to the training provided on the Strategic Plan and Official Languages.</li> </ul>	<ul style="list-style-type: none"> <li>The GNWT should offer awareness training for GNWT employees to demonstrate the importance of French language services within the GNWT.</li> </ul>
<p><b>Eligibility for the Bilingual Bonus</b></p> <ul style="list-style-type: none"> <li>While the number of employees receiving the bilingual bonus has increased over the past five (5) years, eligibility criteria for the bilingual bonus was unclear and the bonus was not consistently administered or communicated.</li> </ul>	<ul style="list-style-type: none"> <li>GNWT should clarify the bilingual bonus policy and communicate this policy to all staff.</li> <li>GNWT should strengthen its bilingual bonus program, to provide the bonus to all bilingual staff as opposed to staff serving points of service. This should serve to strengthen the culture of French bilingualism in NWT. Recognizing cost constraints, GNWT may explore providing the bonus to all bilingual staff as part of future funding agreements with the Government of Canada, both in relation to funding for Francophone and Aboriginal languages.</li> </ul>
<ul style="list-style-type: none"> <li><b>French Language Training</b> French language training is not offered to GNWT employees without a prior knowledge of French and is shorter in duration than training offered by other government organizations.</li> </ul>	<ul style="list-style-type: none"> <li>The GNWT should explore options to increase French training offerings and align the length of training with government institutions in other jurisdictions, such as the Government of Canada.</li> </ul>
<p><b>Spending on French advertising</b></p> <ul style="list-style-type: none"> <li>Spending on French advertising has increased since 2012-2013. However, GNWT and the Francophone community have different interpretations related to the advertising provisions of the Standards, which can lead to disagreements.</li> </ul>	<ul style="list-style-type: none"> <li>Include provisions related to advertising in the overall review of the Standards and consult the Francophone community in this regard.</li> </ul>

### Question #3: How valuable was the Strategic Plan to the Francophone community?

<p><b>Conclusion:</b></p> <p>There has been significant improvement in the delivery of French language Communications and services since the development of the Strategic Plan. However, there are still variations in departmental performance that would be best resolved by the strategic allocation of resources.</p>	
<p>Key Findings</p>	<p>Recommendations</p>
<p><b>Improvements to French Language Communications and Services</b></p>	<p>None</p>

<ul style="list-style-type: none"> <li>70% of Francophone community members acknowledge that improvements have been made to the level of French communications and services since the implementation of the Strategic Plan. The audit of the Strategic Plan determined that GNWT was compliant with standards for service delivery 81% of the time.</li> </ul>	
<p><b>Number of Points of Service in French</b></p> <ul style="list-style-type: none"> <li>GNWT departments and agencies self-reported that 99% of 150 points of services were projected to be compliant with the applicable Standards. However, an audit conducted by GT found a 62% compliance rate.</li> </ul>	<ul style="list-style-type: none"> <li>GNWT should implement ongoing monitoring of self-reported statistics to promote validity and accuracy.</li> </ul>
<p><b>Levels of Service</b></p> <ul style="list-style-type: none"> <li>The Francophone community's perception of the availability and accessibility of French communications and services varies across GNWT.</li> </ul>	<ul style="list-style-type: none"> <li>The GNWT should seek to establish a consensus with the Francophone community to allocate GNWT's limited resources to key sectors that matter most to the Francophone community, such as health, transportation, justice and housing.</li> <li>The GNWT should revise the FLSC job description to include responsibility for visiting points of service to observe service availability and provide feedback to senior management.</li> </ul>
<p><b>Complaints</b></p> <ul style="list-style-type: none"> <li>While a form exists for members of the Francophone community to file complaints online, this form is rarely used. Both GNWT employees and members of the Francophone community have expressed concerns in the past pertaining to locating and using the form.</li> <li>While the GNWT Official Languages Commissioner, which is independent from the GNWT, also collects complaints from members of the Francophone community, the Commissioner does not provide the GNWT with a briefing on her Annual Report.</li> </ul>	<ul style="list-style-type: none"> <li>The GNWT should search for additional mechanisms to solicit client feedback.</li> <li>The GNWT should request an annual briefing with the Official Language Commissioner to collaborate on areas of improvement for French language communications and services.</li> </ul>

**Question #4: To what extent has the Monitoring, Evaluation and Accountability (MEA) plan been implemented as intended?**

<p><b>Conclusion:</b>          The GNWT's monitoring, evaluation and reporting capacity is limited and the MEA has only been partially implemented.</p>	
<p>Key Findings</p>	<p>Recommendations</p>
<p><b>Data Collection</b></p> <ul style="list-style-type: none"> <li>A data collection process is in place, led by the Secretariat, for annual reporting purposes.</li> <li>FLSCs and departments are not fully executing their monitoring responsibilities, resulting in collection of</li> </ul>	<ul style="list-style-type: none"> <li>Prior to the development of the new MEA Plan, the GNWT should conduct a strategic review to examine how the MEA process can function more effectively. This process should consider</li> </ul>

<p>incomplete performance information by the Secretariat. Fields within Monitoring forms are not consistently completed by departments and the Operating Plans do not include indicators to measure progress against achieving targets. These items weaken the annual reporting, and by extension, the accountability process.</p>	<p>GNWT's limited MEA capacity. The review should also include examination of the frequency of reporting, improvement of existing tools, such as monitoring forms, and incentives to promote robust reporting by departments.</p> <ul style="list-style-type: none"><li>As the GNWT increase its overall monitoring and evaluation capacity, it should integrate French language communications and services into its operational processes.</li></ul>
<p><b>Roles and Responsibilities</b></p> <ul style="list-style-type: none"><li>Many FLSCs do not fully execute their responsibilities to collect data or prepare program updates or reports. The MEA Specialist position, which supports the monitoring and evaluation process within the Secretariat, has not yet been staffed.</li></ul>	<ul style="list-style-type: none"><li>The GNWT should clarify the FLSC role of collecting data and preparing program updates and reports. The GNWT should staff the MEA Specialist position.</li></ul>



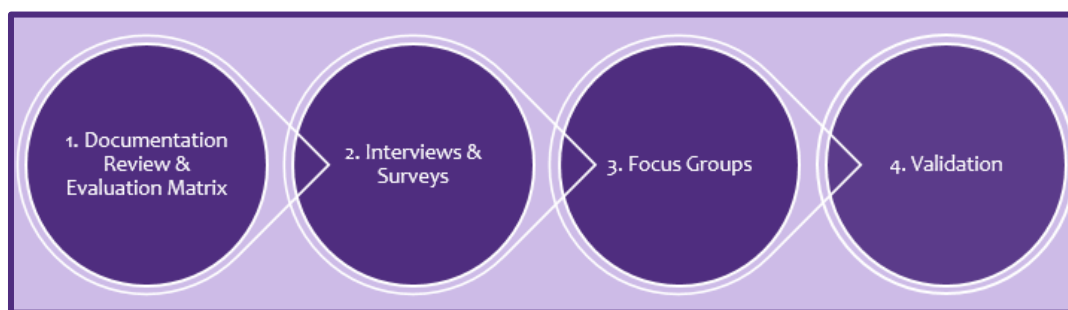
## 2.0 DETAILED REPORT

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### 2.1 Approach and Methodology

To achieve the objectives of the Evaluation, Grant Thornton (GT) employed a four (4) step methodology, which was comprised of the following activities:

- Conducting documentation review and revising the GNWT Evaluation Matrix;
- Conducting interviews and developing two (2) surveys;
- Seeking additional qualitative feedback on the surveys via two (2) focus group sessions; and
- Validating key recommendations with Deputy Ministers (DM's).



#### 9. Documentation Review & Evaluation Matrix

An evaluation matrix (also known as an “evaluation design matrix”), a crucial tool for evaluation planning, maps out an evaluation in a visual manner. The matrix organizes the evaluation questions, their indicators, and the plans for collecting information to answer the questions.<sup>7</sup>

To properly answer the evaluation questions, GT reviewed documentation provided by GNWT, conducted analysis of the existing evaluation matrix<sup>8</sup> and prepared a proposed updated draft of the evaluation matrix. Updates to the matrix pertained to the following areas:

- Changes to sub-questions;
- Changes to indicators; and
- Changes to sources of data collection.

Changes were discussed extensively with GNWT in December 2017. A work product outlining the changes was sent to GNWT in December 2017 as well.

Documents reviewed included, but were not limited to:

- NWT Cooperation Agreement for French and Aboriginal Language (2013-2014, 2014-2015, 2015-2016, and 2016-2020);
- The Strategic Plan;
- The MEA Plan;

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<sup>7</sup> Source: Linda G. Morra Imas and Ray C. Rist. “The Road to Results. Designing and Conducting Effective Development Evaluations”. The World Bank. 2009, Washington, p. 241.

<sup>8</sup> The Evaluation Matrix is outlined on pages 20-21 of the Monitoring, Evaluation and Accountability (MEA) Plan for the Strategic Plan on French Language Communications and Services.

- Operating Plans of the Business Development and Investment Corporation (BDIC); Department of Justice (DOJ), Department of Education, Culture and Employment (ECE), Environment and Natural Resources (ENR), Executive & Indigenous Affairs, Infrastructure (INF)<sup>9</sup>, Industry, Tourism and Investment (ITI), Department of Lands, Department of Municipal and Community Affairs (MACA), Northwest Territories Housing Corporation (NWTHC), Workers' Safety and Compensation Commission (WSCC), and the Department of Health and Social Services (HSS);
- French Language Communications and Services Employee Survey Results;
- Annual Reports on Official Languages (2012-2013, 2013-2014, 2014-2015, 2015-2016, 2016-2017); and
- Francophone Affairs Secretariat Community Consultation Report.

Once the proposed changes to the Evaluation Matrix were accepted by GNWT<sup>10</sup>, GT finalized the interview questionnaires and proceeded with the evaluation activities. Please consult Appendix A for a final version of the evaluation matrix.

## 2. Interview and Surveys

GT conducted interviews with 13 stakeholders within various GNWT institutions and Francophone community organizations. Please consult Appendix B for a complete list of stakeholders interviewed. GT developed and released two (2) surveys to obtain quantitative feedback with respect to the evaluation questions and insights for subsequent focus group discussion. A survey was released to each of the following stakeholders:

- 14 FLSC's; and
- 40 members of the Francophone community<sup>11</sup>.

Draft questions were sent to GNWT for comment in December 2017. The two (2) surveys were deployed in January 2018 and respondents were given over two (2) weeks to respond. The FLSC survey link was emailed to FLSCs by the Secretariat. The Francophone community survey link was emailed by the FFT. Only GT received the survey results which GT compiled and analyzed. The survey questions were adapted from the interview questionnaires prepared for the FLSC's and Francophone community members.

## 3. Focus Groups

Two (2) focus groups were held in February 2018. GT prepared focus group questions based on noteworthy observations from analysis of interview responses and FLSC and Francophone community survey results. Focus group discussion allowed for the following:

- Provision of further context and root cause information for the survey results;
- Improved understanding of divergent survey results; and
- Establishment of a group consensus on the most salient issues, during the FLSC focus group discussion.

Each focus group was facilitated by two (2) GT employees, one (1) of which possesses specialized knowledge and experience in focus group facilitation techniques.

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<sup>9</sup> Infrastructure was formerly known as the Department of Transportation and the Department of Public Works and Services.

<sup>10</sup> GT met jointly with the Secretariat and the Planning Research and Evaluation division (PRE) to review and agree on proposed changes to the evaluation matrix.

<sup>11</sup> While GT was mandated to release a survey to FLSC's, we also developed and deployed a second survey for the Francophone community. This survey was necessary to obtain quantitative feedback from community members, which proved to be challenging via interviews.

#### 4. Validation

GT validated key findings, conclusions and recommendations from the Evaluation with three (3) DM's, and the Executive Director of the Secretariat. This served the following purposes:

- To ensure that GT had identified all key findings and conclusions; and
- To obtain preliminary validation that GT recommendations effectively address all key findings.

## 2.2 Key Findings: Evaluation Question 1

**Evaluation Question 1:** How effective were leaders at all levels of the GNWT in promoting and supporting the vision of the Strategic Plan throughout their government institutions?

### 9.5.2 SUB-QUESTION 1 – DID LEADERSHIP FOSTER A POSITIVE ATTITUDE TOWARDS FRENCH LANGUAGE COMMUNICATIONS AND SERVICES AMONG EMPLOYEES AND WAS LEADERSHIP PROVIDED AT ALL LEVELS FOR FRENCH COMMUNICATION AND SERVICES?

Indicator	Data Collection Sources
1a. Employee perception of management support	1a. Employee survey and FLSC survey
1b. Action taken in response to employee survey	1b. Interviews with staff

#### 1a. Employee Perception of Management Support

##### Background/Context:

In order to assess whether there was sufficient support at the supervisor<sup>12</sup> and senior management<sup>13</sup> level to implement French language communications and services, the following issues were examined:

##### *Access to the Deputy Minister:*

With respect to the issue of access to the Deputy Minister, it is stipulated in the Strategic Plan that FLSCs should be “able to communicate directly with the Deputy Head for purposes of assisting and advising on matters pertaining to French language communications and services”.<sup>14</sup> We therefore looked at both the frequency of meetings between the FLSC and the Deputy Minister; as well as whether FLSCs felt that they had sufficient access.

##### *Satisfaction with supervisor and senior management support:*

With respect to satisfaction with supervisor and senior management support, GT looked at:

<sup>12</sup> RCGT was advised that half of the FLSCs are supervised by a manager while the others are supervised by a Director. The exception is the Legislative Assembly, in which the FLSC reports directly to the Clerk.

<sup>13</sup> To define “senior management” GT referred to the GNWT Senior Manager’s Handbook. Senior manager is defined as “an employee who is subject to the terms and condition of employment under the Senior Managers’ Handbook including Deputy Ministers, Assistant Deputy Ministers, Superintendents, Directors and Chief Executive Officers.

<sup>14</sup> Source: GNWT Strategic Plan on French Language Services and Communications, GUIDELINES, PART 1 – ROLES AND RESPONSIBILITIES - 8. French Language Service Coordinators, October 2012.

- Satisfaction with supervisor support; and
- Satisfaction with senior management support.

#### *Frequency of consultations by supervisor and senior management*

According to the Strategic Plan, FLSCs are to provide assistance to senior management on a variety of issues, which include:

- To ensure the department and agency has the necessary and appropriate human resources to deliver French language services in accordance with French language communications and services plans (including participating in the selection of positions or teams to be designated bilingual (French/English);
- The determination of the language competency requirements for each designated position or team;
- The recruitment of qualified bilingual staff; and
- The planning and implementation of French language communications and services.

As a result, we looked at the frequency with which FLSCs are consulted by superiors.

#### *Part-time nature of some FLSCs*

According to the Strategic Plan, “all larger front-line service departments and agencies” have FLSCs dedicated on a full-time basis. We therefore examined whether FLSCs were part-time or full-time; and whether part-time FLSCs had sufficient time to fulfill their responsibilities.

### **Findings and Analysis:**

#### *Deputy Minister Access*

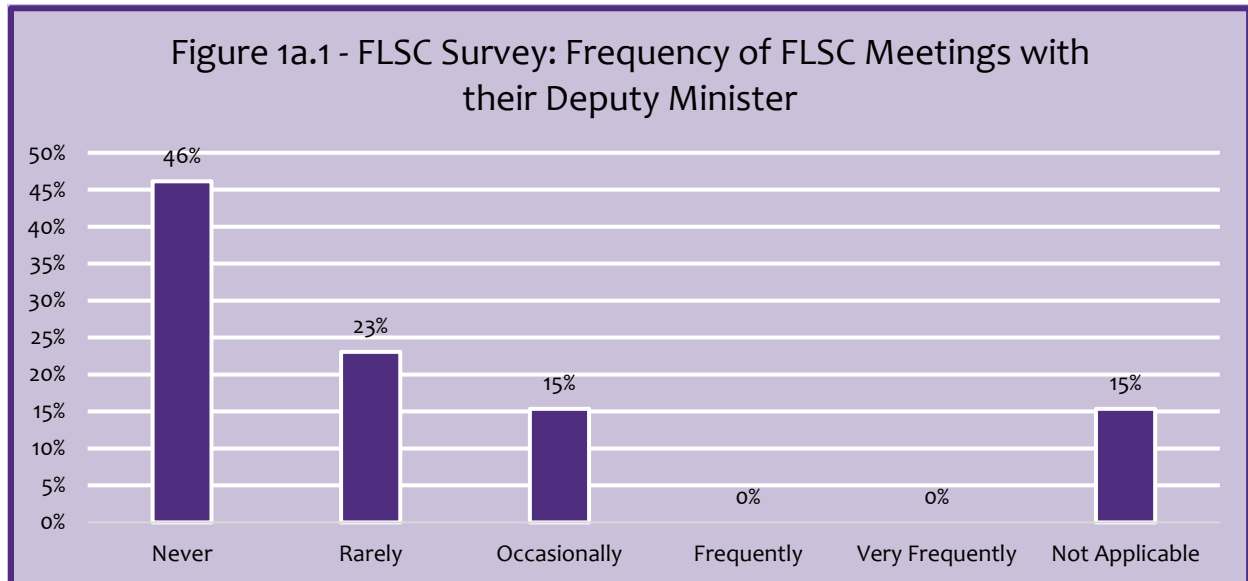
##### Finding 1a.1 – None of the FLSCs meet with the DM frequently or very frequently.

With respect to frequency of FLSC meetings with their DM, FLSC survey results indicated that no FLSC met with their DM **frequently or very frequently**.

The graph below displays the frequency of FLSC meetings with their DM.<sup>15</sup>

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<sup>15</sup> Note: The Not Applicable (NA) category likely represents those FLSC's that do not meet with their DM. 13 out of 13 FLSCs responded to this survey question. It should be noted as well that no numerical values were applied to define frequency of access.



Finding 1a.2 – 60% of FLSCs indicated that access to their DM is sufficient.

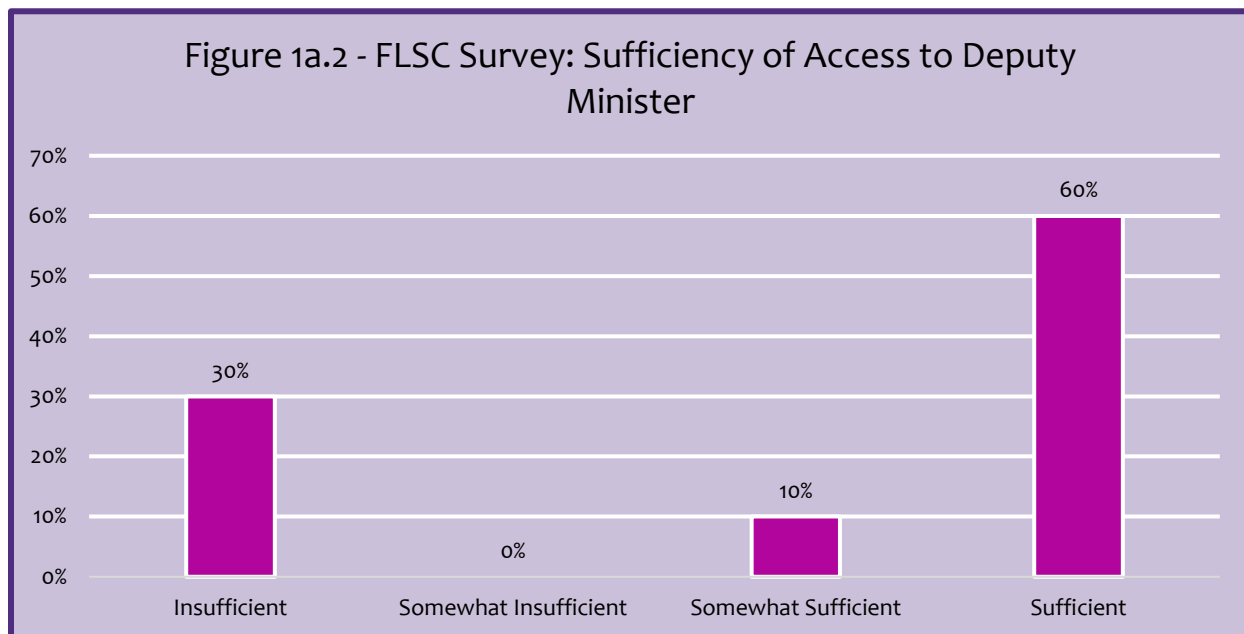
According to the FLSC Survey, 60% of FLSCs indicated that access to their DM was sufficient. 30% of FLSCs responded that access was insufficient, while the remaining 10% responded that the access was somewhat sufficient. One possible explanation for the majority of respondents stating that access to the Deputy Minister was sufficient was discussed at the focus group session.

Of the three (3) respondents who indicated that their access to the Deputy Minister was insufficient, all stated that they never meet with the Deputy Minister.

It was mentioned that generally, the practice is for FLSCs to deal with their directors and for their director to speak with senior management, including the DM. It was also mentioned that in some departments, the conversation between the Director and DM is not occurring. For many FLSCs the optics of bypassing their director and directly reaching out to the DM made this option undesirable.

The graph below displays the sufficiency of FLSC access to the DM.<sup>16</sup>

<sup>16</sup> Note: N/A responses were removed from these graphs because the question does not apply to these respondents. N/A's represented three (3) out of 13 responses to the FLSC Survey.



During the FLSC Focus Group session, some FLSCs indicated that although they have access to the DM, such access is not necessarily assigned the highest priority.

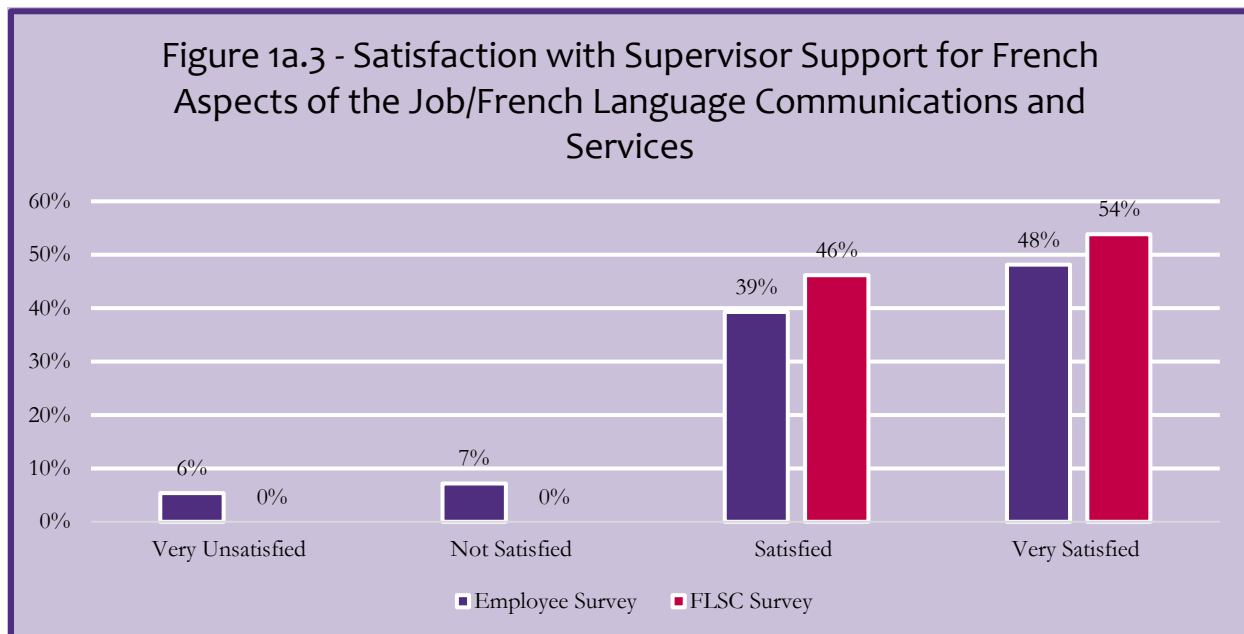
Finding 1a.3 – All FLSCs and 87% of GNWT employees dealing with French language communications and services are satisfied or very satisfied with support from their supervisor.

With respect to employee perception of senior management support, GT analyzed the results of the GNWT Employee Survey, as well as the FLSC Survey results.

- According to the FLSC Survey, all FLSCs were **satisfied or very satisfied** with supervisor support in relation to the implementation of French language communications and services; and
- According to the Employee Survey, 87% of employees were **satisfied or very satisfied with supervisor support** relating to the French aspects of their job.

The graph below displays FLSC and Employee Survey results pertaining to satisfaction with supervisor support.<sup>17</sup>

<sup>17</sup> Note: N/A responses were removed from these graphs because the question does not apply to these respondents. N/A's represented 16 out of 72 responses from the Employee Survey.



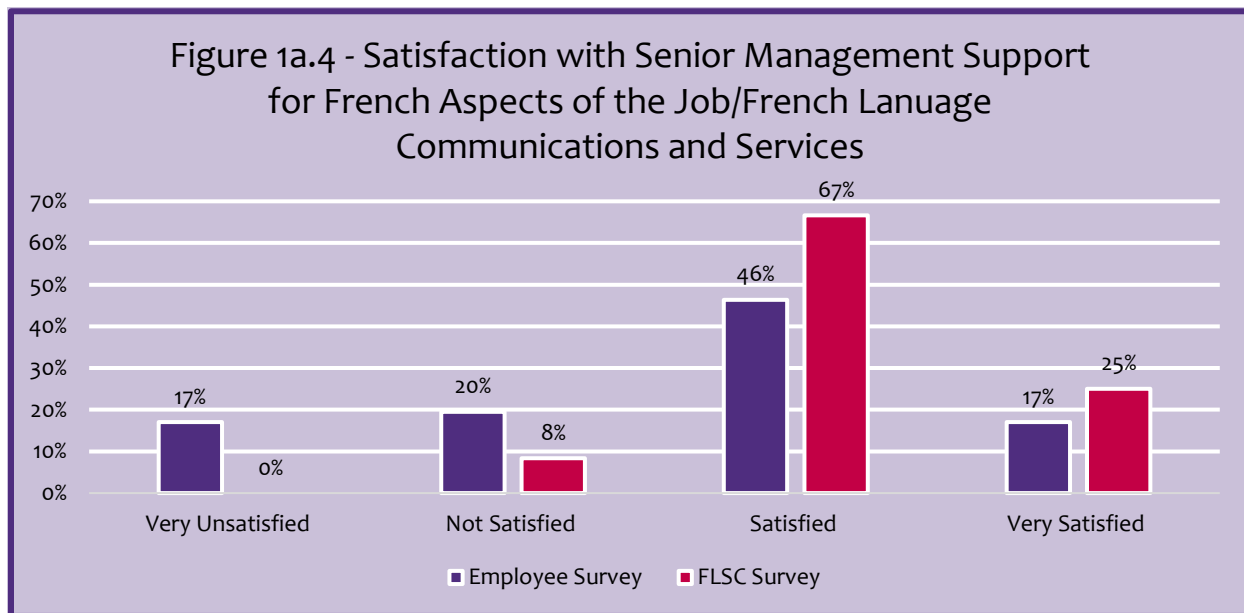
Finding 1a.4 – 92% of FLSCs and the 63% of GNWT employees dealing with French language communications and services are satisfied or very satisfied with support from senior management.

With respect to employee perception of senior management support, GT analyzed the results of the GNWT Employee Survey as well as the FLSC Survey results.

- According to the FLSC Survey, 92% of FLSCs were **satisfied or very satisfied** with senior management support; and
- According to the Employee Survey, 63% of employees were **satisfied or very satisfied** with senior management support.

The graph below displays FLSC and Employee Survey results pertaining to satisfaction with senior management support.<sup>18</sup>

<sup>18</sup>Note: N/A responses were removed from these graphs because the question does not apply to these respondents. NA's represented 31 out of 72 responses from the Employee Survey and one (1) out of 13 for the FLSC Survey.

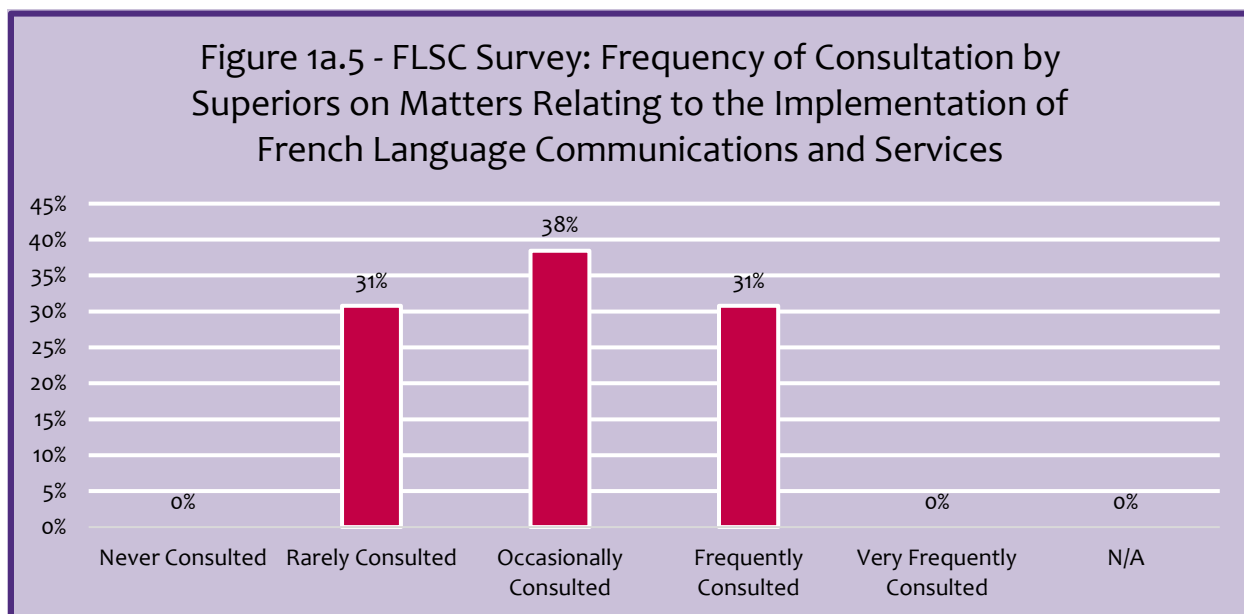


Two (2) out of four (4) FLSCs interviewed perceived positive support from senior management. However, the other two (2) interviewees indicated that they were not supported by senior management.

Finding 1a.5 – 69% of FLSCs were consulted rarely or occasionally by their superiors for matters relating to French language communications and services.

According to the FLSC Survey, 69% of FLSCs responded that they were **rarely or occasionally** consulted by their superiors on matters of French language communications and services.

This is displayed in the graph below.<sup>19</sup>



<sup>19</sup> 13 out of 13 FLSCs responded to this survey question.

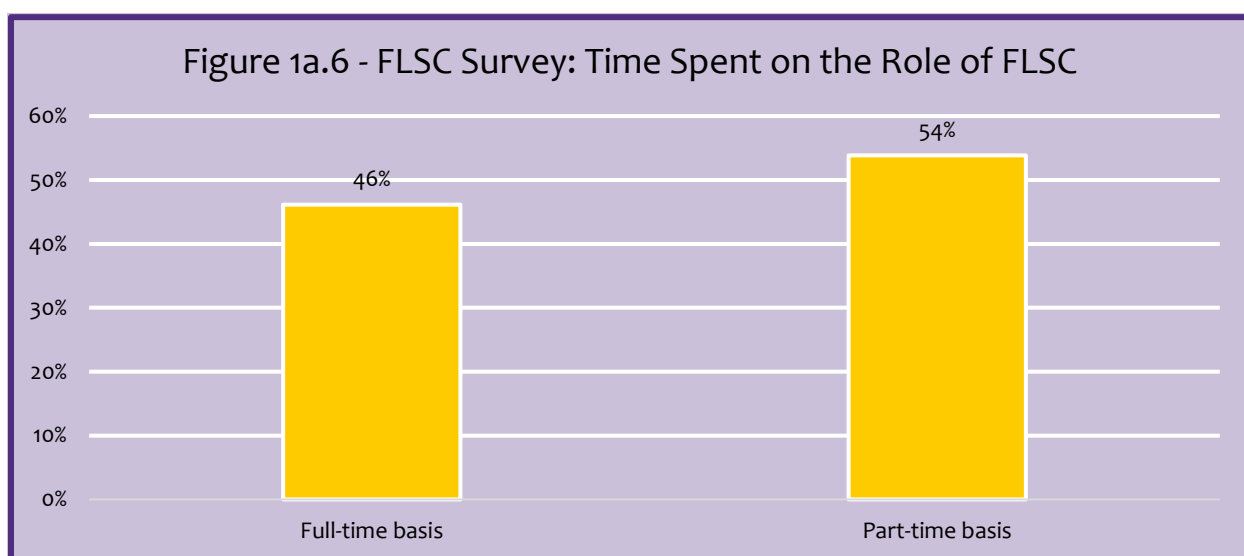


Key takeaways from interviews included:

- While “horizontal communication across departments (such as DM to DM) is strong, vertical communication within departments is weak, specifically between the FLSCs and DMs;
- One (1) FLSC stated that he or she was never consulted by management on matters such as the bilingual bonus and job descriptions;
- Bilingual bonuses were being distributed without an FLSCs knowledge even though it came from the budget that they managed.

Finding 1a.6 – 75% of FLSCs indicated that their time spent on the FLSC role is insufficient.

It appears that management has allotted an insufficient amount of time to the FLSC role. According to the FLSC Survey, only 46% of FLSCs act in the FLSC role on a full-time basis. This is displayed in the graph below.<sup>20</sup>

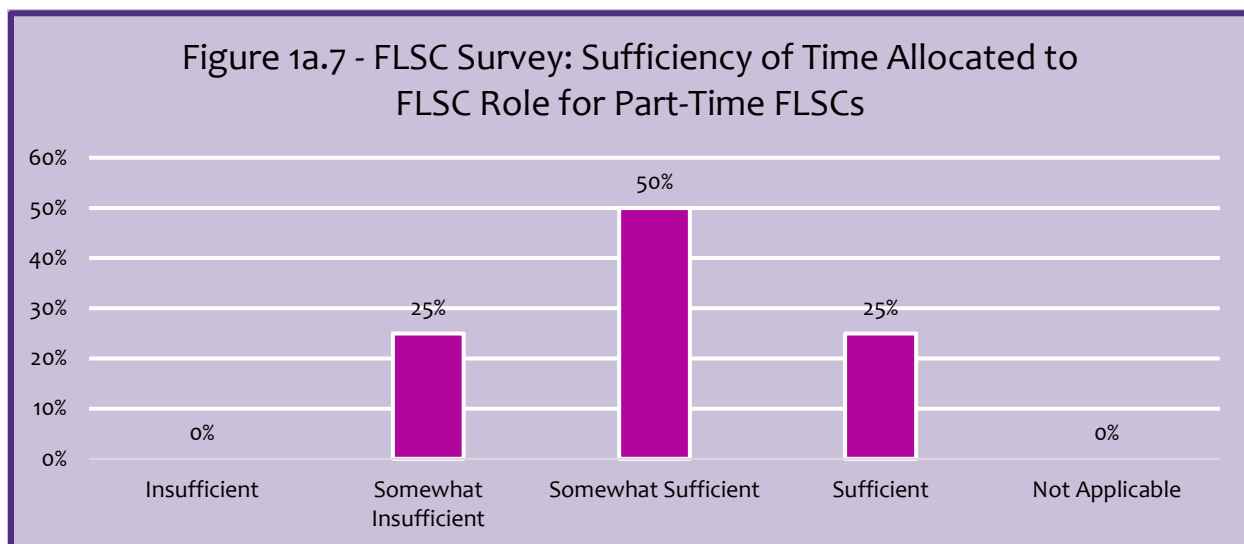


The FLSCs that fulfill this role on a part time basis were asked whether time spent in their role of FLSC was sufficient. According to FLSC Survey results, 75% of part-time FLSCs responded that their time allocated to the FLSC role is less than sufficient.

This is displayed in the graph below.<sup>21</sup>

<sup>20</sup> 13 out of 13 FLSCs responded to this survey question.

<sup>21</sup> Eight (8) out of 13 FLSCs responded to this survey question.



The following responses, pertaining to the FLSC role, were communicated via focus group discussion:

- FLSCs observed that despite competing priorities, they are expected to fulfill all the FLSC roles and responsibilities. This can prove to be difficult; and
- It was explained that often, the FLSC resides within the Communications Division – when the workload increases, priority on French language communications and services is reduced.

## **1b. Action Taken in Response to Employee Survey**

### **Background/Context:**

The Secretariat designed the Employee Survey<sup>22</sup> for distribution to all GNWT employees who work in a bilingual or unilingual French position. The objective of the survey was to gather feedback to understand whether the GNWT is effectively supporting employees to provide French language communications and services. The survey was administered in February 2017.<sup>23</sup>

This evaluation assessed the extent to which action was taken to resolve the following issues highlighted in the employee surveys:

- Clarity on roles and responsibilities in the active offer process<sup>24</sup>;
- Adequacy of training to complete the French language aspects of the job;
- Familiarity with the Strategic Plan;
- Familiarity with the Standards;
- Familiarity with Institutional Operating Plans and Institution Monitoring Forms; and
- Senior management support regarding the French language aspects of their job.

<sup>22</sup> The Secretariat coordinated with the Planning, Research and Evaluation Division (ECE) and the Department of Human Resources for the Employee Survey.

<sup>23</sup> Source: French Language Communications and Services Employee Survey Results, 2017

<sup>24</sup> “Active offer” entails informing the public that they are welcome to communicate with the GNWT in either English or French when seeking information or advice and greeting the public accordingly. In June 2015, the GNWT created the a “Quick Reference Guide” for front-line staff entitled “Active Offer of French Language Service” to help staff with provision of active offer.

## Findings and Analysis:

### Finding 1b.1 – No clear action has been taken in response to the Employee Survey.

During interviews, GT posed questions related to corrective action in response to the Employee Survey. None of the interviewees were aware of any such action taken. GT reviewed the most recent ECE Institution Monitoring Form to determine whether the department had planned for such a process. However, GT did not find evidence of any follow-up action in response to the Employee Survey.<sup>25</sup>

### Analysis of Sub-question 1:

There are some contradictory messages from the above findings that require further interpretation. For example, while FLSC meetings are infrequent with the Deputy Minister, 60% of the FLSCs surveyed indicated that they were sufficient. While the majority of FLSCs stated that they were rarely consulted by senior management, the rate of satisfaction with supervisor and management support was high (it should be noted however that there was dissatisfaction among some FLSCs not being consulted on matters such as the bilingual bonus).

One partial explanation could be that FLSCs are mostly operating on a part-time basis and at a more junior level than foreseen by the Standards. FLSCs do not appear to be involved in policy matters or in developing new relationships with the Francophone community. Many of the FLSCs interviewed indicated significant time was allocated to procedural issues around website translation and document translation as well as discussing interpretation of the Standards with the Secretariat.

Working at this operational level would not require involvement of the Deputy Minister. GT observed that most coordinators were relegated to the role of ensuring compliance with the court ruling rather than providing leadership on French language communications and services. This may have been appropriate in the early years of the Strategic Plan. However, looking forward, FLSCs should be transitioning to the leadership role envisioned in the Strategic Plan.

In interviews with GNWT staff, some comments were made regarding the perceived lack of support by Deputy Ministers. One coordinator stated that support only extended to the supervisory and director level, not above. It is important to take these comments in the context of a multilingual and multicultural environment in which French is one of 11 official languages. The Francophone community is relatively small compared to the Aboriginal community. Given the relative size of the Aboriginal population, many of these priorities will be focused on the Aboriginal peoples. It was clear from interviews that the main impetus for Deputy Ministers to provide leadership on FLCS is to ensure that they abide by the court order. As a result, it is understandable that Deputy Ministers will often be focused on issues that are more salient to larger portions of the population. That is not to say that FLCS is not important, but rather it is understandable that senior management may not always be focused on FLCS.

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<sup>25</sup> It should be noted that at time of publication of this Evaluation, the 2017-18 Annual Report on Official Languages had not yet been released and could address corrective action taken arising from the Employee Survey.

There are also cases in which Senior Management cannot support policy suggestions made by Coordinators because the policy change will impact other communities in addition to the Francophone community. Some policies, such as extending the bilingual bonus to all staff that speak French and one other official language (rather than just bilingual staff serving points of service), have implications on Aboriginal staff who would understandably be entitled to the same bonus.

The role of senior management is to consider the wider policy and budgetary implications to recommendations made to improve FLCS. This may sometimes result in decisions being made that seem to be unsupportive of FLCS.

**2.2.2 SUB-QUESTION 2 – HOW VALUABLE IS THE DIALOGUE BETWEEN COMMUNITY GROUPS, GNWT AND OTHER PARTNERS?**

Indicator	Data Collection Sources
2a. Number and type of engagement activities 2b. Perceived impact of consultation	2a. Institution Monitoring Plans, surveys, interviews 2b. Francophone community leadership interviews and Francophone community survey.

**2a. Number and Type of Engagement Activities**

**Background/Context:**

The Strategic Plan specifies that GNWT support to the Francophone community shall be determined through the following means<sup>26</sup>:

Formal Consultation	Working Partnerships
<ul style="list-style-type: none"> <li>Regular and structured consultation with the Francophone community</li> </ul>	<ul style="list-style-type: none"> <li>Ongoing dialogue and exchanges at a working level, including Secretariat being “alert” for opportunities to partner with the Francophone community</li> </ul>

*Formal consultation*

The following standards are stipulated in the Strategic Plan:

- The Minister responsible for official languages shall formally meet at least once each year with representatives of the Fédération Franco-Ténoise (FFT) and other organizations to discuss matters of importance to the community and the Government in relation to the development of the Francophone community and the delivery of French language services by the Government; and
- Where the Francophone community has established a sector forum or participates in a government established sectoral forum, the responsible department and agency Minister or delegated authority shall meet at least once each year with that forum to address matters of importance to that community and the department and agency, including the department

<sup>26</sup> Source: GNWT Strategic Plan on French Language Communications and Services, Guidelines - 6A Consultations, October 2012

and agency's Annual Plan on French Language Communications and Services, related progress achieved, and related reporting content.<sup>27</sup>

### *Working partnerships*

The Strategic Plan details that the Secretariat will be “alert” for opportunities to partner with the Francophone community on projects and initiatives, such as research studies, policy development, program design and actual program delivery. Departments and agencies are encouraged to involve the community directly in initiatives and projects within their sector. According to the Guidelines, FLSC's are to act “as a department and agency resource in interaction and consultation with the Francophone community”.

Two (2) noteworthy working partners include CDÉTNO<sup>28</sup> and Collège Nordique<sup>29</sup>.

### **Findings and Analysis:**

#### Finding 2a.1 – GNWT met the standards for formal consultation with the Francophone community.

GNWT met the standards of formal consultation set in the Strategic Plan through consultations listed below.

Figure 2a.1 – Examples of Formal Consultation

- Interviewees noted annual meetings between the Minister Responsible for Official Languages and representatives of the FFT.
- GNWT-FFT Consultation and Cooperation Committee meetings, to draft the Strategic Plan, were held in 2010 and 2012.<sup>30</sup> Meetings to review progress on implementation of the Strategic Plan were held in 2013, 2014, 2016, 2017 and 2018.<sup>31</sup>
- According to HSS Institution Monitoring Forms, HSS has set a continuing goal to work with Réseau TNO Santé along with the Consortium national de formation en santé (CNFS) and the FFT since 2014-2015.
- In the fall of 2015, the Department of Justice consulted the Francophone community on best practices to empanel a French jury (e.g. through solicitation of feedback via letters), which led to the establishment of a list of more than 800 potential French speaking jurors.<sup>32</sup> Amendments to the Jury Act were also undertaken during fiscal year 2014-2015.<sup>33</sup>
- During fiscal year 2014-2015, GNWT held budget dialogue sessions with the Francophone community.<sup>34</sup>
- During fiscal year 2014-2015, GNWT held “Tourism 2020” consultations with the French-speaking community.<sup>35</sup>

<sup>27</sup> Source: GNWT Strategic Plan on French Language Communications and Services, Guidelines - 6A Consultations, October 2012

<sup>28</sup> CDÉTNO is a non-profit organization that promotes, stimulates and supports economic development and employability of Francophones and Francophiles of Northwest Territories.

<sup>29</sup> Collège Nordique is a community-based teaching institution in the Northwest Territories. The Collège provides the following services: language training for federal and territorial government departments, and evening courses for the public; post-secondary education programs in French; professional development; and community workshops.

<sup>30</sup> These meetings occurred in July and November 2010 and April 2012

<sup>31</sup> These meetings occurred in April 2013, summer 2014, September 2014, November 2016, September 2017 and January 2018.

<sup>32</sup> GNWT 2015-2016 Annual Report on Official Languages, pg. 53

<sup>33</sup> GNWT 2014-2015 Annual Report on Official Languages, pg. 47

<sup>34</sup> GNWT 2014-2015 Annual Report on Official Languages, pg. 47

<sup>35</sup> GNWT 2014-2015 Annual Report on Official Languages, pg. 47

**Figure 2a.1 – Examples of Formal Consultation**

- During fiscal year 2013-2014, GNWT held four (4) consultation meetings in each “significant demand” community (i.e. Yellowknife, Fort Smith, Inuvik and Hay River).<sup>36</sup>

**Finding 2a.2 – Compared to formal consultation, GNWT’s engagement of service providers for advice on program design and program delivery is limited.**

GT found that GNWT’s engagement of service providers for advice on program design and program delivery is somewhat limited. Some interviewees from the Francophone community indicated that service providers had been viewed as contractors rather than strategic partners, or collaborators.

As compared to formal consultations, GNWT engaged in a limited number of strategic partnerships, including the following:

**Figure 2a.2.1 – Examples of Working Partnerships from Annual Reports on Official Languages**

Fiscal Year 2016-2017:

- Collège Nordique assisted GNWT in conducting French Conversation Workshops for employees over their lunch hour.<sup>37</sup>
- HR participated in two (2) Café Emploi Francophone community events and additional initiatives with Conseil de Développement économique des Territoires du Nord-Ouest (CDÉTNO).<sup>38</sup>

Fiscal Year 2013-2014:

- CDÉTNO was contracted by ECE to operate the Yellowknife Career Centre.<sup>39</sup>

Fiscal Year 2012-2013:

- GNWT funded multiple Francophone community organizations and administered the Community Cultural Development Program to support the French-speaking community.<sup>40</sup>

GT also noted that Collège Nordique<sup>41</sup> and CDÉTNO, two (2) French community service providers, are contracted by GNWT to provide services including, but not limited to, those listed in the table below.

**Figure 2a.2.2 Working Partnerships related to FLCS with Collège Nordique and CDÉTNO**

Partnership	Details
Collège Nordique	<ul style="list-style-type: none"> <li>Collège Nordique is contracted by GNWT to provide “refresher” courses for GNWT employees. Collège Nordique was also contracted to administer the French proficiency testing of bilingual employees.</li> </ul>
CDÉTNO	<ul style="list-style-type: none"> <li>The Department of Industry, Tourism and Investment (ITI) partnered with CDÉTNO to attend the job fair “Destination Canada” in France to further recruit Francophone business people to the NWT. ITI also contracted CDÉTNO to manage ITI’s social media to provide improved services and direct lines of contact for the French-speaking public.</li> </ul>

<sup>36</sup> GNWT 2013-2014 Annual Report on Official Languages, pg. 39

<sup>37</sup> GNWT 2016-2017 Annual Report on Official Languages, pg. 55

<sup>38</sup> GNWT 2016-2017 Annual Report on Official Languages, pg. 59

<sup>39</sup> GNWT 2013-2014 Annual Report on Official Languages, pg. 38

<sup>40</sup> GNWT 2012-2013 Annual Report on Official Languages, pg. 32

<sup>41</sup> GT was advised that Since 2007, GNWT has provided over \$ 2 million in funding to the Collège. However, this did not necessarily pertain to French language training for employees of GNWT.

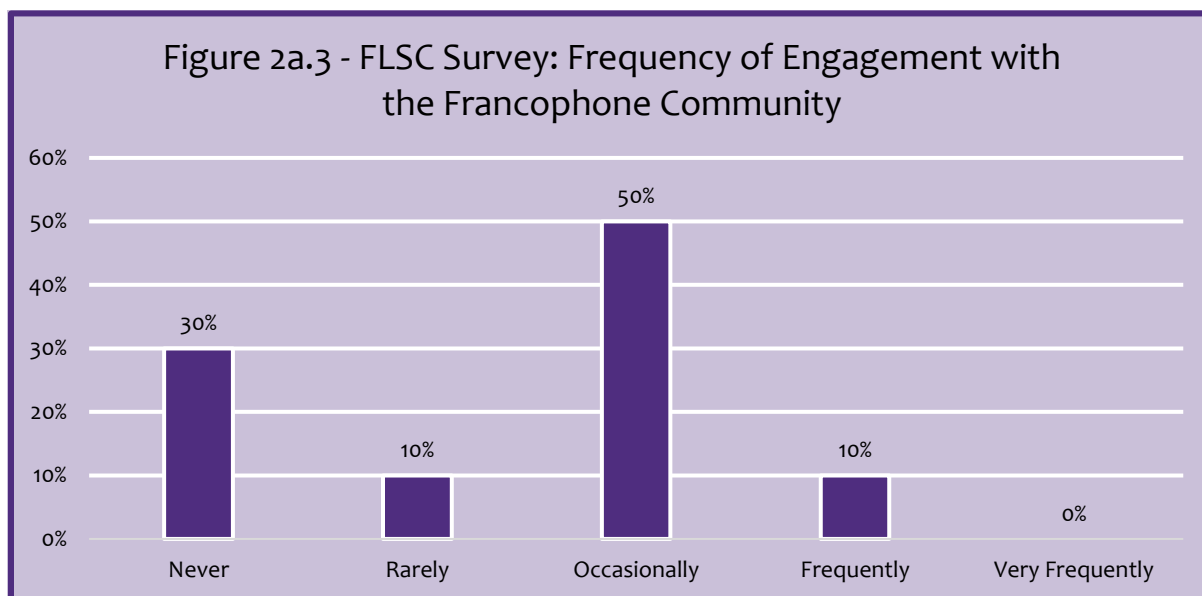
- The Department of HR, partnered with CDÉTNO to host a resume and interview skills workshop for students in École Boreale in Hay River, students at Aurora Collège and the Francophone community in Hay River.
- ECE has communicated informally with CDÉTNO around immigration issues.

During the focus group session with the Francophone community, many participants indicated that the government should engage more organizations like Collège Nordique and CDÉTNO for French language communications and services.

Finding 2a.3 – 90% of FLSCs never, rarely or occasionally engage members of the Francophone community.

Although FLSCs are the main departmental point of contact for French language communications and services, according to the FLSC Survey, 90% of FLSCs **never, rarely or occasionally** meet with the Francophone community.

This is displayed in the graph below.<sup>42</sup>



At the FLSC focus group, it was stated that while engagement of the Francophone community occurs at the program or policy level, most of the FLSCs are based in communications units, which are separate from the program/policy units. As a result, FLSCs are not necessarily involved in engaging the Francophone community.

<sup>42</sup> It should be noted that three (3) out of 13 FLSCs provided NA responses to this question. These FLSCs likely occupy a role within a department that does not have public-facing functions. Thus, these responses are not relevant and have been removed.

## **2b. Perceived Impact of Consultation**

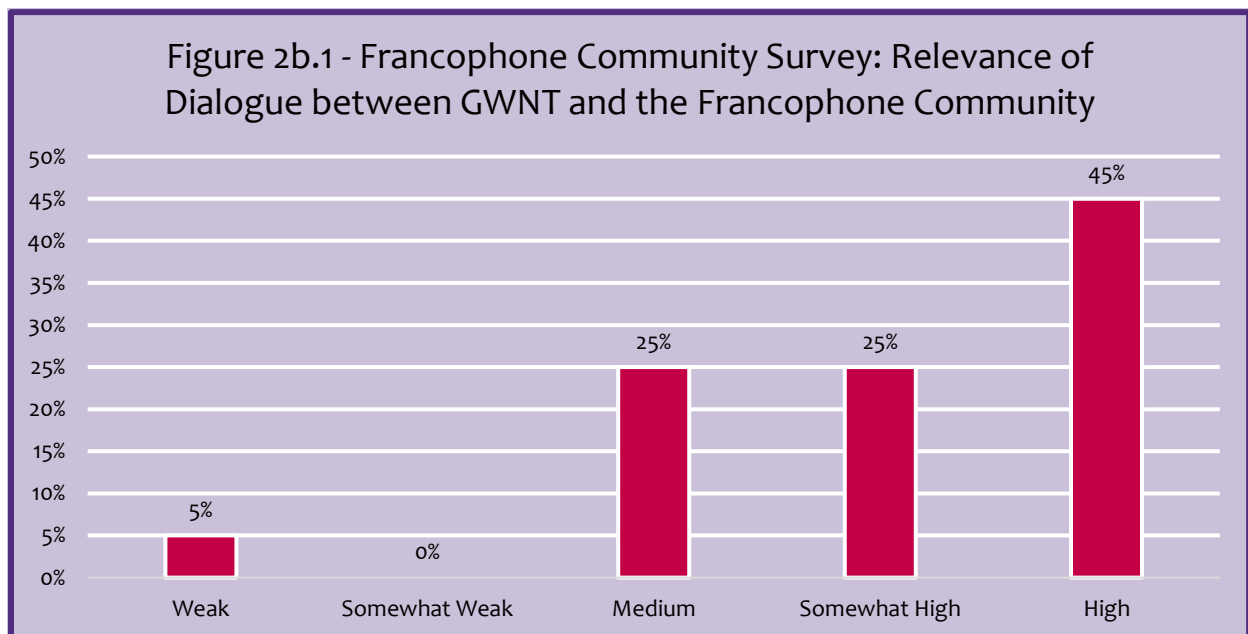
### **Background/Context:**

GT leveraged the Francophone community survey, focus group and interview information to identify useful insights pertaining to the Francophone community's perception of the impact of consultation activities.

### **Findings and Analysis:**

Finding 2b.1 – 70% of Francophone community members expressed that dialogue with GNWT is somewhat high or high in relevance.

From the Francophone community survey, 70% of respondents expressed that dialogue between the GNWT and Francophone community is **somewhat high or high**, as displayed in the graph below.<sup>43</sup>



According to one (1) member of the Francophone community leadership, there is a good overall relationship between the GNWT and the FFT, for instance, when the FFT is invited to meetings. However, the respondent noted that one area of improvement includes the GNWT providing relevant documentation ahead of consultations.

### **Analysis of Sub-question 2:**

GNWT has maintained its commitment to the Francophone community to hold formal consultations. In interviews with representatives of the Francophone Community that participated in formal consultations with GNWT, there was a broad consensus that they were taken seriously, and government representatives were sincere in considering their feedback.

<sup>43</sup> This survey question was answered by 20 members of the Francophone community.



As noted in finding 2a.2 above, GNWT's engagement of service providers for advice on program design and program delivery as strategic partners is limited when compared to the volume of formal consultations held.

One of the key takeaways arising from this evaluation is that significant improvements have been made since 2012. The environment has shifted fundamentally. Survey data and interviews confirm that there is a broad consensus within the Francophone community that French language communications and services have vastly improved since the Strategic Plan and that an entire infrastructure has been developed by the government that did not exist prior.

It is difficult to envision how significant progress can be made advancing French language Communications and services in the next iteration of the Strategic Plan without strengthening and developing working Partnerships. Working partnerships are a normal modus operandi in a participatory democracy which narrows the gap with those governing and those implementing. It is normal and standard practice across Canada at both Federal and provincial levels to engage civil society partners and the private sector in implementing government objectives. It is frequently viewed as an advantage to use their vast and different perspective to leverage additional capacity and continuously improve.

Working partnerships will encourage a more participatory approach that opens the door for greater collaboration between GNWT and the Francophone community. This approach can reduce bottlenecks in implementation and facilitate the development of innovative solutions through engagement with civil society and the private sector organizations.

There are still normal boundaries between government and civil society that need to be maintained and normal concerns that civil society and government might have about collaborating with each other. Governments are understandably concerned about ensuring that there is not an appearance of favoritism. As a result, a competitive tendering process can be important to ensuring that as many groups of individuals and organizations have the opportunity to offer their services in response to government tenders.

Language in the strategic plan around working partnerships is also somewhat vague and includes a reference to the Secretariat being "alert" for opportunities to partner with the Francophone community. It is important to emphasize that according to the Guidelines, the Service Coordinators should be playing this role as well. Returning to the analysis contained in section 1a of this report, opportunities for working partnerships are more likely to develop as relationships flourish. Therefore, it is important that Coordinators spend more time engaging and listening to the Francophone community and visiting points of service.

### **2.2.3 CONCLUSION**

While strong leadership was provided to employees by leaders at all levels, effectiveness could be improved in the areas of strengthening the role of FLSCs and enhancing partnerships with service providers. This would further promote and support the initiatives outlined in the Strategic Plan.

## Evaluation Question 1: Recommendations

### The Role of the FLSC

- The GNWT should strengthen and follow job descriptions for FLSCs to permit FLSCs to enhance their roles in development and implementation of French language communications and services.
- FLCS should be an agenda item for departments’ senior management meetings at least quarterly. The coordinators should be invited to attend and participate in these meetings.

### Francophone Community Consultation

- The GNWT should increase the number of working partnerships on FLCS “program design and actual program delivery” with service providers including non-governmental organizations and the private sector. This should be done through a competitive process.
- More time should be allocated to coordinators to engage and listen to the Francophone community and visit points of service.

## 2.3 Key Findings: Evaluation Question 2

### Evaluation Question 2: How strong is the capacity of the GNWT to implement the Strategic Plan?

#### 9.5.2 **SUB-QUESTION 3 – TO WHAT EXTENT WAS THE INTEGRATION OF FRENCH LANGUAGE COMMUNICATIONS AND SERVICES INTO GNWT BUSINESS PLANNING PROCESSES ACHIEVED?**

Indicators	Data Collection Sources
3a. Number and type of RFP’s and procedures that include French language communications and services	3a. Systematic audits

### **3a. Number and Type of RFPs and Procedures that include French Language Communications and Services**

#### **Background/Context:**

Section 2.2.7 of the Standards provides French language communications and services-related instruction relating to Requests for Proposals (RFP’s) and tender calls. These instructions include the following:

- Writing RFP’s to inform proponents that the work will include provisions for French communications and services;
- Clearly advising proponents whether their bid will require capacity in French to meet the evaluation criteria of the proposed contract;
- Ensuring that French translation requests are submitted in a timely manner so that the RFP descriptions are included in a bilingual format on GNWT “Contract Opportunities” site;
- Stating which French language responsibilities rest with the GNWT (e.g. translation, interpretation arrangements), and which French language responsibilities rest with the successful proponent; and

- Requiring the proponent to include an executive summary if the RFP requires that the proponent write a public information document more than twenty standard pages in length.<sup>44</sup>

## Findings and Analysis:

Finding 3a.1 – While the GNWT claims to comply with the RFP-related Standards, GNWT does not monitor number and type of RFP procedures.

According to interviewees, no processes were in place to monitor the number and type of RFP’s and procedures that include French language communications and services.

## Analysis of Sub-question 3:

Incorporating French language communications and services into government-wide initiatives at the outset will increase efficiency and provide additional time for FLSCs to focus on other issues.

The monitoring and evaluation plans both contain numerous products and indicators. The number and type of RFPs and procedures that include FLCS is one such indicator contained in the evaluation plan. GNWT does not have the capacity to carry out all its monitoring and evaluation requirements. This issue is discussed in depth in the analysis section relating to the implementation of the MEA plan (section 9).

### **2.3.2 SUB-QUESTION 4 – ARE THE DOCUMENTS, TOOLS AND SUPPORT DEVELOPED AND PROVIDED BY THE FRANCOPHONE AFFAIRS SECRETARIAT RESPONDING TO THE NEEDS OF DEPARTMENTS AND AGENCIES?**

Indicators	Data Collection Sources
4a. Perceived level and appropriateness of Secretariat support	4a. Department/agencies interviews, FLSC Survey, employee survey
4b. Number and type of tools developed and provided by the Secretariat	4b. Annual Report on Official Languages
4c. Perceived level of user-friendliness of documents and tools	4c. Secretariat monitoring report

## **4a. Perceived Level and Appropriateness of Secretariat Support**

### **Background/Context:**

The Secretariat<sup>45</sup> serves as a central support unit for French language communications and services within GNWT. Established as a result of the Strategic Plan, the Secretariat:

- Offers advice or tools and support to departments and agencies of Government for developing plans on French language communications and services and adopting or providing programs, policies and services that reflect the expressed needs of the Francophone community;

<sup>44</sup> GNWT Standards for French Communications and Services – Francophone Affairs Secretariat, Second Edition, October 2014. Pg. 8

<sup>45</sup> The Secretariat is housed within ECE.

- Serves as a central support agency for departments and agencies for French language communications and services within the Government;
- Provides interpretations of the Guidelines and all relevant regulations regarding such communications and services; and
- Coordinates the provision of French translation services government-wide.<sup>46</sup>

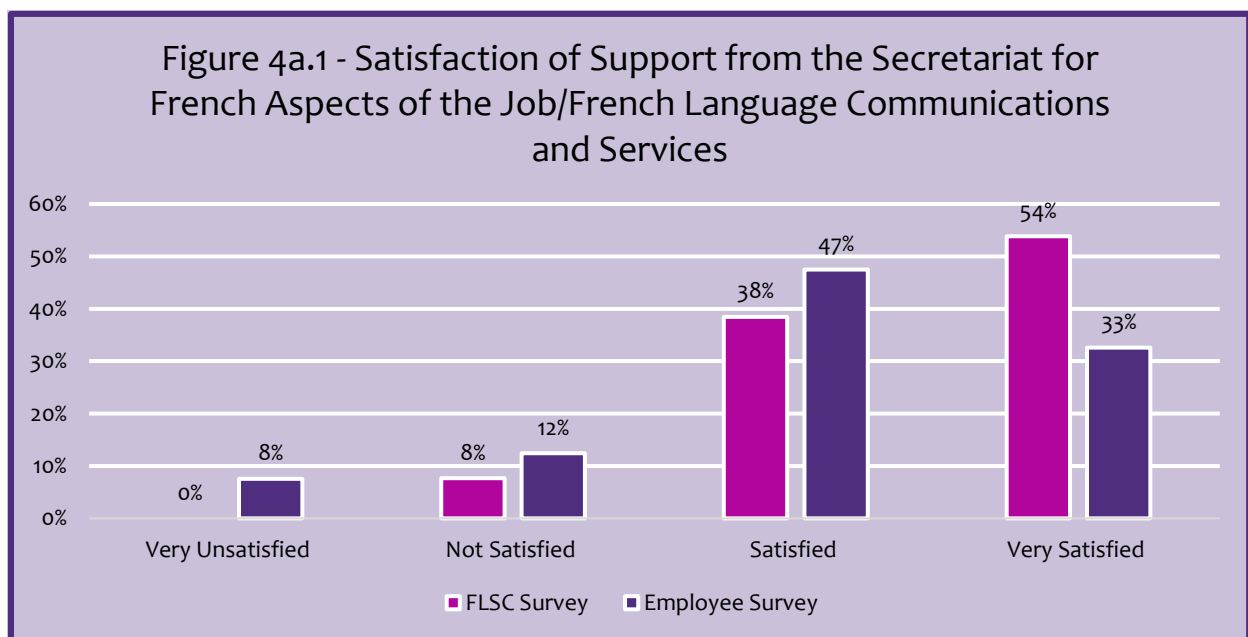
### Findings and Analysis:

Finding 4a.1 – 92% of FLSCs and 80% of GNWT employees are generally satisfied or very satisfied with Secretariat support.

Comparing the GNWT Employee Survey with the FLSC Survey, FLSCs indicated a stronger overall approval rating of the Secretariat <sup>47</sup>:

- 92% of FLSCs were **very satisfied or satisfied** with Secretariat support to develop plans and strategies to effectively deliver active offer and French language services (FLSC Survey); and
- 80% of GNWT employees were satisfied or very satisfied with Secretariat support (Employee Survey).

The FLSC and Employee Survey results are displayed in the graph below.<sup>48</sup>



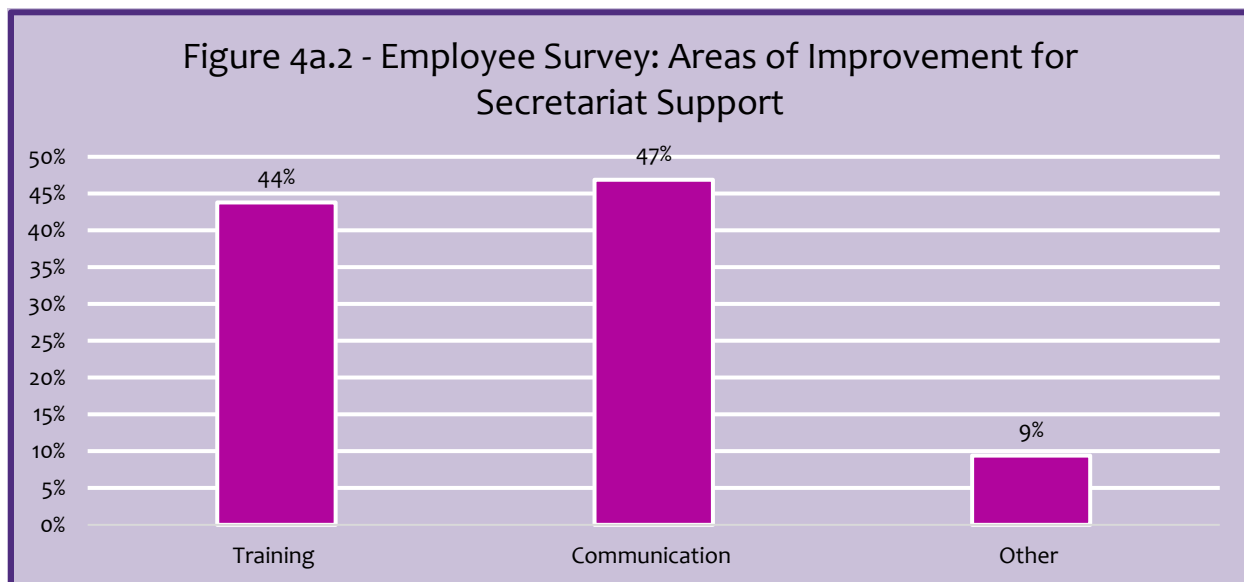
<sup>46</sup> GNWT Strategic Plan for French Language Communications and Services, GUIDELINES, PART 1 – ROLES AND RESPONSIBILITIES – 6 Francophone Affairs Secretariat, October 2012.

<sup>47</sup> The fact that FLSCs work more regularly with the Secretariat may be an explanatory factor for the higher approval rating given by FLSCs.

<sup>48</sup> Note: N/A's were removed from these graphs because the question does not apply to these respondents. N/A's represented 32 out of 72 responses from the Employee Survey. 13 out of 13 FLSCs responded to this survey question.

Finding 4a.2 – The Secretariat can improve bilingual support to employees in the areas of training and communication support.

According to the GNWT Employee Survey, 72% of respondents indicated that the Secretariat can “improve its support to bilingual employees”. Areas of improvement included training and communication, as displayed in the graph below.<sup>49</sup>



Within the Employee Survey, employees provided the following comments for areas of improvement:

**Figure 4a.3 – Employee Survey Comments Relating to Secretariat Improvement in Support**

- “Provide coordinators and bilingual employees with training on the Standards for French Language Communications and Services, and on translation processes and procedures.”
- “Ensure better communication with bilingual employees.”
- “Be more visible [and] present.”

#### **4b. Number and Type of Tools Developed and Provided by the Secretariat**

##### **Background/Context:**

The Strategic Plan outlines the Secretariat’s role to offer advice, tools and support to departments and agencies.<sup>50</sup>

Various types of tools and support are developed and provided to FLSCs by the Secretariat, which include the items listed below.

<sup>49</sup> 32 members of GNWT employees responded to this survey question.

<sup>50</sup> Source: GNWT Strategic Plan for French Language Communications and Services, GUIDELINES, PART 1 – ROLES AND RESPONSIBILITIES – 6 Francophone Affairs Secretariat, October 2012.



## Findings and Analysis:

### Finding 4b.1 – The Secretariat developed and provided numerous tools for employees.

The GNWT Annual Reports on Official Languages outline various types of tools and support developed and provided by the Secretariat to employees and FLSCs, as detailed in the table below.

Figure 4b.1 – Types of Tools Provided by the Secretariat	
Type of Tool Provided	Description
French Active Offer Toolkit	In fiscal year 2015-2016, the Secretariat launched the French Active Offer Toolkit for frontline staff in significant demand communities. Designed primarily for FLSCs, managers, supervisors and frontline staff, the toolkit includes a consistent active offer across the GNWT, a quick reference guide for frontline staff, display materials (including posters and window stickers) for departments to ensure the French-speaking public feel comfortable requesting information and services in French. It also includes resources to support frontline staff in making the active offer and responding to requests for service in French and a staff training DVD to ensure service delivery remains consistent. <sup>51</sup>
French Translation Services Manual	In fiscal year 2014-2015, the Secretariat created the French Translation Services Manual, which aims to provide direction and guidance to all government institutions on how translation services can be used to communicate in French with the NWT Francophone community. <sup>52</sup>
Standards for French Language Communications and Services	In fiscal year 2012-2013, the Secretariat started developing new standards for French communications and services that would be used by GNWT employees in the delivery of services in French to the public. <sup>53</sup>
SharePoint <sup>54</sup>	The Secretariat administers the SharePoint documentation repository for the GNWT FLSC Committee (FLSCC), of which all FLSCs are members. The SharePoint site contains the following information: <ul style="list-style-type: none"> <li>▪ Announcements for the FLSCC, such as call letters for submissions for the Annual Report and updates to Institution Operating Plans;</li> <li>▪ Links to Departmental Monitoring Reports;</li> <li>▪ Reference documents, such as the Strategic Plan, the MEA Plan, French Translation Services Manual and a Revised Action Plan for French Language Services;</li> </ul>

<sup>51</sup> Source GNWT Annual Report on Official Languages 2015-16.

<sup>52</sup> Source: GNWT 2014-2015 Annual Report on Official Languages.

<sup>53</sup> Source: GNWT 2012-2013 Annual Report on Official Languages.

<sup>54</sup> Share Point, a documentation repository, is used to house Secretariat tools and templates.

Figure 4b.1 – Types of Tools Provided by the Secretariat	
Type of Tool Provided	Description
	<ul style="list-style-type: none"> <li>▪ Web links of interest, including relevant news articles, French translation portal, links to Francophone community groups; and</li> <li>▪ Discussion groups, such as “improving the process of submitting monitoring reports for annual and activity reports”.<sup>55</sup></li> </ul>

#### 4c. Perceived Level of User-Friendliness of Documents and Tools

##### Background/Context:

The Strategic Plan outlines the Secretariat’s role to offer advice, tools and support to departments and agencies.<sup>56</sup> In fiscal year 2012-2013, the Secretariat started the development of new standards for French communications and services that would be used by GNWT employees in the delivery of services in French to the public.<sup>57</sup> The Standards are intended to assist employees in communication and service in French to the public.<sup>58</sup>

##### Findings and Analysis:

Finding 4c.1 – 100% of FLSCs are satisfied or very satisfied with documents and tools provided by the Secretariat.

According to the FLSC Survey, 100% of FLSCs were **satisfied or very satisfied** with documents and tools to develop plans and strategies for French language communications and services, provided by the Secretariat.

The FLSC Survey results are displayed in the graph below.<sup>59</sup>

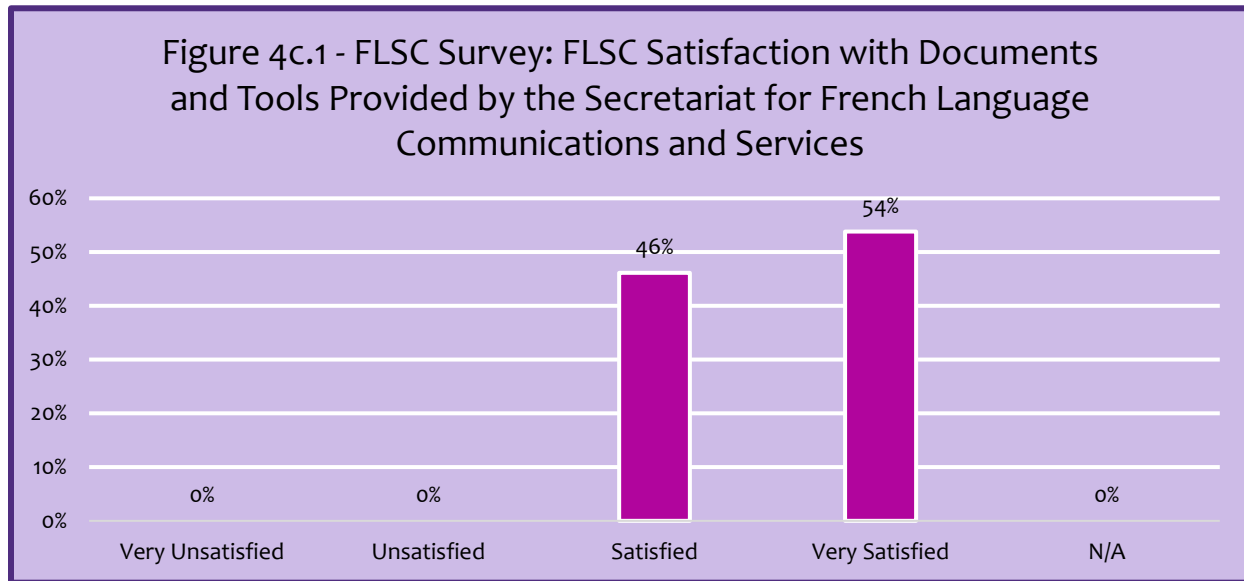
<sup>55</sup> This was expressed via interviews and documentation review of SharePoint screenshots provided by the Secretariat.

<sup>56</sup> Source: GNWT Strategic Plan for French Language Communications and Services, GUIDELINES, PART 1 – ROLES AND RESPONSIBILITIES – 6 Francophone Affairs Secretariat, October 2012.

<sup>57</sup> Source: GNWT 2012-2013 Annual Report on Official Languages.

<sup>58</sup> GNWT Standards for French Language Communications and Services, October 2014. Pg 3

<sup>59</sup> 13 out of 13 FLSCs responded to this survey question.



Feedback provided in interviews with respect to tools developed by the Secretariat was limited to SharePoint and the Standards. With respect to SharePoint, one (1) interviewee pointed out that some of the material on SharePoint was outdated and needed to be refreshed.

A suggestion provided was that SharePoint could be used to enhance communication between departments so that efforts are not duplicated and there is more efficiency. For example, if someone has the link to the Government of Canada site to access a translated map, it should be provided on SharePoint so other departments have immediate access.

Finding 4c.2 – FLSCs find the Standards lacked clarity.

Despite the positive feedback provided on the Secretariat’s documents, FLSCs identified an opportunity for improvement regarding the clarity of the Standards. The challenges associated with the standards were mentioned in several interviews. For example, one FLSC mentioned that the ambiguity of the standards often leads to delays in the production of documents. Another mentioned that there are numerous “grey zones” in the application of the Standards around issues related to signage, which require input from GNWT departments other than ECE.

It was also suggested in interviews that in interpreting the Standards, the Secretariat will often err on the side of caution and interpret the standards narrowly. This will often add to the inefficiencies mentioned in the previous paragraph.

During the FLSC focus group session, participants explained that clearer Standards would allow the Secretariat to focus less time supporting FLSCs on the interpretation of standards.

During the FLSC focus group session, FLSCs were separated into groups and asked to identify the Standards that were most subject to misunderstanding. FLSCs were also asked to identify a solution.



Figure 4c.2 – FLSC Focus Group Discussion on the Standards

Standard	Problem	FLSC Solution
<b>Standard 2.1.1:</b> Verbal Greeting to the Public	There is a lack of clarity surrounding whether non – GNWT employees (i.e. working at contracted points of service) are required to speak French.	<ul style="list-style-type: none"> <li>Support training could be provided to non-Francophone front line workers.</li> <li>French training (i.e. on sensitization) could be provided.</li> </ul>
<b>Standards 2.1.2 and 2.1.3:</b> Voicemail and email	<p>There is a lack of clarity pertaining to who requires bilingual voice mail message recording. The following questions arose during discussion:</p> <ul style="list-style-type: none"> <li>Is this tied to employees that receive the bilingual bonus?</li> <li>Does this apply to all front-line staff?</li> <li>Does the French message need to be an exact mirror of the English message?</li> </ul>	<ul style="list-style-type: none"> <li>The Active Offer Guide could be clarified.</li> <li>Such requirements could be included in job descriptions.</li> </ul>
<b>Standard 2.1.4:</b> Service Delivery	Active offer signage creates expectations that customers will be served by a French speaker in locations where this is not necessarily the case.	<ul style="list-style-type: none"> <li>French speaking staff could wear identification badges to be easily be identified by Francophone clients.</li> <li>The level of French language service, to be expected by the client, could be clearly defined, colour coded and displayed.</li> </ul>
<b>Standard 2.2.1:</b> Public Information Material	<p>FLSCs cannot translate via the service portal and consequently, it is an arduous process to change content.</p> <p>For public notice social media translation, it is not clear as to what constitutes an “emergency”. For the following examples it is unclear whether an emergency exists:</p> <ul style="list-style-type: none"> <li>Highway closures; and</li> <li>Wildfires.</li> </ul>	<ul style="list-style-type: none"> <li>Templates of common phrases should be developed and made available to all departments.</li> <li>What constitutes an “emergency situation” should be defined.</li> <li>FLSCs who qualify at the highest level of bilingualism (i.e. level 3) should be authorized to conduct their own translation in an “emergency” situation.</li> </ul>
<b>Standard 2.2.6:</b> Signage	<p>The following areas are problematic:</p> <ul style="list-style-type: none"> <li>Signage needs to conform to GNWT’s Visual identity<sup>60</sup>, which is an added level of complexity;</li> </ul>	<ul style="list-style-type: none"> <li>Overall coordination for signage development is required.</li> <li>Note: FLSCs explained that there may be some standards in progress to address the lack of clarity in this situation.</li> </ul>

<sup>60</sup> The GNWT visual identity is a visual shorthand, a cue the public can quickly associate with the GNWT and everything it represents. A strong, consistent, visual identity helps the people served by government to recognize, access, and trust government programs and services. Source : <https://www.eia.gov.nt.ca/en/visual-identity-program-guidelines>

Figure 4c.2 – FLSC Focus Group Discussion on the Standards		
Standard	Problem	FLSC Solution
	<ul style="list-style-type: none"> <li>▪ Many languages need to fit on one sign (i.e. Hay River has 5 languages on signage), which can prove to be difficult; and</li> <li>▪ Responsibility for signage is centralized within the Department of Infrastructure.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Standardized translation needs to be introduced.</li> </ul>

### Analysis of Sub-Question 4:

There is a broad consensus that the Secretariat provides strong support to FLCs and GNWT employees. The Secretariat is the hub for French language communication and services for the Government of the Northwest Territories.

The tools developed by the Secretariat have generally been well received and viewed as purposeful in helping employees carry out responsibilities related to the strengthening of French services and communication. There were some comments, as noted above, that SharePoint could be improved to serve more as a forum for discussion and identification of best practices between departments rather than a static file manager.

The one exception is the lack of clarity around the Standards. The challenges around interpreting the standards emerged as a predominant theme in this evaluation, so much so that as part of the FLCs focus groups, GT asked coordinators to pinpoint the most problematic standards and identify solutions for clarifying them.

The “grey zones” in the standards have resulted in inefficiencies for both the Secretariat and the coordinators. Interpretation of the Standards relegates the Secretariat to allocate a significant amount of time interpreting the Standards. Courses of action are often not clear for the Coordinators and therefore clarification from the Secretariat is required.

While Coordinators do not necessarily need to consult the Secretariat, it is difficult to envision a scenario in which the recommended best practice would be to bypass the Secretariat.

At the same time, it was indicated that the Secretariat will often provide a narrow or conservative interpretation of the standards. In the context of any public-sector organization, this is understandable. However, this is a source of frustration for many FLCs. Without updating the standards and improving the clarity, certain inefficiencies may continue. Alternately, clear, user-friendly standards will help to avoid confusion and could allow FLCs to take a more proactive, policy-oriented approach to their role.

**2.3.3 SUB-QUESTION 5 – DID FLSCs, THE SECRETARIAT AND GNWT EMPLOYEES RECEIVE ADEQUATE TRAINING AND PREPARATION TO IMPLEMENT THE STRATEGIC PLAN?<sup>61</sup>**

Indicators	Data Collection Sources
5a. Adequacy of French language communications and services training provided to FLSCs. 5b. Adequacy of French language communications and services training provided to employees.	5a. Employee survey, FLSC Survey 5b. Student Evaluations, employee survey

**5a. Adequacy of French Language Communications and Services Training Provided to FLSCs.**

**Background/Context:**

According to the Strategic Plan, the Secretariat is responsible for developing orientation programs for the FLSCs<sup>62</sup> and, in cooperation with the Coordinators, for employees of government institutions with respect to their obligations under the OLA and Guidelines, and applicable legislation.<sup>63</sup> GT determined the adequacy of French language communications and services training provided to FLSCs via the FLSC Survey, interviews and focus group sessions.

**Findings and Analysis:**

Finding 5a.1 – 69% of FLSCs indicated that tools provided by the Secretariat for training departmental staff are very or extremely helpful.

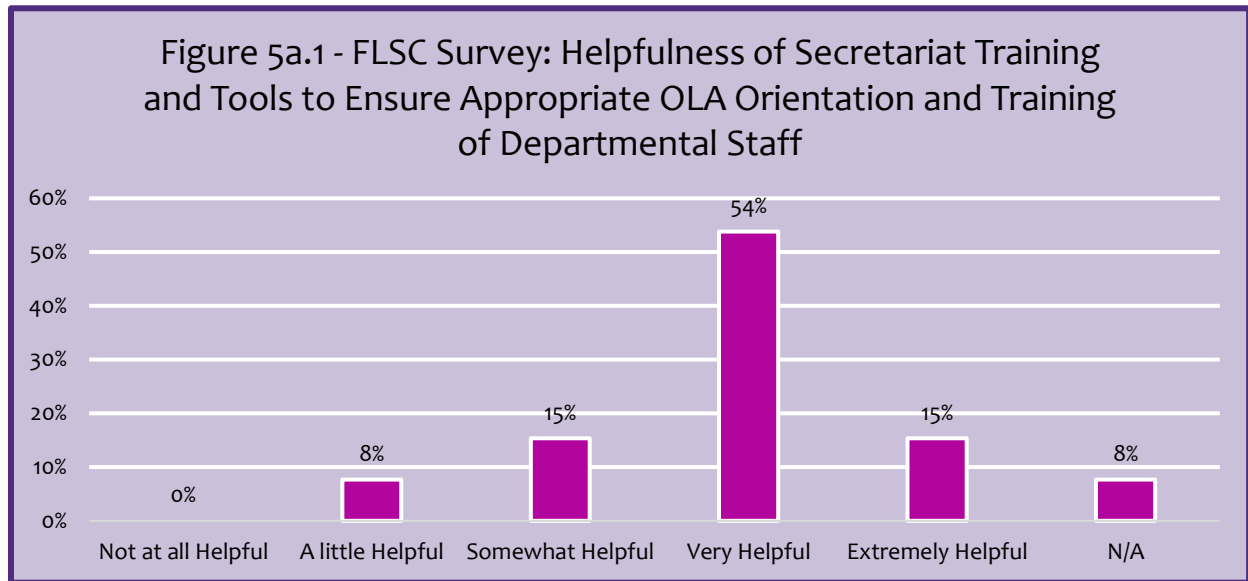
In response to the FLSC Survey, 69% of FLSCs indicated that Secretariat training and orientation tools for departmental and agency staff on the OLA and Strategic Plan to be very or extremely helpful. This is displayed in the graph below.<sup>64</sup>

<sup>61</sup> The original evaluation sub-question was whether FLSCs and Secretariat employees receive adequate training and preparation to implement the Strategic Plan. Given that indicator 6b also addresses employees, the sub-question was subsequently amended.

<sup>62</sup> Source: GNWT Strategic Plan for French Language Communications and Services, GUIDELINES, PART 1 – ROLES AND RESPONSIBILITIES – 6 Francophone Affairs Secretariat, October 2012.

<sup>63</sup> Source: GNWT Strategic Plan for French Language Communications and Services, GUIDELINES, PART 1 – ROLES AND RESPONSIBILITIES – 6 Francophone Affairs Secretariat, October 2012.

<sup>64</sup> 13 FLSCs responded to this survey question. The N/A option was not removed from this graph because it is peculiar that Secretariat-provided tools and training would not be applicable to any FLSC. N/A responses should be interpreted as never providing orientation or training to staff or never providing Secretariat tools while fulfilling orientation and training roles.



Certain interviewees mentioned a disparity between training provided in Yellowknife and elsewhere. One FLSC mentioned that active offer training is provided face-to-face in Yellowknife but remotely through a video conferencing facility with other offices. Another FLSC mentioned that time to train the employees is very limited, except for when travelling to communities to give a refresher on the active offer process.

We were advised that the Secretariat provides training to FLSCs on active offer, provides FLSCs with training videos, and offers to be present for support purposes the first time an FLSC provides training for staff.

## **5b. Adequacy of French Language Communications and Services Training Provided to Employees**

### **Background/Context:**

The Strategic Plan explains that the Secretariat is responsible for developing orientation programs for the FLSCs and, in cooperation with these Coordinators, for employees of government institutions with respect to their obligations under the OLA and Guidelines, and applicable legislation.<sup>65</sup>

The Strategic Plan also explains that FLSCs are responsible for ensuring the appropriate orientation and training of all department and agency staff respecting their obligations under the OLA and Guidelines with a focus on those staff providing front line services.<sup>66</sup>

<sup>65</sup> Source: GNWT Strategic Plan for French Language Communications and Services, GUIDELINES, PART 1 – ROLES AND RESPONSIBILITIES – 6 Francophone Affairs Secretariat, October 2012.

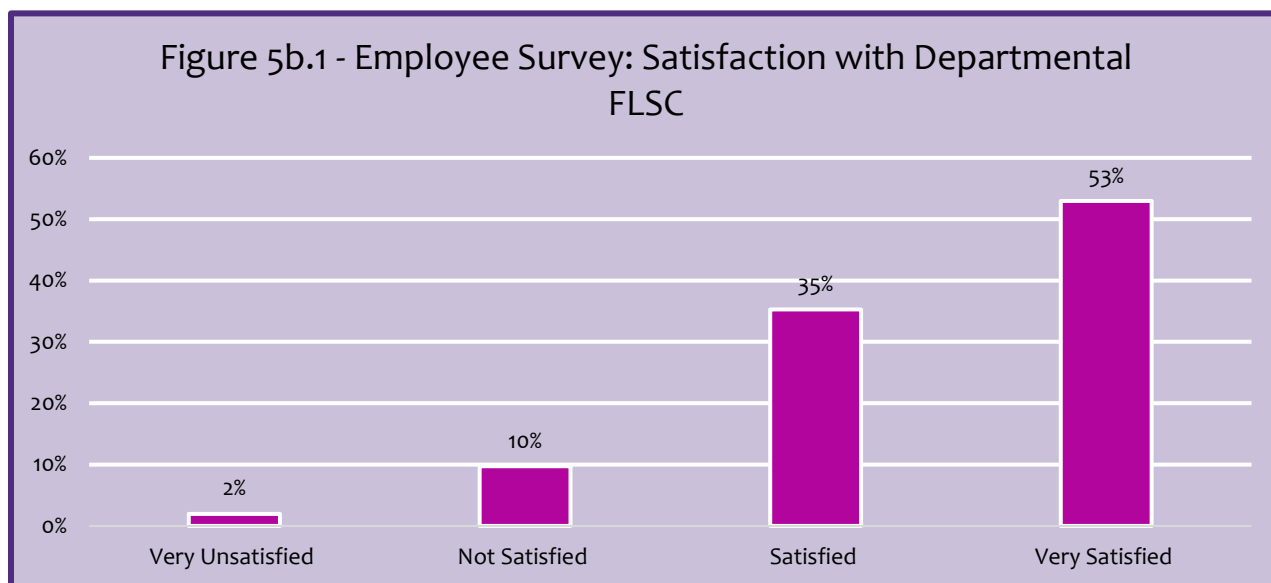
<sup>66</sup> Source: GNWT Strategic Plan on French Language Services and Communications, GUIDELINES, PART 1 – ROLES AND RESPONSIBILITIES - 8. French Language Service Coordinators, October 2012.

## Findings and Analysis:

Finding 5b.1 – 88% of GNWT employees are satisfied or very satisfied with support provided by the departmental FLSC, including training.

From the Employee Survey, 88% of employees that deal with French language communications and services are **satisfied or very satisfied** with support provided by their FLSC.

This is displayed in the graph below.<sup>67</sup>



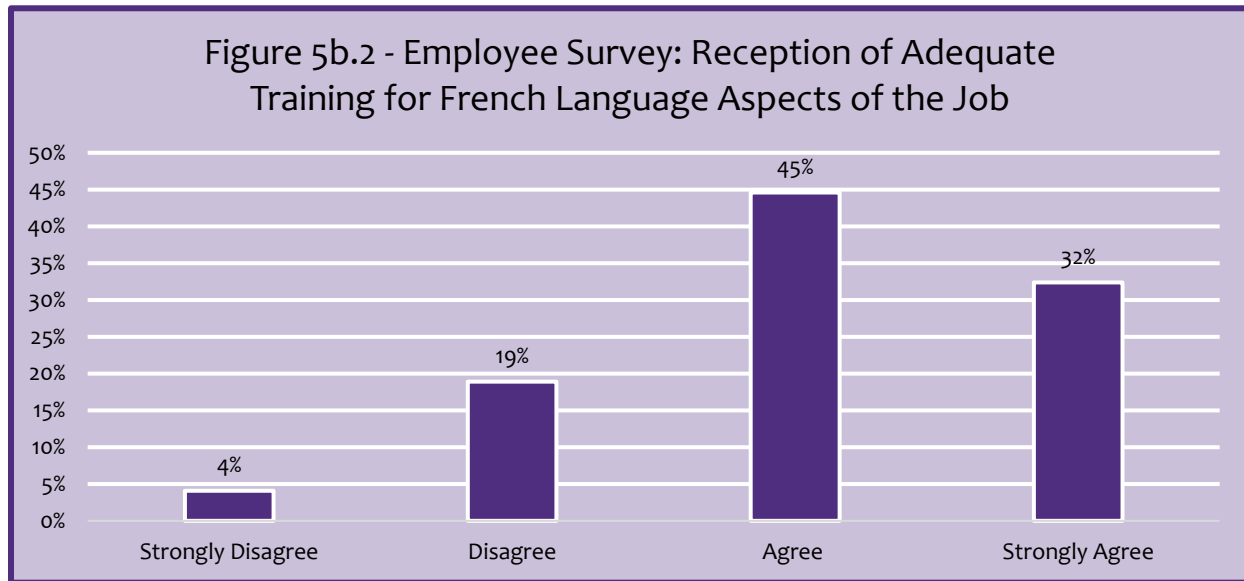
Finding 5b.2 – 77% of GNWT employees agree or strongly agree that they receive adequate training for French language aspects of their job.

In response to the Employee Survey, 77% of employees **agree or strongly agree** that they receive adequate training for French language aspects of their job.

This is displayed in the graph below.<sup>68</sup>

<sup>67</sup> 13 out of 13 FLSCs responded to this survey question. Note: N/A responses were removed from these graphs because the question does not apply to these respondents. N/A's represented 21 out of 72 responses from the Employee Survey.

<sup>68</sup> 74 GNWT employees responded to this survey question.



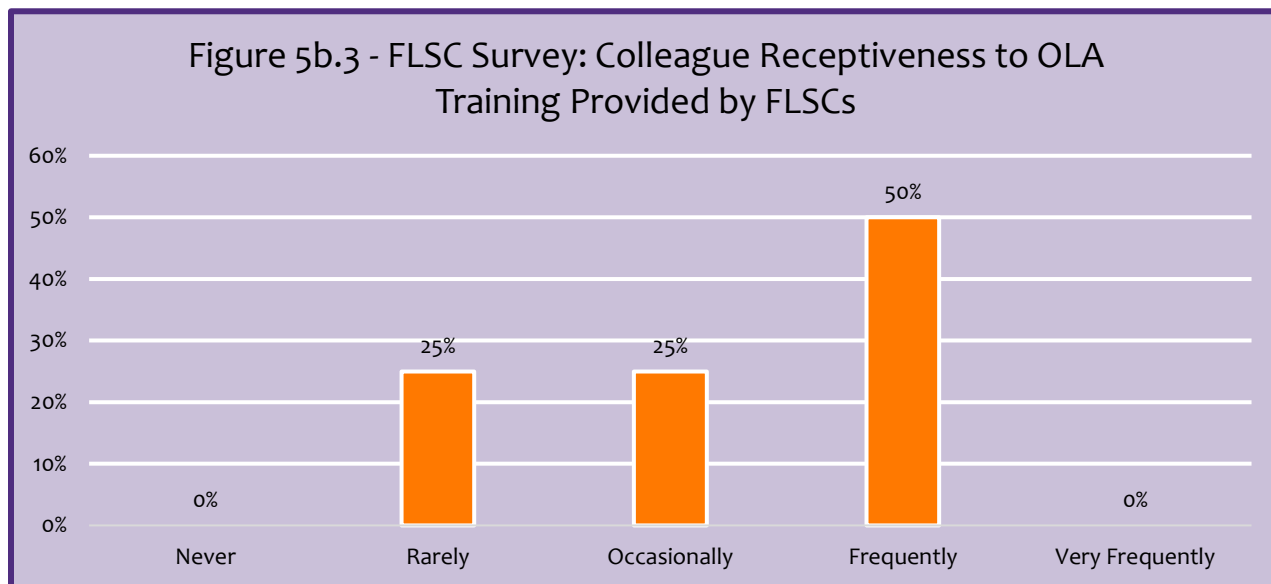
Finding 5b.3 – 50% of FLSCs find colleagues rarely or occasionally receptive to training provided by FLSCs on the Strategic Plan and Official Languages Act.

In response to the FLSC Survey, 50% of FLSCs stated that colleagues are **rarely or occasionally** receptive to orientation and training provided on OLA and the Strategic Plan. This is displayed in the graph below.<sup>69</sup>Some of the insights we received on this included:

- During some the FLSC focus group session and some one-on-one interviews, participants referred to the discomfort surrounding the elevated status of French training and services in relation to that of Aboriginal languages,<sup>70</sup> which may cause a lack of receptiveness towards French-related training. This does not imply a negative attitude towards French language training but rather a sensitivity towards incorporating the nine Aboriginal languages;
- One FLSC mentioned that the timeframe for training shouldn't exceed 45 minutes because attention spans are limited on this subject; and
- Receptivity is limited when active offer training is provided to employees who are involved in highly technical or scientific fields and are not client-facing.

<sup>69</sup> N/A responses were removed to draw conclusions based on FLSCs that have provided OLA training to colleagues. However, it should be noted that N/A responses are peculiar, considering the FLSC responsibility to ensuring orientation and training under the OLA – an N/A response suggests that FLSC's do not provide such training or do not acknowledge colleague receptiveness to such training. N/A responses were obtained for five (5) out of 13 respondents to the FLSC Survey.

<sup>70</sup> This status is a result of the court order



### Analysis of Sub-question 5:

The evaluation noted overall satisfaction with the training and orientation tools provided to FLSCs and Coordinators. The wider challenge identified was related to the ability of the Coordinators to engage employees in training around the delivery of French language communication and services. As mentioned above, there was a mixed reception to active offer training. This reinforces the fact that training strategies should consider the multicultural and multilingual communities within NWT. For example, two (2) FLSCs suggested that telephone active offer can be in English, French and an Aboriginal language of choice.

In some of the interviews held, it was indicated that there is a lack of understanding among employees that French communications and services are a requirement of the court order. While this information alone is unlikely to increase receptivity, it is clear that increasing receptivity for training among employees will require an effective communication strategy that takes into account the multicultural and multilingual nature of NWT.

### 2.3.4 SUB-QUESTION 6 – DID BILINGUAL CAPACITY TO OFFER AND PROVIDE FRENCH COMMUNICATIONS AND SERVICE INCREASE?

Indicators	Data Collection Sources
6a. Number of employees receiving bilingual bonus	6a. Administrative Records Annual Report on Official Languages
6b. Number of words translated	6b. Annual Report on Official Languages
6c. Number of ads in newspapers and radio provided in French	6c. Annual Report on Official Languages

## **6a. Number of Employees Receiving Bilingual Bonus**

### **Background/Context:**

As part of the evaluation of the effectiveness of leaders at all levels in promoting and supporting the vision of the Plan throughout their organizations, the evaluation looked at: the number of employees receiving the bilingual bonus; the eligibility criteria surrounding the bonus; and the type and duration of French language training available.

### **Number of employees receiving the bilingual bonus**

We found at least one (1) document referring to maintaining or increasing the number of employees receiving the bonus. For example, the Revised Action Plan for French Language Services has a target for 2019-2020 to maintain or increase the 2015-2016 baseline on bilingual employees receiving the bilingual bonus and providing French services. Additionally, the NWT Cooperation Agreement for French and Aboriginal Language 2014-15 has a 5-year objective for 2018-2019 to maintain or increase the number of bilingual employees receiving the bilingual bonus and providing French services.<sup>71</sup> The Action Plan for French Language Services (2014-15) states planned actions/measures to identify bilingual employees receiving the bilingual bonus within GNWT and its agencies, and establishes performance indicators based on increasing the number of bilingual employees receiving the bilingual bonus and/or providing French services.<sup>72</sup>

### **Eligibility Criteria**

The bilingual bonus may be provided to GNWT employees who are in positions “required by the Employer to use two (2) or more of the eleven official languages of the NWT”.<sup>73</sup> Bilingual bonus payouts are published in the GNWT Annual Reports on Official Languages.<sup>74</sup>

There are two (2) levels of eligibility criteria—bilingual required and bilingual preferred. Bilingual required is offered where the ability to speak more than one official language is required to provide adequate service. Bilingual preferred may also be offered if the ability to speak a second official language is an asset to the position.<sup>75</sup>

If GNWT employees do not pass the French proficiency test for bilingual positions, Collège Nordique is the provider of “refresher training”. According to section 17 of the HR Policy on the bilingual bonus, “in the case of a French bilingual required position, a language proficiency attainment agreement must be developed outlining what the employee will do and what support will be provided to be evaluated at the required proficiency level within one (1) year”.<sup>76</sup>

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<sup>71</sup> 2014-15 NWT Cooperation Agreement for French and Aboriginal Language, Action Plan for French Language Services

<sup>72</sup> 2014-15 NWT Cooperation Agreement for French and Aboriginal Language, Action Plan for French Language Services

<sup>73</sup> Employees assigned duties of translation and interpretation are not eligible for the bonus. Guidelines apply to all employees except those employed by the NWT Power Corporation and employees represented by the NWTTA bargaining unit. Source: Human Resources Manual, section 1208.

<sup>74</sup> This information was compiled from the Annual Reports on Official Languages for fiscal years 2012-2013, 2013-2014, 2014-2015, 2015-2016, 2016-2017.

<sup>75</sup> 2016-17 GNWT Annual Report, p. 51.



## Findings and Analysis:

### Finding 6a.1 –GNWT has developed and is implementing French language proficiency guidelines.

Through interviews and documentation review, it was noted that a process has been established to develop and implement French proficiency testing, identify and fulfil bilingual positions and integrate such efforts into the recruitment process. We note from the 2016-2017 Annual report that HR had improved the GNWT French language proficiency guideline. This was designed to “assist departments and agencies in determining the level of proficiency required for French Bilingual Required positions and French Bilingual Preferred status”.

The following process is detailed within the 2016-2017 GNWT Annual Report on Official Languages.

#### Figure 6a.1 – 2016-17 GNWT Annual Report on Official Languages

- The HR department worked with the Collège Nordique<sup>77</sup> to first develop and then roll out French language proficiency tests.
- HR took a phased approach to testing GNWT French bilingual staff. HR first identified all bilingual required positions. Subsequently, departments and agencies identified the proficiency levels required for these positions.
- All individuals with bilingual preferred status were also identified.
- All individuals in bilingual required positions have completed testing while more than half of individuals with bilingual preferred status have completed the testing.
- HR has included French language proficiency testing for bilingual competitions into the recruitment process and modified the Human Resources Manual to reflect the changes with French Language Proficiency Assessment.<sup>78</sup>

### Finding 6a.2 – The number and percentage of employees receiving the bilingual bonus has increased over the past 5 years.

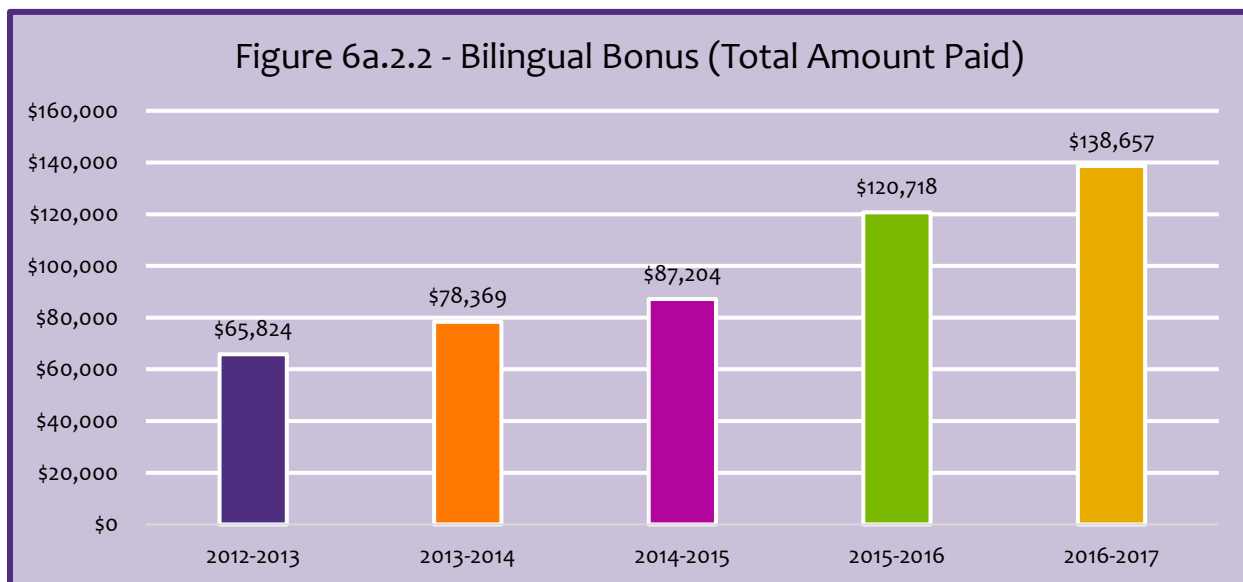
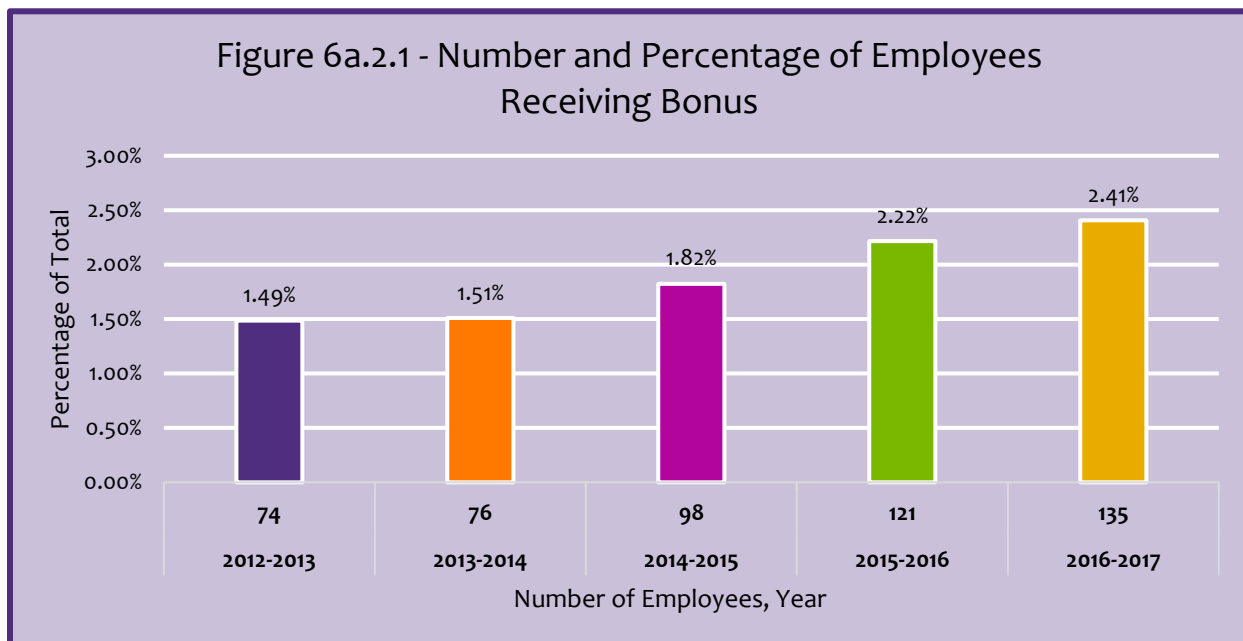
GT reviewed year-over-year data for the number of employees receiving the bilingual bonus. According to the GNWT Annual Reports on Official Languages, the number of employees receiving the bilingual bonus has increased year-over-year from 74 in 2012-2013 to 135 in 2016-2017, as shown below in Figure 6a.2.1.<sup>79</sup> In context of the total number of GNWT employees per year, this is approximately a 1% increase over five (5) years, from 1.49% in 2012-13 to 2.41% in 2016-17.<sup>80</sup>

It should be noted that total amount of bilingual bonus paid has increased from \$65,824 in fiscal year 2012-2013 to \$138,657 in fiscal year 2016-2017. This is presented below in Figure 6a.2.2.

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<sup>79</sup> This information was compiled from the Annual Reports on Official Languages for fiscal years 2012-2013, 2013-2014, 2014-2015, 2015-2016, 2016-2017.

<sup>80</sup> This information was compiled from the Annual Main Estimates for fiscal years 2012-2013, 2013-2014, 2014-2015, 2015-2016, 2016-2017.



Finding 6a.3 – Eligibility criteria for the bilingual bonus remains unclear.

Interviewees indicated that while HR provides information on bilingual bonuses to departments, guidelines around the bonus are not clear throughout all levels of the organization. For example, interviewees explained that:

- There is a lack of clarity regarding the decisions for how people receive the bilingual bonus, who receives it and what the expectations are;
- Guidelines are unclear and there is no communication strategy to promote the bonus to employees; and

- Approval of Training: the HR Policy does not identify a process for approving refresher training requests. Some interviewees mentioned that supervisors approve training requests.<sup>81</sup>

Finding 6a.4 – French language training is not offered to GNWT employees without a prior knowledge of French and is shorter in duration than training offered by other government organizations.

GT requested French language course information from Collège Nordique. Examples of French-language training offered to other government institutions are detailed in the table below.

**Figure 6a.4 – Examples of French Language Training Offered by Collège Nordique**

Customer	Course Name	Course Duration
Federal Government	Federal Government Employee Language Training	25 – 60 hours (over a specified period)
Military	1) AAA Level Group Courses:	450 hours a year (averaging 10 to 12 hours a week)
	2) Individual Courses for Senior Staff	This training occurs on a case-by-case basis. Some examples include: <ul style="list-style-type: none"> <li>60 hours over 2 weeks; and</li> <li>80 hours over 5 months.</li> </ul>
GNWT Employees Language Training (“Refresher”)	1) Beginner (no prior knowledge of French)	Nothing offered
	2) Intermediate	20 hours over 10 weeks
	3) Advanced	10 hours over 10 weeks

“Refresher training” is required when an employee fails to meet the requirements of the standardized evaluation (i.e. the proficiency test) Recently, GNWT expanded eligibility for refresher training to any employee with a basic understanding of French wishing to upgrade his or her French language skills. The bilingual bonus policy<sup>82</sup> does not include standards regarding the number of training hours required for employees to complete prior to retaking the proficiency test. In many cases, language trainees attend 1-2 hours of training per week, which is delivered by Collège Nordique, over a 10-week period (i.e. 10 to 20 hours total). Other Collège Nordique language trainees are provided with French courses that are longer in duration (e.g. 60-450 hours for military courses and 25-60 hours for Federal Government Training).

<sup>81</sup> Source: GNWT Human Resources Manual.

## **6b. Number of Words Translated**

### **Background/Context:**

The Annual Reports on Official Languages list various organizations that conduct French translations at the GNWT, including:

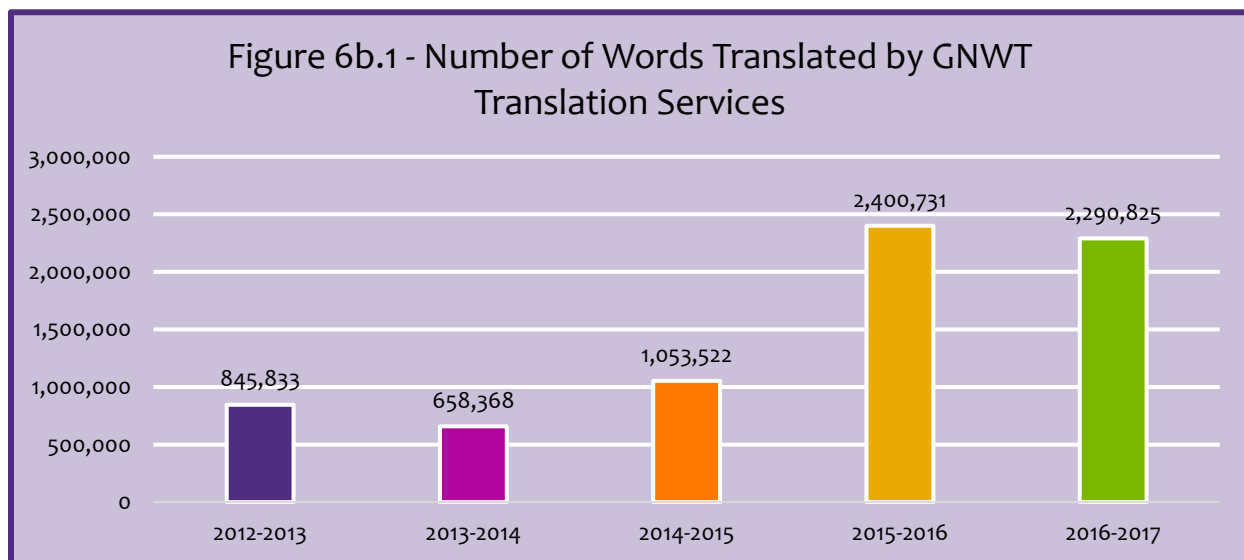
- GNWT French Translation Services (housed in the Secretariat);
- Workers' Safety and Compensation Commission; and
- Justice/Legal Translations Services.

The GNWT Annual Reports on Official Languages publish the number of words translated in French per fiscal year.<sup>83</sup>

### **Findings and Analysis:**

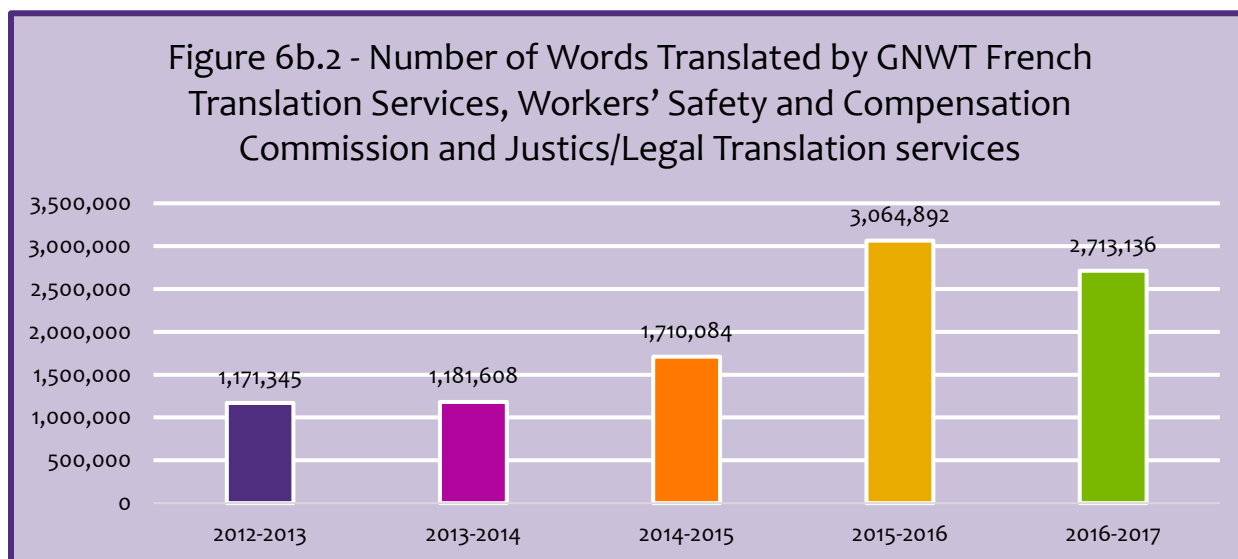
Finding 6b.1 – The number of words translated into French by the GNWT has increased from fiscal year 2012-2013 to 2016-2017.

Number of words translated by GNWT French Translation Services grew from 845,833 words in fiscal year 2012-2013 to 2,290,825 in fiscal year 2016-2017. This is displayed in the graph below.



When also considering Workers' Safety and Compensation Commission and Justice/Legal Translations Services in addition to GNWT French Translation Services, the number of words translated by GNWT French Translation Services grew from 1,171,345 words in fiscal year 2012-2013 to 2,713,136 words in fiscal year 2016-2017. This is displayed in the graph below.

<sup>83</sup> This information was compiled from the Annual Reports on Official Languages for fiscal years 2012-2013, 2013-2014, 2014-2015, 2015-2016, 2016-2017.



The most noteworthy activities related to GNWT French Translation Services in 2016-2017 are detailed in the chart below.

**Figure 6b.3 – 2016-2017 NWT French Translation Services Notable Translation Projects<sup>84</sup>**

Rank	Project Title	Number of Words Translated
1	Job Posters and Job Descriptions	141,003
2	GNWT Mandate and Website Content	74,139
3	NWT Liquor Commission: Manuals and Forms	64,786
4	News Releases	41,028
5	ITI Website Content	31,139
6	iDMV (Online DMV Services) Website Content	29,191
7	DAAIR Website Content	25,191
8	2016 and 2017 Budget Addresses and Related Documents	24,754
9	2016 Homelessness in Yellowknife	14,966
10	Best Beginnings Manual	14,276
11	Healthy Pregnancy, Healthy Baby Manual	13,592
12	Contaminants Fact Sheets	13,299
13	2016 Public Accounts – Section I	13,145
14	Immigrate NWT Website Content and Materials	12,957
15	Roads and Campgrounds Guide	12,407

<sup>84</sup> Note: This list represents the most noteworthy projects, as identified in the Annual Report on Official Languages, and is not a comprehensive list.

## **6c. Number of Ads in Newspapers and Radio Provided in French**

### **Background/Context:**

Section 2.2.2 of the Standards outlines criteria (e.g. significant demand criteria) for French media advertising. Under these criteria, English written newspaper advertisements shall be advertised in French, in a French language newspaper. English broadcast advertisements (e.g. radio, television and other media) in significant demand communities shall be simultaneously advertised in French, in a French language medium, when the advertisement is of interest to the Francophone community.<sup>85</sup>

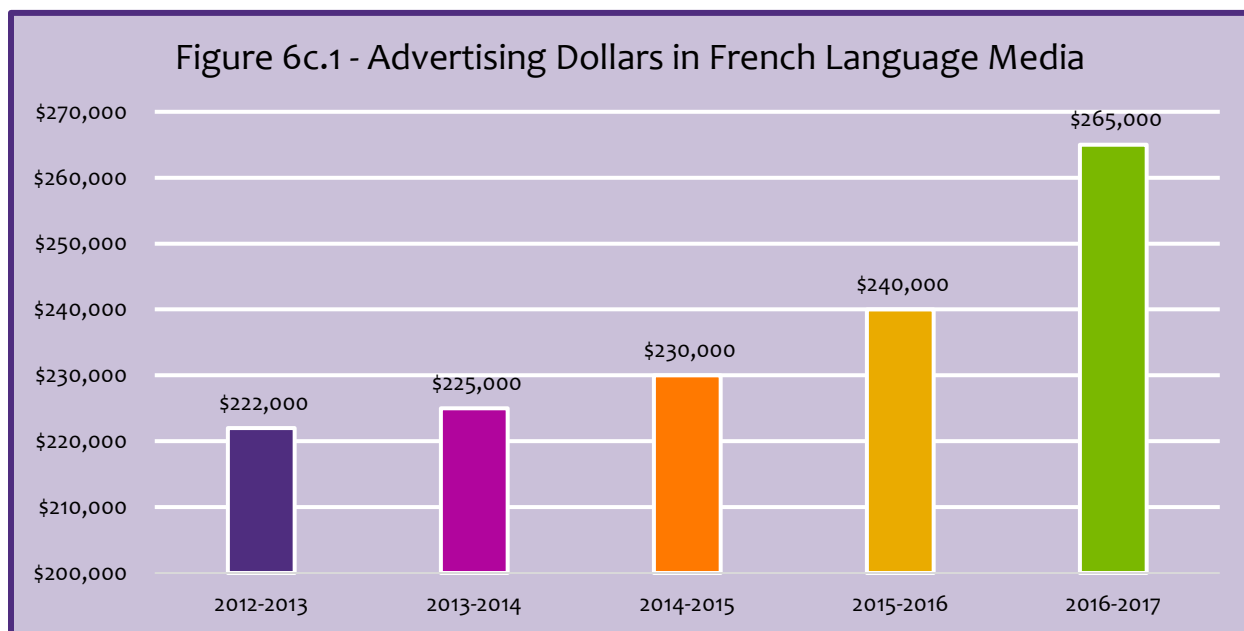
The GNWT Annual Reports on Official Languages indicate the amount of money spent on advertising in French language media per fiscal year.<sup>86</sup> Sources include but are not limited to:

- L'Aquilon (i.e. the NWT's weekly French language newspaper);
- News North, the territorial weekly newspaper; and
- Radio Taïga (i.e. A French language radio station based in Yellowknife).

### **Findings and Analysis:**

Finding 6c.1 – Spending on French advertising has increased since 2012-2013.

Funds spent on French advertising have increased from \$220,000 in fiscal year 2012-2013 to \$265,000 in fiscal year 2016-2017. This is displayed in the graph below.<sup>87</sup>



<sup>85</sup> GNWT Standards for French Communications and Services – Francophone Affairs Secretariat, Second Edition, October 2014.

<sup>86</sup> This information was compiled from the Annual Reports on Official Languages for fiscal years 2012-2013, 2013-2014, 2014-2015, 2015-2016, 2016-2017.

<sup>87</sup> Note: In the Annual Reports on Official Languages, GNWT reported approximate values from 2012-2013 to 2014-2015.

Finding 6c.2 GNWT and the Francophone community have different interpretations related to the advertising provisions of the Standards.

While spending on advertising in the French language media has increased since fiscal year 2012-2013, GNWT and the Francophone community have different interpretations related to the advertising provisions of the Standards.

For example:

- French advertisements included in L'Aquilon, the French-language weekly newspaper, are often smaller in size and are displayed in black and white<sup>88</sup> rather than in colour as compared to advertisements included in English language newspapers; and
- Radio ads are not always placed in Radio Taïga. GNWT employees explained that while Radio Taïga only has coverage in Yellowknife, targeting advertisements to communities on other radio stations may be more effective at times.

This has led to complaints being addressed to FLSCs by members of the Francophone community.

**Analysis of Sub-question 6:**

Progress has been made in increasing the number of French-speaking civil servants receiving the bilingual bonus as well as developing proficiency guidelines for French language communications and services.

The bilingual bonus is provided only to those employees who are designated as bilingual required or bilingual preferred. That is why clear eligibility guidelines are essential. The absence of clear guidelines may cause resentment among employees.

As mentioned earlier, the environment around the provision of French communications and services has fundamentally changed since 2012. Where the 2012 Strategic Plan was focused on compliance with the court order, the next iteration of the plan may wish to focus more proactively on how to create and sustain a multilingual environment in the NWT in which French is an essential but not exclusive component.

In that regard, GT also noted that while there were targets for bilingual positions in most of the departmental operating plans, no evidence was found of GNWT-wide targets. Beyond providing bilingual staff for points of service, it is not clear what the GNWT's strategy is for strengthening and sustaining its multilingual environment, including French.

When GT was conducting its evaluation interviews, we were advised that French training offered by GNWT was exclusively for those who could not pass the proficiency test for bilingual essential or preferred positions. This policy had been changed so that any GNWT employee can choose to sign up for this "refresher" training. The next iteration of this training will be for 1.5 hours per week over a period of 10 weeks.

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<sup>88</sup> For instance, ads may be included in black and white in L'Aquilon versus within an English newspaper.

GT was advised that the current test administered by GNWT assumes a high level of French proficiency. Employees who do not pass the test have only refresher training as the sole option for remediation.

This section includes metrics focused on increased output that do not necessarily speak to improved outcomes. This includes the number of words translated and the number of ads in newspapers and radio provided in French. Both metrics have increased. With respect to the latter however, the lack of clarity around the application of the standards involves members of the Francophone community that are interested parties in advertising. This has led to numerous telephone calls to various departments and agencies by members of the Francophone community.

This is another example of a Standard that should be clarified. For example, if an ad is placed in colour in an English newspaper is it necessary for the ad to be placed in colour in a French newspaper? Should the size of the ad be the same?

### 2.3.5 CONCLUSION

There is consensus that French language communications and services capacity has increased since the implementation of the Strategic Plan. There is a high employee satisfaction rate with the Secretariat. However, capacity is constrained by: lack of clarity around the Bilingual Bonus; limited opportunities for French language training; unclear FLCS Standards; and limited employee receptiveness to FLCS training. Capacity is also limited by: the part-time status of FLSCs; limited working partnerships (addressed in evaluation question 1); and limited monitoring and evaluation capacity (addressed in evaluation question 4).

#### Evaluation Question 2: Recommendation

##### **Standards for French Language Communications and Services**

- The Secretariat should conduct a comprehensive review and revision of the Standards to reduce the lack of clarity.

##### **Employee Receptiveness to FLSC Training**

- The GNWT should offer awareness training for GNWT employees to demonstrate the importance of French language services within the GNWT.

##### **Eligibility for the Bilingual Bonus**

- GNWT should clarify the bilingual bonus policy and communicate this policy to all staff.
- GNWT should strengthen its bilingual bonus program, to provide the bonus to all bilingual staff as opposed to staff serving points of service. This should serve to strengthen the culture of French bilingualism in NWT.
- Recognizing cost constraints, GNWT may explore providing the bonus to all bilingual staff as part of future funding agreements with the Government of Canada, both in relation to funding for Francophone and Aboriginal languages.

##### **French Language Training**

- The GNWT should explore options to increase French training offerings and align the length of training with government institutions in other jurisdictions, such as the Government of Canada.



### Spending on French advertising

- Include provisions related to advertising in the overall review of the Standards and consult the Francophone community in this regard.

## 2.4 Key Findings: Evaluation Question 3

### Evaluation Question 3: How valuable was the Strategic Plan to the Francophone community

#### 9.5.2 SUB-QUESTION 7 – TO WHAT EXTENT HAS THE IMPLEMENTATION OF THE STRATEGIC PLAN INCREASED THE AVAILABILITY AND ACCESSIBILITY OF COMMUNICATIONS AND SERVICES IN FRENCH TO THE FRANCOPHONE COMMUNITY?

Indicator	Data Collection Source
7a. Perceived level of GNWT response by the Francophone community	7a. Operating and Monitoring Plans, consultation priority areas, court ruling, interviews with community leaders/representatives
7b. Active offer at government locations	7b. Audit
7c. Number of Points of Public Service in French achieved	7c. Community survey
7d. Level of availability and accessibility of communications and services in French	7d. List of Points of Public Service in French, audit results, interviews with community leaders/representatives

#### 7a. Perceived level of GNWT response by the Francophone community

##### Background/Context:

The Strategic Plan includes an introductory section that outlines the following:

*“French is an Official Language in the Northwest Territories and the Government of the Northwest Territories recognizes the Francophone language community as an important component of Northwest Territories society and contributor to its social, economic and cultural development. In recognition of this, and that Official Languages have equality of status and equal rights and privileges, the Government of the Northwest Territories has created its Strategic Plan on French Language Communication and Services to guide its departments, boards and agencies in the development, provision and offer of French language services to the Francophone community”.*

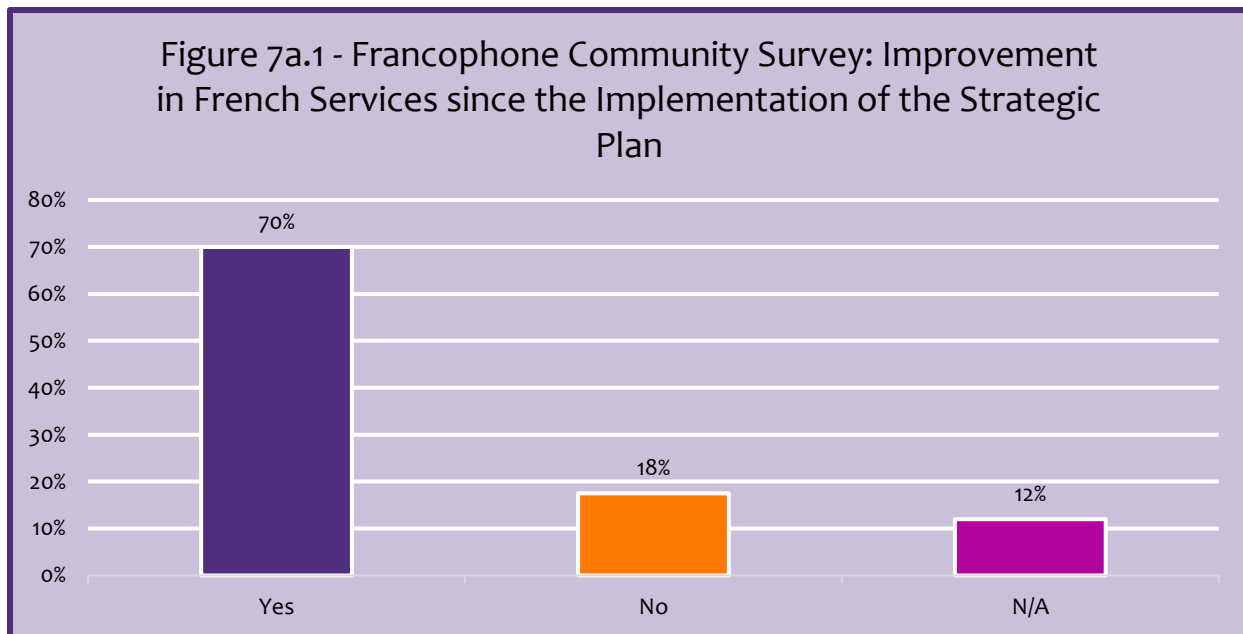
To evaluate the Francophone community’s perception of GNWT’s response to the Strategic Plan, GT conducted interviews, a focus group session and a survey released to 40 members of the Francophone community.

## Findings and Analysis:

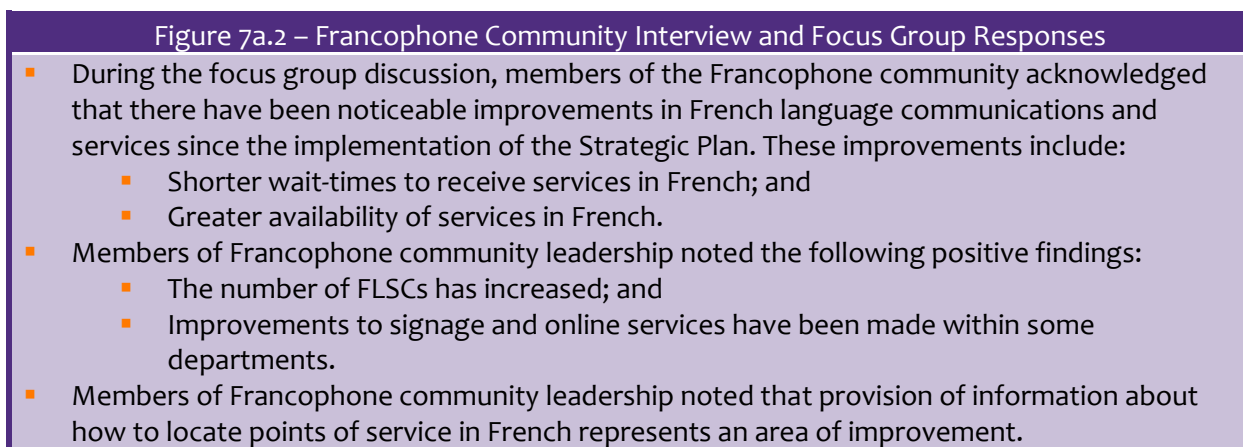
Finding 7a.1 –70% Members of Francophone community members acknowledge that improvements have been made to the level of French communications and services since the implementation of the Strategic Plan.

According to Francophone community survey responses, 70% of members of the Francophone community<sup>89</sup> noted improved communications and services in French since the implementation of the Strategic Plan.

This is outlined in the graph below.<sup>90</sup>



Interviews and focus group discussions with the Francophone community identified areas of strength and improvement, as outlined in the table below.



<sup>89</sup> GT obtained 40 survey responses to this question.

<sup>90</sup> 40 members of the Francophone community responded to this survey question. N/A represents members of the Francophone community that do not receive French services.

## **7b. Active offer at Government Locations**

### **Background/Context:**

Active offer is “a way of greeting the public which informs them that they are welcome to communicate with the GNWT in either English or French when seeing information or advice. An active offer can be a sign, a personal greeting or a recorded message”.<sup>91</sup>

Through the Audit of GNWT French language communications and services, GT tested whether the following types of active offer services were consistently provided at the following types of GNWT points of service:

- In-person;
- Telephone calls;
- Voicemail;
- Auto-attendants; and
- Emails.

These tests were conducted in the Health, Justice, Housing Corporation, Finance (Taxation) and Special Services departments.

### **Findings and Analysis:**

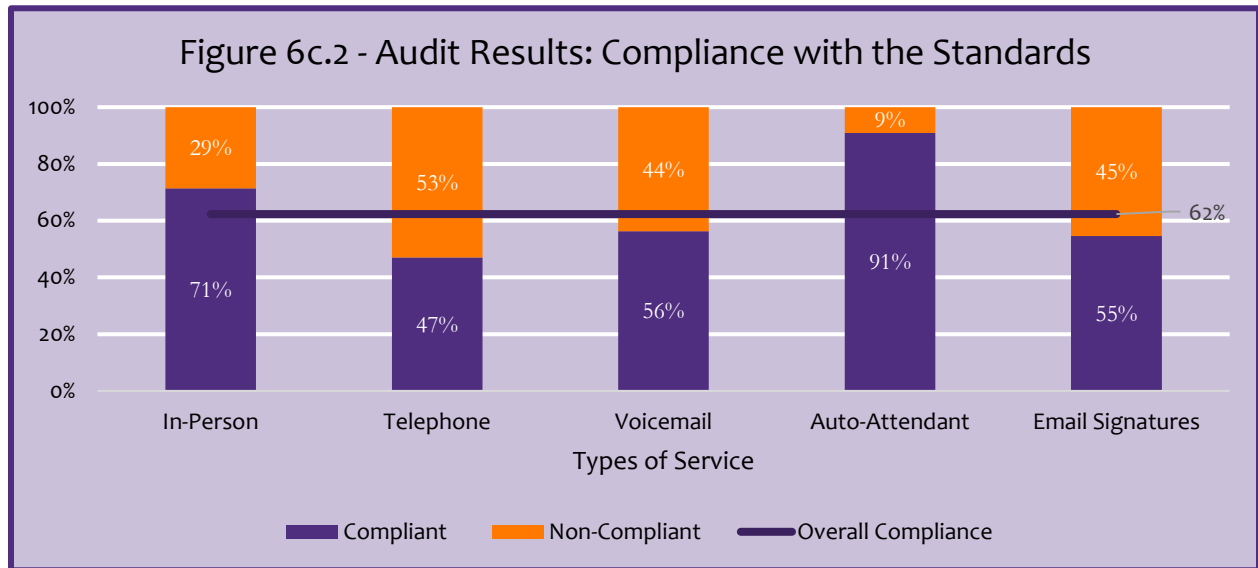
Finding 7b.1 – GNWT meets the active offer Standards at points of service 62% of the time.

GT’s Audit of the Strategic Plan<sup>92</sup> determined that the overall compliance rate with active offer standards was 62%. The compliance rate for in-person active offer, denoted by the presence of active offer posters, was 71%. However, the audit found lower compliance rates for active offer telephone greetings (47%), voicemail (56%) and email signatures (55%). This is displayed in the graph below.

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<sup>91</sup> Government of Northwest Territories, [Active offer of French language service: A quick reference guide for front-line staff](#), Yellowknife, July 23, 2015, page 1.

<sup>92</sup> 69 tests were conducted to determine the overall compliance rate. This comprised: 14 tests in-person; 17 tests by telephone; 16 tests on voicemail; 11 tests on the auto-attendant; and 11 tests on email signatures.



## 7c. Number of Points of Public Service in French Achieved

### Background/Context:

The Strategic Plan identifies that FLSCs are responsible for maintaining an inventory of all department and agency points of French language service delivery.<sup>93</sup>

The GNWT provided GT with a document, entitled Points of Public Service in French – GNWT Institutions, which included a self-assessment by each department as to which points of service complied with the Standards in 2013-2014 and projects which points of service will be compliant in 2017-2018.<sup>94</sup>

### Findings and Analysis:

Finding 7c.1 –Based on departmental self-reported figures, the GNWT operates in French at 99% (149 out of 150) points of service. However, based on the audit conducted by GT, this rate is likely much lower.

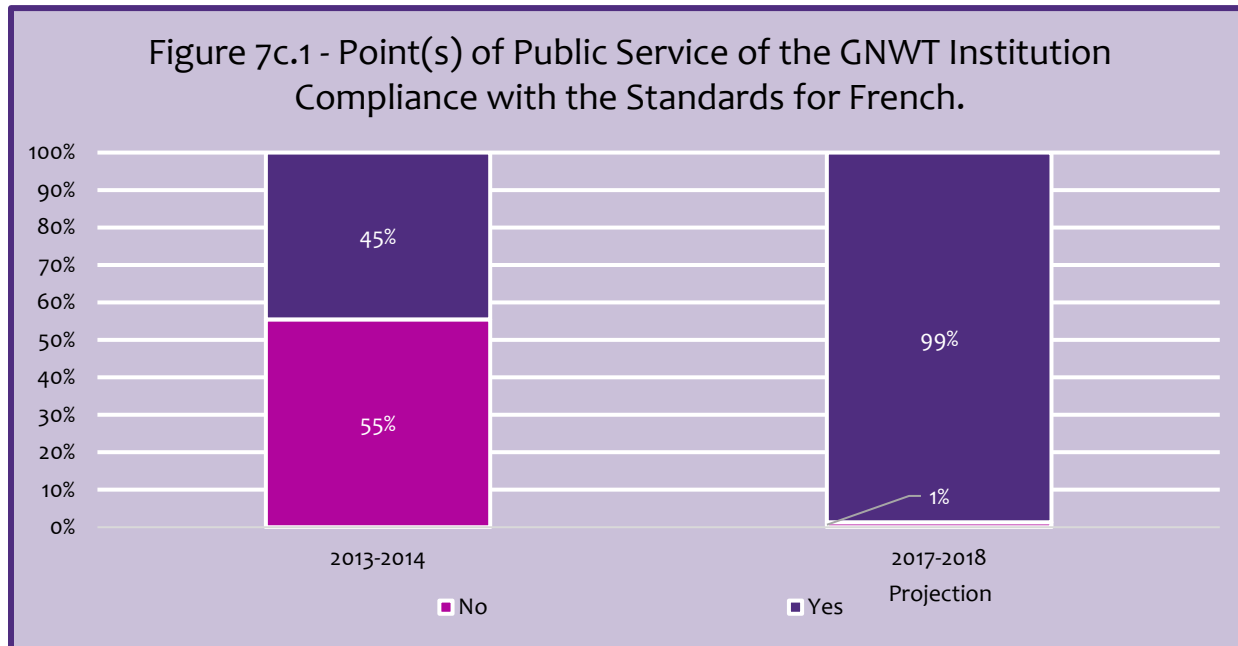
According to the GNWT Points of Public Service in French – GNWT Institutions document:

- GNWT operates 150 separate points of public service across 17 departments;
- In 2013-2014, GNWT ministries self-reported that they were compliant with the Standards for French at 45% (or 68) of points of public service;
- In 2017-2018, GNWT ministries self-reported that they would be compliant with the Standards for French in 2017-2018 at 99% of points of public service. This has not been verified;
- However, based on the audit conducted by GT, addressed by indicator 7c below, a 99% compliance rate is highly unlikely.

<sup>93</sup> Source: GNWT Strategic Plan on French Language Services and Communications, GUIDELINES, PART 1 – ROLES AND RESPONSIBILITIES - 8. French Language Services Coordinators

<sup>94</sup> This document includes 17 GNWT institutions and 150 separate points of service.

This is displayed in the graph below.



#### **7d. Level of Availability and Accessibility of Communications and Services in French**

##### **Background/Context:**

Within the Strategic Plan, the GNWT explains the following service philosophy:

*“The Government believes that its programs and services should be available or accessible in French throughout the NWT via appropriate and practical methods that are adapted to the particular circumstances and needs of the Francophone community. The objective is the effective and continuous delivery of French language services”<sup>95</sup>.*

In addition to this Evaluation, GT was also contracted by GNWT to conduct an Audit of the Strategic Plan<sup>96</sup>, which sought to determine whether GNWT offices were complying with the Standards for French Language Services and Communications. The Standards seek to promote the provision of services in French to the French-speaking community. The audit entailed conducting site visit, telephone, voicemail and website tests and an emergency phone call test with respect to the requirements of the Standards listed in the table below.

**Figure 7d – Standards Tested through the Audit of the Strategic Plan**

- Service Delivery – The ability of first respondent employees to meet the standard for French service delivery either in-person, email or telephone.

<sup>95</sup> Source: GNWT Strategic Plan on French Language Communications and Services, Guidelines - GUIDELINES, PART 2 – SERVICES AND COMMUNICATIONS, October 2012

<sup>96</sup> For more information on the audit, please consult GNWT Audit of French Language Strategic Plan, February 21, 2018.

#### Figure 7d – Standards Tested through the Audit of the Strategic Plan

- Active Offer – The ability to inform the public that they are welcome to make a request in French through active offer posters, bilingual greeting over the telephone, French voicemail or French auto-attendant and email signatures available in French.
- Signage – The existence of indoor and outdoor signage available in French.
- Public Information Material – The circulation and availability of public information in French, such as print-outs / public flyers, on-line employee directories and content on social media and official web-pages.

The scope of the audit was limited to the four (4) significant demand communities, which included Yellowknife, Hay River, Inuvik and Fort Smith. Tests were conducted at the following institutions:

- HSS;
- Justice;
- The Housing Corporation;
- Taxation (Department of Finance); and
- Special Services (Human Rights Commission)

As part of this Evaluation, GT collected data on how often community members were served by a GNWT employee who speaks at least two (2) languages (with one of the languages being French)<sup>97</sup> via the Francophone community survey.

#### Findings and Analysis:

Finding 7d.1 – The Audit of the Strategic Plan determined that 81% of the time, GNWT points of service were compliant with standards for service delivery.

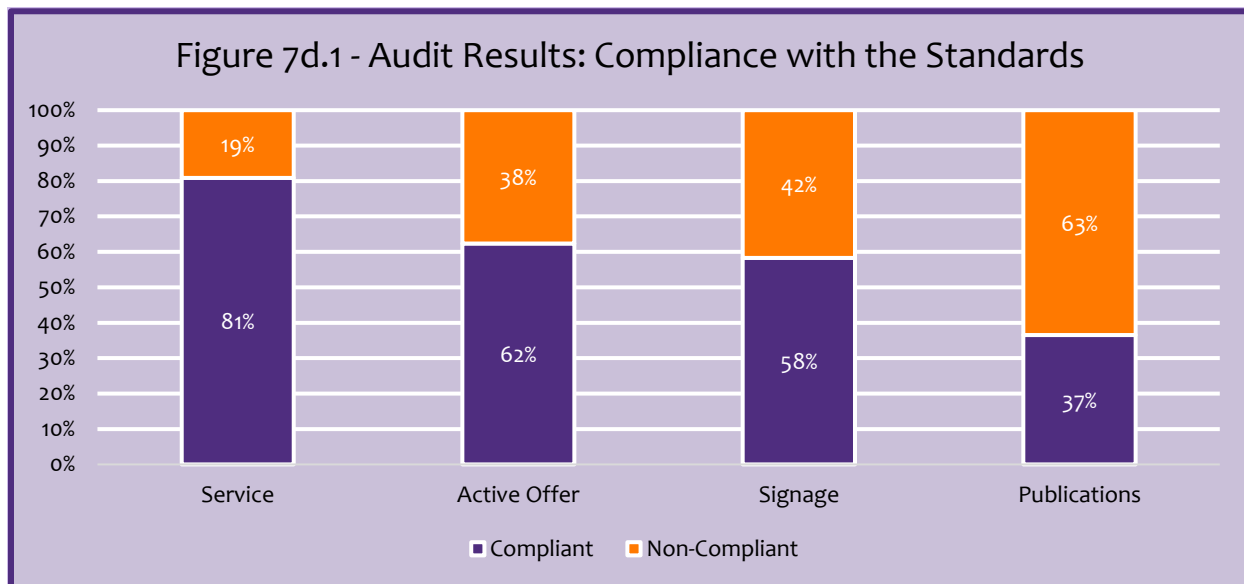
Determined through the audit of the Strategic Plan, GNWT was compliant with the Standards 59% of the time. The overall rate of compliance for the four (4) Standards are:

- 81% for service delivery;
- 62% for active offer;
- 58% for signage; and
- 37% for public information material.

These compliance rates are displayed in the graph below.<sup>98</sup>

<sup>97</sup> Data was collected on four (4) high-volume point of service departments, which include ECE; HSS; Justice; and Infrastructure.

<sup>98</sup> Note the following number of tests was conducted for each standard: 47 for service delivery, 69 for active offer, 36 for signage and 52 for public information material.



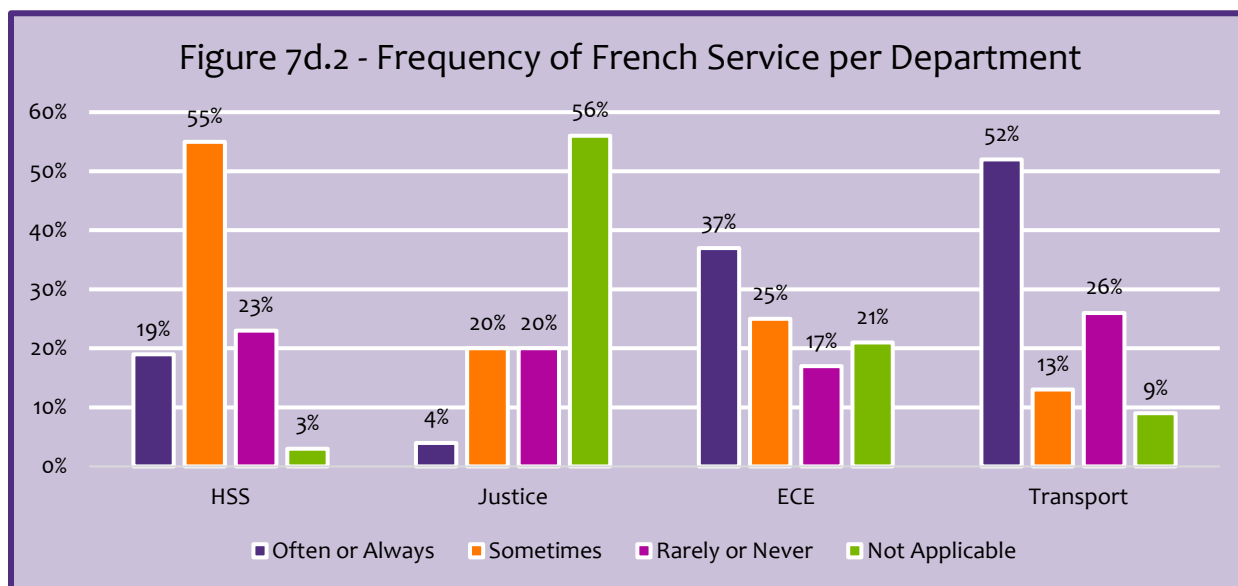
Finding 7d.2 – Level of availability and accessibility of bilingual service varies per department within the GNWT.

As part of the Francophone community survey, GT collected data on how often community members are served by a GNWT employee who speaks at least two (2) languages (with one of those languages being French). Feedback was requested on four (4) GNWT ministries.<sup>99</sup> The most noteworthy findings were as follows:

- 37% of respondents are **often or always** served in French at ECE.
- 52% of respondents are **often or always** served in French at Infrastructure, with another 13% responding that they are sometimes served in French;
- 37% of respondents are **often or always** served in French at HSS, with another 25% stating that they are sometimes served in French;
- Although 55% of respondents are **sometimes** served in French at HSS, only 19% stated that they are often or always served in French.
- Obtaining service in French at Justice is **not applicable** to 56% of respondents.

These findings are outlined in the graph below.

<sup>99</sup> Data was collected on four (4) high-volume point of service ministries, which include ECE; HSS; Justice; and Infrastructure. Number of Francophone community respondents varied from 21 to 31 out of 40 members of the Francophone community, based on the department at question.



Through interviews, focus group meetings and qualitative survey responses, members of the Francophone community identified specific issues with respect to availability and accessibility of French language communications and services in the health and justice sectors.

### Analysis of Sub-question 7:

It is worth reiterating that both interviews and our survey of the Francophone community reinforced the view that there has been improvement in the delivery of French language Communications and services.

We did however note certain opportunities for improvement. First, the government does not have a clear indication as to how many of its points of service operate in French. This is information that has been requested by the Francophone community in the past and could be quite helpful to them from a service perspective. Additionally, having accurate performance metrics related to active offer at points of service is important for the government to know and be able to measure its performance.

Second, there are still variations in departmental performance. Moving forward, the government may wish to consider focusing on reducing these variations, particularly in departments that can affect the lives of residents on a daily basis, such as health, transportation, justice and housing. This could require GNWT to make strategic decisions about the allocation of resources.

However, at present, the government is guided by to the court order rather than by a policy decision. In discussion with senior management, there was consensus that this will need to change. The leadership remains concerned with allocating resources across-the-board in order to comply with the court order. Interviews with government officials at all levels confirmed that this is not sustainable.

Two (2) examples that were brought to our attention in interviews:

- Resources are being allocated to translation of highly technical documents of which readership is extremely limited.



- Having a bilingual administrative support position in a department where there are almost no external clients visiting.

To change this situation, the government will need to seek agreement with the Francophone community to allocate resources strategically.

**2.4.2 SUB-QUESTION 8 – HAS THE QUALITY OF FRENCH LANGUAGE COMMUNICATIONS AND SERVICES PROVIDED TO THE FRANCOPHONE COMMUNITY IMPROVED?**

Indicators	Data Collection Sources
8a. Perception of French language communications and services quality by Francophone community 8b. Number and type of complaints and comments made	8a. Community survey, interviews with community leaders/representatives 8b. Complaints and comments, interviews with community leaders/representatives

**8a. Perception of French Language Communications and Services Quality by the Francophone Community**

**Background/Context:**

In October 2012, the Secretariat held a consultation with the Francophone community on the Strategic Plan. This consultation sought to assist the GNWT departments with their assessment of and prioritization of improvement of French language service offerings. During this consultation, the quality of French language services was an area of emphasis. Participants noted that for the GNWT to exhibit full commitment to the delivery of quality French language communications and services, it must improve its service offering in the areas of signage, verbal greeting, bilingual signatures, translations and voicemail.<sup>100</sup>

GT’s Francophone community survey solicited respondents’ perceptions of the following areas at points of service within four (4) ministries<sup>101</sup>:

- Signalling on active offer greeting/greeting over the phone;
- Provision of services in French;
- Posting in French outside the points of service;
- French posting inside the service points; and
- Bilingual websites.

<sup>100</sup> Francophone Affairs Secretariat (GNWT) Community Consultation on the Strategic Plan on French Language Communications and Service – Facilitator’s Report, n.d.

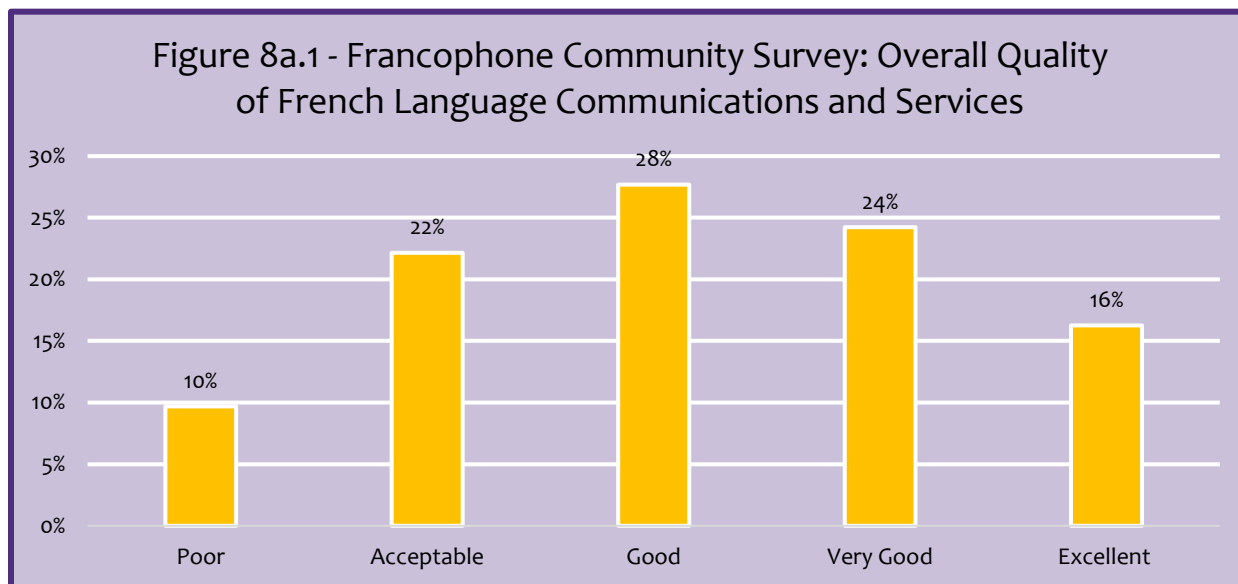
<sup>101</sup> The four (4) ministries included ECE; HSS; Justice; and Infrastructure.

## Findings and Analysis:

Finding 8a.1 – 68% of the Francophone community members found quality of service to be good, very good or excellent.

According to the Francophone community survey, 68% of Francophone community members deemed the quality of service to be good, very good or excellent.

This is displayed in the graph below.<sup>102</sup>



## **8b. Number and Type of Complaints and Comments Lodged by the Francophone Community**

### **Background/Context:**

According to the Strategic Plan, in situations where a member of the public is dissatisfied with the non-availability, incomplete provision or the poor quality of French language services, a formal complaint may be addressed to a department via the Secretariat or departmental FLSC. The Secretariat and the FLSC will work together to conduct the appropriate follow-up for the complaint.

A complaint form, developed by the Secretariat, is to be used to record any formal complaint filed in person, in writing, by e-mail or by phone.<sup>103</sup>

During fiscal year 2016-2017, the Secretariat created a feedback form and began promoting the complaint process more widely to the public.<sup>104</sup>

<sup>102</sup> This graph aggregates 20 survey respondents' responses over 5 points of service types for 4 different departments. This results in 20 x 5 x 4 = 400 data points. 111 out of 400 data points were N/A responses and thus, were removed to produce this graph.

<sup>103</sup> Source: GNWT Strategic Plan on French Language Communications and Services, Guidelines - GUIDELINES, PART 6 – COMMUNITY INPUT – 6B Complaints, October 2012

<sup>104</sup> Source: GNWT 2014-2015 Annual Report on Official Languages.

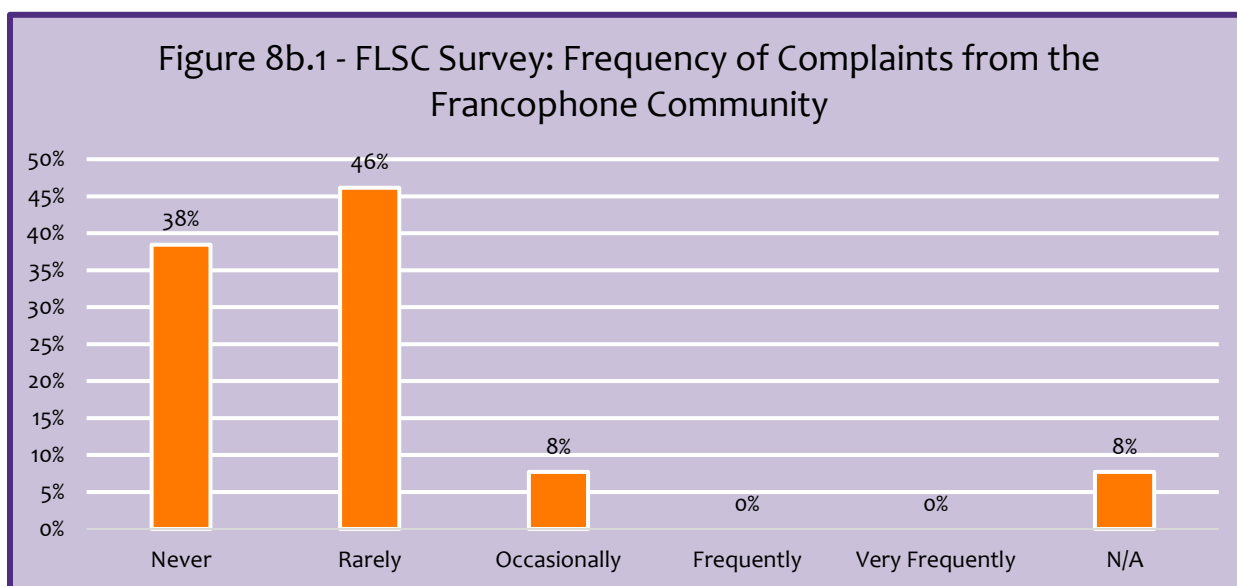
GT also noted that GNWT has a Commissioner of Official Languages that receives complaints related to any of GNWT’s official languages. Although the Commissioner is an independent officer of the Legislature, we looked at whether there is any formal briefing requested by GNWT on the Commissioner’s Annual Report.

### Findings and Analysis:

Finding 8b.1 – While an online complaint form does exist for members of the Francophone community to file complaints, this form is rarely ever used.

According to FLSC Survey, 84% of FLSCs **never or rarely** receive complaints from the public.

This is displayed in the graph below.<sup>105</sup>

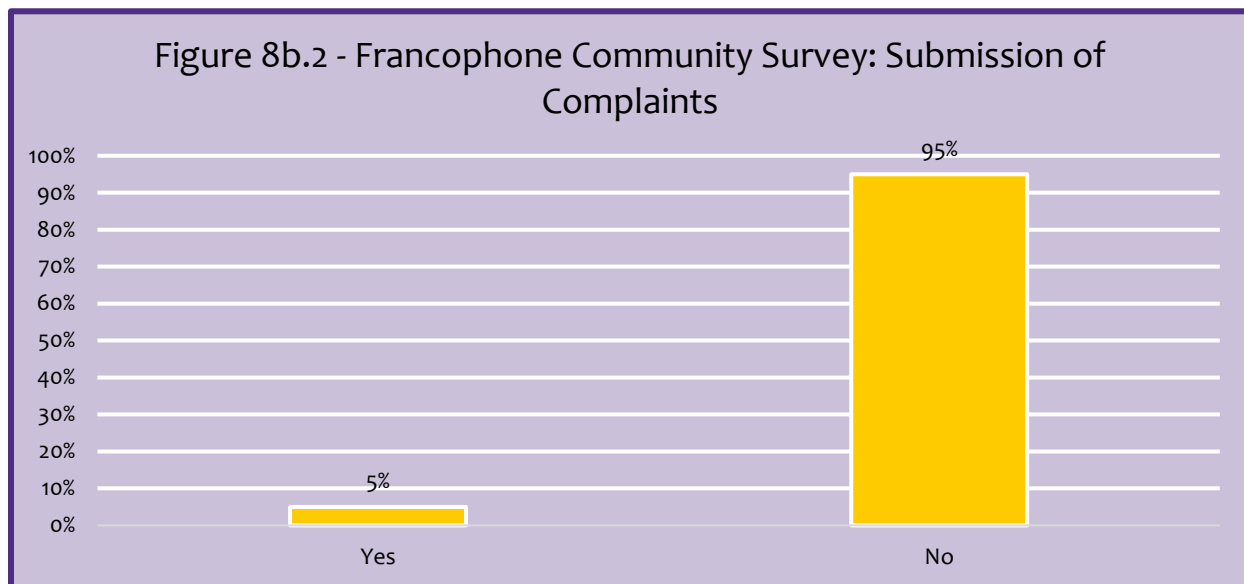


According to the Francophone community survey, only 5% of respondents filed a complaint.

This is displayed in the graph below.<sup>106</sup>

<sup>105</sup> 13 out of 13 FLSCs responded to this survey question.

<sup>106</sup> 21 out of 40 members of the Francophone community responded to this question.



The one (1) survey respondent who filed the complaint (i.e. the 5% represented in the graph above) remarked that it was addressed appropriately.

FLSC and Francophone community focus group discussions and interviews outlined some key findings pertaining to the complaint form, as detailed in the chart below.

**Figure 8b.3 – Complaint Form Issues Discussed during FLSC and Francophone Community Focus Group Discussions and Interviews**

- The complaint form is too long and difficult to find.
- A new mechanism for Francophones to provide quick and continuous feedback is required.
- The lengthy complaint process often deters people from lodging a complaint.

During interviews with members of the Secretariat, it was indicated that the Secretariat has rectified the above-mentioned problems with the form by developing a shorter version. On the Public Feedback page, visitors are presented with two (2) options. The first option allows visitors to provide feedback without a formal reply through a structured online form. Users can provide feedback on the quality of the GNWT's communications and services in French through a series of mandatory and optional questions<sup>107</sup>.

The mandatory questions are the following:

- Please indicate the department you were in contact with (drop-down selection);
- Please describe the service you were looking for;
- Were you seeking service (drop-down selection, specification optional); and
- Was the service provided (drop-down selection, comments optional).

There are then a series of optional questions based on a 3-point scale (Great, Acceptable, Poor, N/A) as follows:

<sup>107</sup> Source : <https://www.ece.gov.nt.ca/en/we-want-your-feedback>

- The signage that directed you to the service;
- The active offer advising you that French service was available;
- The quality of the actual service you received in French; and
- Any information products associated with the service (e.g. forms, brochures, etc.).

Comments can be left to address any of the four bullets identified immediately above.

The second option for visitors that wish to receive a formal reply from GNWT regarding feedback submitted are asked to contact either the Francophone Affairs Secretariat, Services TNO, or the relevant GNWT department, board, or agency to receive an appropriate form.

### **Analysis of Sub-question 8**

As addressed elsewhere in this report, findings from our survey of the francophone Community are generally positive and demonstrate an acknowledgement that significant improvement in Communications and services has occurred since the implementation of the Strategic Plan began. At the same time, there are opportunities for improvement. Some of these issues related to Improvement are dealt with in the analysis of sub-question 8.

With respect to the online Complaint Form, it is noted that there were some delays in deploying the form and that an improved version has now been developed by the Secretariat. While this is a positive development, the government may wish to consider other methods of soliciting feedback that are in line with modern service delivery methods.

Additionally, going back to the analysis discussed in section 2, while formal mechanisms for providing complaints are important, having the coordinators consistently communicating with the Francophone community should provide for multiple points of feedback that can allow for ongoing learning and adjustment. Similarly, having coordinators spend more time at points of service (as is the case with the health and social service system), should serve as a powerful feedback mechanism as coordinators can spend more time consulting with frontline staff about problems that have occurred. This once again points to the importance of a decentralized approach whereby the dialogue about the improvement of communications and services extends beyond a few key individuals in government. The more feedback mechanisms that exist and the timelier information is received, the more opportunities there will be to enhance and improve French language communications and services.

With respect to the Commissioner of Official Languages, GT is apprised of the fact that the Commissioner is an independent body reporting to the Speaker of the Legislative Assembly. However, this does not preclude the government from requesting that a formal briefing be provided by the Commissioner on her Annual Report.

Without multiple mechanisms for Francophone community members to provide feedback, the opportunities for continuous improvement may be missed with respect to the provision of French language communications and services.

### 2.4.3 CONCLUSION

There has been significant improvement in the delivery of French language Communications and services since the development of the Strategic Plan. However, there are still variations in departmental performance that would be best resolved by the strategic allocation of resources.

#### Evaluation Question 3: Recommendation

##### Number of Points of Service in French

- GNWT should implement ongoing monitoring of self-reported statistics to promote validity and accuracy.

##### Levels of Service

- The GNWT should seek to establish a consensus with the Francophone community to allocate GNWT’s limited resources to key sectors that matter most to the Francophone community, such as health, transportation, justice and housing.
- The GNWT should revise the FLSC job description to include responsibility for visiting points of service to observe service availability and provide feedback to senior management.

##### Complaints

- The GNWT should seek to improve the existing complaint form and search for alternative mechanisms to solicit client feedback
- The GNWT should request an annual briefing with the Official Language Commissioner to collaborate on areas of improvement for French language communications and services.

## 2.5 Key Findings: Evaluation Question 4

**Evaluation Question 4:** To what extent has the Monitoring, Evaluation and Accountability (MEA) plan been implemented as intended?

### 2.5.1. SUB-QUESTION 9 – WAS THE ACCOUNTABILITY MATRIX (AM) IMPLEMENTED AS INTENDED?

Indicators	Data Collection Sources
9a. Percentage of indicators monitored	9a. Institution Monitoring Plans
9b. Timeliness of data collection	9b. MEA Plan and Interviews
9c. Timeliness of reporting	9c. MEA Plan and Interviews
9d. Volume of updates provided to Deputy Minister and Minister	9d. MEA Plan and Interviews

#### 9a. Percentage of Indicators Monitored

##### Background/Context:

According to the Strategic Plan, “fulfilling the obligations and meeting the goals of the Government respecting French language communications and services requires a thorough and deliberate

planning, monitoring, reporting and evaluation system at both the Government and department and agency levels”.<sup>108</sup>

The Strategic Plan designates the responsibility to develop and implement these systems to the Minister Responsible for Official Languages. At the same time, the responsible Minister in each department and agency “must ensure the development and implementation of a department and agency system that is compatible and complementary to the overall Government system”.<sup>109</sup>

The Monitoring, Evaluation and Accountability (MEA) Plan, released in 2015, has three (3) main components:

- The monitoring plan, which serves as the road map for the Strategic Plan and identifies the connections between the need for the Strategic Plan, how the Strategic Plan will be implemented, what it intends to achieve, and how that achievement can be measured<sup>110</sup>;
- The evaluation of the Strategic Plan, which will be conducted in the final year of the Strategic Plan<sup>111</sup>; and
- An Accountability Matrix (AM) outlining the responsibilities of the Secretariat, FLSC, Deputy Minister, Monitoring Evaluation Specialist and others in implementing MEA portion of the Strategic Plan<sup>112</sup>.

According to the MEA Plan, “GNWT departments developed operating plans and annual updates to the operating plans in order to implement the Strategic Plan. The operating plans will be reviewed initially and in each subsequent year by the Secretariat”.

To report against the Operating Plan templates, departments submit Institution Monitoring Forms (Monitoring Forms). These forms include annual GNWT institution responses using the Operating Plan template. The Monitoring Forms establish the data collection mechanisms to monitor the progress of the GNWT institutions against the “Primary Actions” “Desired Results” with respect to French language communications and services.

Figure 9a – Fields Included in Monitoring Forms<sup>113</sup>

- GNWT-wide “Primary Actions”;
- GNWT-wide “Desired Results by 2018”;
- Institution specific “Baseline 2013-2014”;
- Institution specific “Target/Activities” for the year monitored;
- Institution specific “Key Monitoring Activities” for the year;
- Institution specific “Results” for the year monitored; and
- Institution specific “Analysis” of results for the year monitored.

<sup>108</sup> Source: GNWT Strategic Plan on French Language Communications and Services, Guidelines - GUIDELINES, PART 4 – PLANNING AND REPORTING, October 2012

<sup>109</sup> Source: GNWT Strategic Plan for French Language Communications and Services, GUIDELINES, PART 4 – PLANNING AND REPORTING, October 2012.

<sup>110</sup> Source: GNWT Strategic Plan on French Language Communications and Services, Monitoring, Evaluation and Accountability Plan, n.d., pg. 6.

<sup>111</sup> Source: GNWT Strategic Plan on French Language Communications and Services, Monitoring, Evaluation and Accountability Plan, n.d., pg. 8.

<sup>112</sup> Source: GNWT Strategic Plan on French Language Communications and Services, Monitoring, Evaluation and Accountability Plan, n.d., pg. 11.

<sup>113</sup> Note: Contents of “GNWT-wide” fields are standard across all departments. Contents of “institution-specific” vary by the institution completing the Monitoring Form.

GT reviewed the Institution Monitoring Reports for fiscal year 2016-2017 of four (4) departments that were noted as high-priority during the Secretariat’s consultation with the Francophone community in October 2012.<sup>114</sup>

The MEA Plan includes a Reporting Schedule for the Monitoring Plan, which is comprised of the following “Monitoring Products”:

- Francophone Community Consultation Reports;
- Institution Monitoring Forms;
- Community Complaints and Feedback Report;
- French Language Communications and Services Employee Feedback Report;
- GNWT Annual Report on Official Languages; and
- Heritage Canada Activity Report.

The Strategic Plan outlines that a complaint form, developed by the Francophone Affairs Secretariat, will be used to record any formal complaint filed in person, in writing, by e-mail or by phone.<sup>115</sup>

### **Findings and Analysis:**

#### Finding 9a.1 – All fields within the Monitoring Forms are not fully completed.

Through the review of Operating Plan templates and Institution Monitoring Forms, there are seven (7) fields that must be reported on in each departmental Institutional Monitoring Form, five (5) of which supplement the standardized Operating Plan template. Upon analyzing the Monitoring Forms of the four (4) selected departments, it was evident that many fields were left blank, or were improperly completed. The most noteworthy findings are as follows:

- “Key Monitoring Activities” fields were not filled out for two (2) out of the four (4) departments; and
- And the “Results for the Fiscal Year” and “Analysis of Results” were not fully completed by all four (4) departments.

#### Finding 9a.2 – The Secretariat-provided template for departmental Operating Plans does not include a set of indicators that must be reported on.

According to the Operating Plan template, departments are required to report on the GNWT-wide “Primary Actions” and “Desired Results by 2018”. However, the Operating Plan template does not include a GNWT-wide set of indicators for the actions and results to be reported on.

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<sup>114</sup> These departments include HSS, Justice, ECE and Infrastructure. Source: Francophone Affairs Secretariat (GNWT) Community Consultation on the Strategic Plan on French Language Communications and Services Facilitator’s Report. n.d.

<sup>115</sup> GNWT Strategic Plan on French Language Communications and Services, GUIDELINES, PART 6 – COMMUNITY INPUT. October 2012.



## **9b. Timeliness of Data Collection**

### **Background/Context:**

Within the MEA Plan, the Accountability Matrix (AM) stipulates that the FLSC and an MEA Specialist are responsible for collecting detailed program, support and service data.<sup>116</sup>

Through interviews, the Secretariat identified three (3) key data collection sources, which include: 1) the Institution Monitoring Forms; 2) GNWT Annual report on Official Languages; and 3) Heritage Canada Activity Report.<sup>117</sup>

### **Findings and Analysis:**

#### **Finding 9b.1 – A process is in place to collect MEA data.**

There is a process in place, managed by the Secretariat, to collect and analyze data on an annual basis. The Secretariat uses an Annual Report Schedule Template that sets out timelines for and tracks the collection of data provided by departments, which is used to populate annual reports, such as the Annual Report on Official Languages and the Heritage Canada Activity Report.<sup>118</sup> The Secretariat described the data collection process as follows:

- Through the Minister, the Secretariat issues an annual call letter<sup>119</sup> to each GNWT department, soliciting Strategic Plan-related French language communications and services data. The Secretariat provides an Institution Operating Plan template, and data is returned by the departments through Institution Monitoring Forms, which are based on the Institution Operating Plan template.
- Based on the information provided, the Secretariat generates the French language portion of the Annual Report on Official Languages, along with the Activity Report to Heritage Canada.<sup>120</sup> The Annual Report on Official Languages is a statutory requirement and the Activity Report to Canadian Heritage<sup>121</sup> is a contractual obligation. Therefore, data must be collected in a timely manner to meet these obligations.

#### **Finding 9b.2 – Even though the MEA Plan refers to an MEA specialist, this role will not be staffed until April 2018.**

In the absence of such a staff member, the Secretariat Executive Director and Planning Facilitators have been fulfilling the MEA Specialist roles with some assistance from PRE. Adding an MEA specialist to the Secretariat will increase the capacity of the Secretariat to engage the Francophone community and provide support to the coordinators.

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<sup>116</sup> Source: *GNWT Strategic Plan on French Language Communications and Services, Monitoring, Evaluation and Accountability Plan*, n.d., pg. 11.

<sup>117</sup> Note: Other “Monitoring Products” outlined in the MEA Plan “Reporting Schedule for the Monitoring Plan” that require data collection include the Francophone Community Consultation Reports, Community Complaints and Feedback Report and FLSC Employee Feedback Report.

<sup>118</sup> Examples of tasks within the process include the report writing period, senior management input and approvals and translation. The last step is tabling of the report by the Minister during a prescribed week.

<sup>119</sup> Call letters are sent each May.

<sup>120</sup> The generation these two (2) reports constitutes a monitoring exercise.

<sup>121</sup> The agreement is called the Canada-NWT Cooperation Agreement for French and Aboriginal Languages in the NWT.

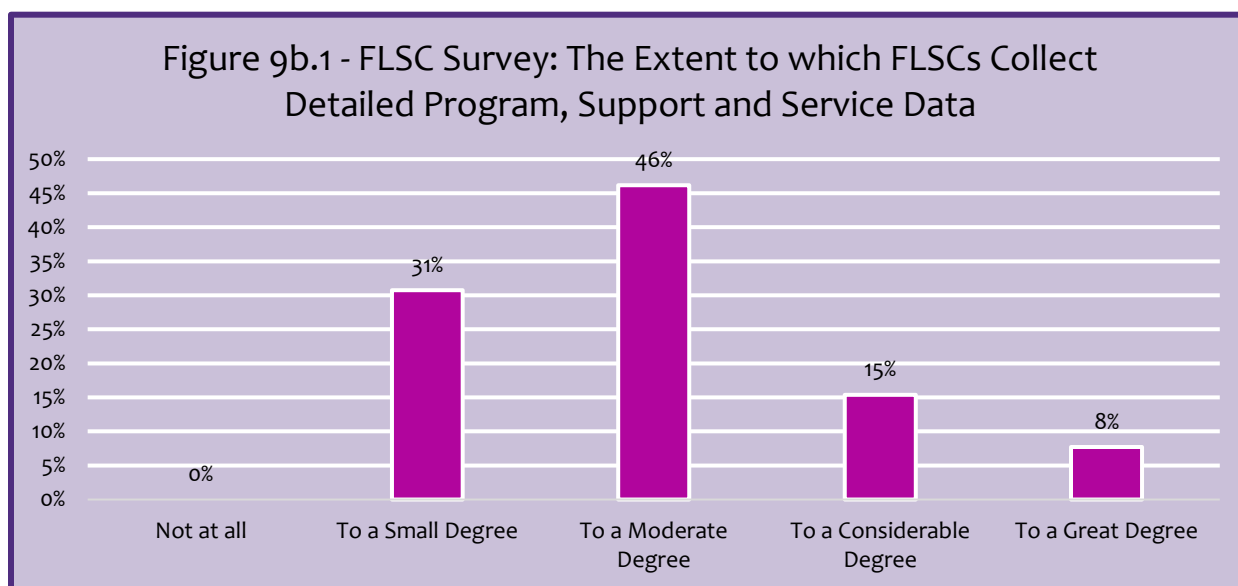
According to interviewees, the MEA Specialist position has not yet been staffed. In the absence of such a position, the following functions have been fulfilled by the Secretariat Executive Director and Planning Facilitators:

- Monitoring Strategic Plan results and resources;
- Tracking MEA Plan data collection requirements; and
- Collecting detailed program, support and service data.

**9b.3 – 77% of FLSCs only fulfill their MEA data collection responsibilities to a small or moderate degree.**

According to the FLSC survey, 77% of FLSCs stated that they only fulfill their MEA responsibility to collect detailed program, support and service data to a **small or moderate degree**.

This is displayed in the graph below.<sup>122</sup>



**9c. Timeliness of Reporting**

**Background/Context:**

The MEA Plan details a reporting structure, which specifies various reports, or “Monitoring Products”, listed in the table below.

Figure 9c – Reporting Schedule for the Monitoring Plan		
Monitoring Product	Purpose and Content	Reporting Frequency

<sup>122</sup> 13 out of 13 FLSCs responded to this survey question.

Figure 9c – Reporting Schedule for the Monitoring Plan		
Francophone Community Consultation Reports	These reports include a summary, action items, areas of improvement and positive feedback from formal and informal community consultations.	Completed within 2 weeks of each consultation
Institution Monitoring Forms	The forms are data collection mechanisms to monitor progress of internal Operating Plans.	Annually within 1 month of fiscal year end
Community Complaints and Feedback Report	This report allows for collection and summary of anonymous community member feedback.	Data is reviewed continuously a report is completed within 2 months of receipt
FLSC Employee Feedback Report	This survey will inform on the adequacy of HR support to bilingual employees (i.e. required and preferred positions).	Annually
GNWT Annual Report on Official Languages	These reports are legal documents that detail French language communications and services activities undertaken and Strategic Plan results accomplished.	Annually, as per legislative requirements
Heritage Canada Activity Report	This report promotes financial accountability to the primary funding body, namely Heritage Canada.	Annually, as per Heritage Canada funding agreement

According to the MEA Plan, FLSCs are responsible for providing program updates and reporting.<sup>123</sup>

### Findings and Analysis:

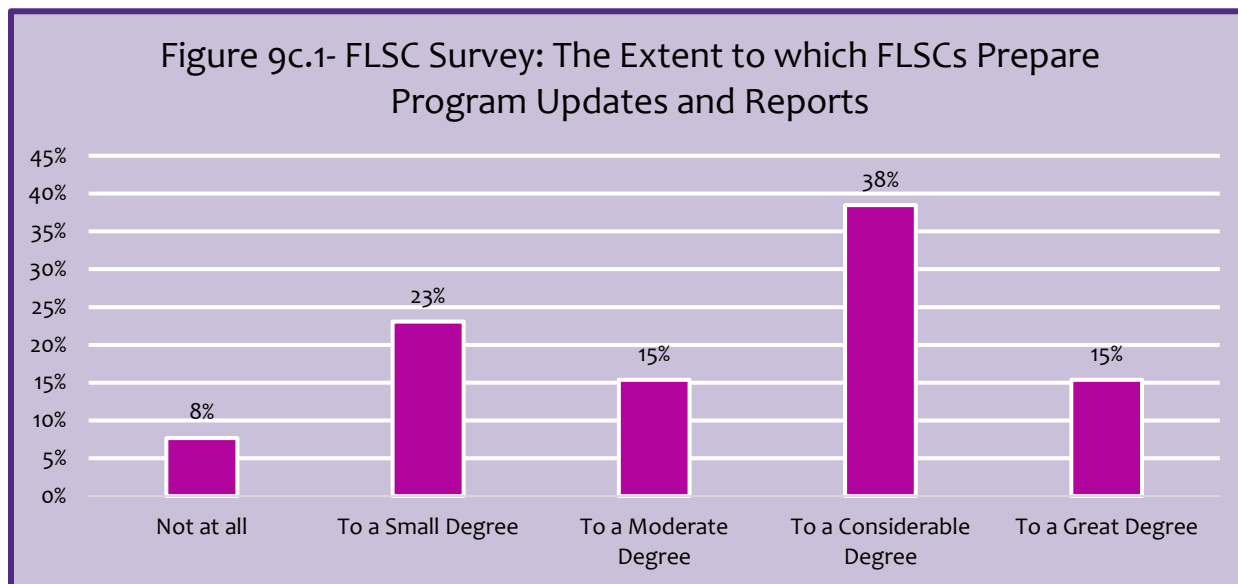
Finding 9c.1 – 46% of FLSCs fulfill their MEA responsibility to prepare program updates or reports to a small or moderate degree or do not fulfill the responsibility at all.

According to the FLSC survey, 46% of FLSCs only fulfill their MEA responsibility to prepare program updates or reports to a **small or moderate degree** or **do not** fulfill the responsibility.

This is displayed in the graph below.<sup>124</sup>

<sup>123</sup> GNWT Strategic Plan on French Language Communications and Services Monitoring, Evaluation and Accountability Plan. N.d.

<sup>124</sup> 13 out of 13 FLSCs responded to this survey question.



Finding 9c.2 – Some MEA-specified Monitoring Products are produced in a timely fashion.

The table below outlines each “Monitoring Product” and “Reporting Frequency”, as outlined in the MEA Plan. The “Timeliness of Reporting” column includes GT’s findings with respect to Monitoring Products and timeliness of reporting. The complaint form is addressed in the next finding.

**Figure 9c.2 – Reporting Schedule for the Monitoring Plan**

Monitoring Product	Reporting Frequency	Timeliness of Reporting
Francophone Community Consultation Reports	<ul style="list-style-type: none"> <li>Completed within 2 weeks of each consultation</li> </ul>	<ul style="list-style-type: none"> <li>Francophone community consultations took place in October 2012 and a consultation report was produced<sup>125</sup>.</li> <li>However, the creation date of this report is not clearly expressed.</li> </ul>
Institution Monitoring Forms	<ul style="list-style-type: none"> <li>Annually within 1 month of fiscal year end</li> </ul>	<ul style="list-style-type: none"> <li>Institution Monitoring Plans do not clearly express a date.</li> <li>However, because they are the primary source of data collection for statutory requirements of the Heritage Activity Reports and the GNWT Annual Reports on Official Languages, the Secretariat explained that these reports must be completed in a timely fashion.</li> </ul>

<sup>125</sup> Source: Francophone Affairs Secretariat (GNWT) Community Consultation on the Strategic Plan on French Language Communications and Services Facilitator’s Report.

Figure 9c.2 – Reporting Schedule for the Monitoring Plan		
Monitoring Product	Reporting Frequency	Timeliness of Reporting
Community Complaints and Feedback Report	<ul style="list-style-type: none"> <li>Data is reviewed continuously</li> <li>Report completed within 2 months of receipt</li> </ul>	<ul style="list-style-type: none"> <li>The Secretariat first released the feedback form in 2016-2017.<sup>126</sup></li> <li>The Secretariat explained that there were delays in launching the online complaints form due a lengthy Access to Information and Protection of Privacy (ATIPP) review.</li> </ul>
French Language Services and Communications Employee Feedback Report	<ul style="list-style-type: none"> <li>Annually</li> </ul>	<ul style="list-style-type: none"> <li>The French Language Services and Communications Employee Feedback Report results from the French Language Services and Communications Employee Survey.</li> <li>The French Language Services and Communications Employee Survey was released in February 2017, while the MEA plan, which stipulates the need for the Employee Survey, was finalized in October 2015. Thus, the survey release was not delayed.</li> </ul>
GNWT Annual Report on Official Languages	<ul style="list-style-type: none"> <li>Annually, as per legislative requirements</li> </ul>	<ul style="list-style-type: none"> <li>Annual Reports on Official Languages do exist for the years examined by GT, namely 2012-2013 to 2016-2017. However, the date of publishing is not clearly displayed on these reports.</li> </ul>
Heritage Canada Activity Report	<ul style="list-style-type: none"> <li>Annually, as per Heritage Canada requirements</li> </ul>	<ul style="list-style-type: none"> <li>The Secretariat explained that these reports are contractual arrangements and consequently, are completed on time.</li> <li>GT was provided with Canada Northwest Territories Agreements on French Language Services and Indigenous Language. Agreements for the following periods: 2013-2014, 2014-2015, 2015-2016 and 2016-2017 to 2019-2020.</li> </ul>

Finding 9c.3 – Implementation of the Online Complaint Form was delayed.

The Online Complaint Form experienced delays in implementation. While the Strategic Plan, released in October 2012, specified the release of a complaint form, the Secretariat first released the feedback

<sup>126</sup> GNWT 2016-2017 Annual Report on Official Languages. Pg. 49

form in 2016-2017.<sup>127</sup> The Secretariat explained that there were delays in launching the online complaint form due a lengthy Access to Information and Privacy (ATIP) review.

#### **9d. Volume of Updates Provided to Deputy Minister and Minister**

##### **Background/Context:**

Within the “Strategic Plan reporting, evaluation, and renewal activities” section of the AM, the MEA plan specifies that the Deputy Minister of ECE and the Secretariat Executive Director are responsible for providing updates to Deputy Minister and Minister.<sup>128</sup>

##### **Findings and Analysis:**

Finding 9d.1 – According to the Secretariat, the ECE Deputy Minister of receives regular updates and there are numerous touchpoints with the Minister on French language communications and services.

The Secretariat explained that the Executive Director of the Secretariat meets regularly with the Deputy Minister. The Deputy Minister of ECE conducts several touchpoints each year relating to French language communications and services, including:

- Preparing the Minister for the Annual meeting between Minister Responsible for Official Languages and FFT;
- Briefing the Minister responsible for ECE when he/she signs the Annual Official Languages Report before tabling the report in the Legislative Assembly; and
- Briefing the Minister on federal, provincial and territorial (FPT) meetings.

Noteworthy findings pertaining to fulfillment of AM responsibilities are further detailed in Appendix C.

##### **Analysis of Sub-question 9:**

The individual monitoring and evaluation plans both contain a large volume of products, not all of which the government has been able to produce. There appears to be a disconnect between the MEA Plan and the capacity of the government to implement it. The gap appears to be between the government’s desire to fulfill its monitoring, evaluation and accountability requirements under its cooperation agreements with the federal government and its actual capacity to implement those requirements.

A further challenge arises because the monitoring and evaluation function that the government takes on as part of its cooperation agreements are not organic. In other words, they are not necessarily going to be the appropriate optimal arrangements for GNWT to engage in continuous learning around French communications and services. If the majority of the government’s MEA resources are spent on attempting to fulfill its requirements under the cooperation agreement rather than developing an MEA system that effectively and efficiently serves the community.

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<sup>127</sup> GNWT 2016-2017 Annual Report on Official Languages. Pg. 49

<sup>128</sup> GNWT Strategic Plan on French Language Communications and Services Monitoring, Evaluation and Accountability Plan. N.d.

As a result, it would be beneficial for the NWT to assess its required monitoring, evaluation and accountability requirements independent of the requirements of cooperation agreements. It can then use these requirements as a basis of discussion and negotiation in future cooperation agreements. This could apply to other cooperation agreements as well.

The fact that the MEA system does not appear to be organic may explain in part why coordinators are not fulfilling their MEA roles to the full extent possible. This may change once an MEA system is viewed not as an external reporting requirement (i.e. to the federal government) but as part of an internal feedback loop to improving the implementation of FLCS. Furthermore, the fulfillment of MEA requirements is yet another reason why the part-time status of coordinators should be re-examined.

### **2.5.2 CONCLUSION**

The GNWT's monitoring, evaluation and reporting capacity is limited and the MEA has only been partially implemented.

#### **Evaluation Question 4: Recommendation**

##### **Data Collection**

- Prior to the development of the new MEA Plan, the GNWT should conduct a strategic review to examine how the MEA process can function more effectively. This process should consider GNWT's limited MEA capacity. The review should also include examination of the frequency of reporting, improvement of existing tools, such as monitoring forms, and incentives to promote robust reporting by departments.
- As the GNWT increases its overall monitoring and evaluation capacity, it should integrate French language communications and services into its operational processes.

##### **Roles and Responsibilities**

- The GNWT should clarify the FLSC role of collecting data and preparing program updates and reports. The GNWT should staff the MEA Specialist position.

## 3.0 APPENDICES

### 3.1 Appendix A: Evaluation Matrix

Questions	Sub-questions	Evaluation Indicators	Data collection sources	Timing for Collection
<b>Leadership and Consultation</b>				
Question 1: How effective were leaders at all levels in promoting and supporting the vision of the Plan throughout their organizations? (4)	1. Did leadership foster a positive attitude towards French language communications and services among employees and was leadership provided at all levels for French communication and services?	1a. Employee perception of management support 1b. Action taken in response to employee survey	1a. Employee survey and FLSC survey 1b. Interviews with staff	1a. Evaluator; once 1b. Evaluator; once
	2. How valuable is the dialogue between community groups, GNWT and other partners?	2a. Number and type of engagement activities 2b. Perceived impact of consultation	2a. Institution Monitoring Plans, surveys, interviews 2b. Francophone community leadership interviews and Francophone community survey.	2a. FLSC; ongoing 2b. Evaluator; once
<b>Capacity</b>				
Question 2: How strong is the capacity of the GNWT to implement the Strategic Plan? (5)	3. To what extent was the integration of French language communications and services into GNWT business planning processes achieved?	3a. Number and type of RFPs and procedures that include French language communications and services	3a. Systematic audits	3a. Audit Bureau; once
	4. Are the documents, tools and support developed and provided by the Francophone Affairs Secretariat responding to the needs of departments and agencies?	4a. Perceived level and appropriateness of Secretariat support 4b. Number and type of tools developed and provided by the Secretariat 4c. Perceived level of user-friendliness of documents and tools	4a. Department/agencies interviews, FLSC Survey, employee survey 4b. Annual Report on Official Languages 4c. Secretariat monitoring report	4a. Evaluator; once 4b. Secretariat; annually 4c. Secretariat; ongoing



Questions	Sub-questions	Evaluation Indicators	Data collection sources	Timing for Collection
	5. Did FLSC and Secretariat employees receive adequate training and preparation to implement the Strategic Plan?	5a. Adequacy of French language communications and services training provided to FLSCs 5b. Adequacy of French language communications and services training provided to employees.	5a. Employee survey, FLSC survey 5b. Student Evaluations, employee survey	5a. Evaluator; once 5b. HR; ongoing
	6. Did bilingual capacity to offer and provide French communications and service increase?	6a. Number of employees receiving bilingual bonus 6b. Number of words translated 6c. Number of ads in newspapers and radio provided in French	6a. Administrative Records; Annual Report on Official Languages 6b. Annual Report on Official Languages 6c. Annual Report on Official Languages	6a. Administrative Records; 6b. Secretariat; annually 6c. Secretariat; annually
<b>Community Access</b>				
Question 3: How valuable was the Strategic Plan to the Francophone community? (1)	7. To what extent has the implementation of the Strategic Plan increased the availability and accessibility of communications and services in French to the Francophone community?	7a. Perceived level of GNWT response by the Francophone community 7b. Active offer at government locations 7c. Number of Points of Public Service in French achieved 7d. Level of availability and accessibility of communications and services in French	7a. Operating and Monitoring Plans, consultation priority areas, court ruling, interviews with community leaders/representatives 7b. Audit 7c. Community survey 7d. List of Points of Public Service in French, audit results, interviews with community leaders/representatives	7a. FLSC; ongoing 7c. Evaluator; once 7d. Secretariat; annually
	8. Has the quality of French language communications and services provided to Francophone community improved?	8a. Perception of French language communications and services quality by Francophone community	8a. Community survey, interviews with community leaders/representatives 8b. Complaints and comments, interviews	8a. Evaluator; once 8b. Secretariat; ongoing 9c. Evaluator; once

Questions	Sub-questions	Evaluation Indicators	Data collection sources	Timing for Collection
		8b. Number and type of complaints and comments made	with community leaders/representatives	
<b>Implementation of MEA Plan</b>				
Question 4: To what extent has the Monitoring, Evaluation, and Accountability (MEA) Plan been implemented as intended? (3)	9. Was the Accountability Matrix (AM) implemented as intended?	9a. Percentage indicators monitored 9b. Timeliness of data collection 9c. Timeliness of reporting 9d. Volume of updates provided to Deputy Minister and Minister	9a. Institution Monitoring Plans 9b. MEA Plan and Interviews 9c. MEA Plan and Interviews 9d. MEA Plan and Interviews	9a. Secretariat; ongoing 9b. Evaluator; once 9c. Evaluator; once 9d. Evaluator; once

### 3.2 Appendix B: List of Interviewees

Interviewee Position	Organization Name
FLSC	Industry, Tourism, and Investment (ITI)
FLSC	Finance and Human Resources (FIN/HR)
FLSC	Infrastructure (INF)
Editor	L'Aquilon Newspaper
Executive Director	Conseil de Développement économique des Territoires du Nord-Ouest (CDÉTNO)
Director	Planning, Research, and Evaluation – Research and Evaluation Unit
DM	Finance (FIN)
Planning Facilitator	Francophone Affairs Secretariat
Director	Executive and Indigenous Affairs (EIA)
DM	Health and Social Services
Executive Director	Collège Nordique
Executive Director	Fédération Franco-Ténoise (FFT)
DM	Education, Culture and Employment (ECE)
Executive Director	Francophone Affairs Secretariat

### 3.3 Appendix C: Accountability Matrix (AM)

Appendix C.1 displays the AM with reference numbers, which correspond to the numbers and analysis in Appendix C.2.

Appendix C.1 - MEA Plan Accountability Matrix <sup>129</sup>					
Responsibilities	Deputy Minister, ECE	Secretariat Executive Director	Program staff at Secretariat	French Language Coordinators	Monitoring and Evaluation Specialist
<b>Oversight and Planning Activities</b>					
Dialogue and share information with ministers	1.				
Monitor Strategic Plan results and resources		2.			3.
<b>Data Collection and Program, Support and Service Reporting Activities</b>					
Track MEA Plan data collection requirements.					4.
Collect detailed program, support and service data				5.	6.
Prepare program updates and reports			7.	8.	
Initiate and manage program reviews.		9.			
<b>Strategic Plan Reporting, Evaluation, and Renewal Activities</b>					
Updates to Deputy Minister and Minister	10.	11.			
Prepare MEA Plan progress and performance reports			12.		
Review and update MEA plan		13.			
Undertake Strategic Plan evaluations		14.			
Maintain repository for reports and MEA documents.			15.		
<b>Appendix C.2 – GT Analysis of Fulfillment of MEA Responsibilities</b>					

<sup>129</sup> GNWT Strategic Plan on French Language Communications and Services, Monitoring, Evaluation and Accountability Plan, n.d., pg. 11

Appendix C.1 - MEA Plan Accountability Matrix <sup>129</sup>					
Responsibilities	Deputy Minister, ECE	Secretariat Executive Director	Program staff at Secretariat	French Language Coordinators	Monitoring and Evaluation Specialist
Reference #	Analysis				
1.	<p>GNWT communicated that the Deputy Minister of ECE conducts a minimum of several touchpoints with the Minister on an annual basis relating to French language communications and services. These touchpoints include:</p> <ul style="list-style-type: none"> <li>▪ Preparing the Minister for the Annual meeting between Minister Responsible for Official Languages and FFT;</li> <li>▪ A briefing when the Minister responsible for ECE signs the Annual Official Languages Report before tabling the report in the Legislative Assembly, which occurs annually; and</li> <li>▪ Briefing the Minister on federal, provincial and territorial (FPT) meetings.</li> </ul>				
2.	<p>There is a process in place, managed by the Secretariat, to collect and analyze data on an annual basis. The Secretariat monitors the Strategic Plan and resources in the following ways:</p> <ul style="list-style-type: none"> <li>▪ The Deputy Minister of ECE sends out an annual call letter<sup>130</sup> to each GNWT department, soliciting Strategic Plan-related French language communications and services data. The Secretariat provides an Institution Operating Plan template, and data is returned through Institution Monitoring Forms, which are based off the Institution Operating Plan template.</li> <li>▪ Based on the information provided, the Secretariat generates the French language portion of the Annual Report on Official Languages, along with the Activity Report to Heritage Canada.<sup>131</sup></li> </ul>				
3.	<ul style="list-style-type: none"> <li>▪ The position of MEA Specialist will be established in 2018-2019</li> <li>▪ In the absence of an MEA Specialist, the position's functions have been fulfilled by the Secretariat Executive Director and Planning Facilitators. This has constrained the Executive Director and Planning Facilitators capacity to provide strategic advice and recommendations to departments and agencies.</li> </ul>				
4.	<ul style="list-style-type: none"> <li>▪ In the absence of an MEA Specialist, the position's functions have been fulfilled by the Secretariat Executive Director and Planning Facilitators. This has constrained the Executive Director and Planning Facilitators' capacity to provide strategic advice and recommendations to departments and agencies.</li> </ul>				
5.	<ul style="list-style-type: none"> <li>▪ During the annual reporting process FLSCs are responsible for supporting the DM and CFO by coordinating data collection within their respective departments. Data is collected via the Institution Monitoring Forms.</li> <li>▪ As outlined in indicator 9b, data is usually collected in a timely manner. However, a few issues exist:</li> </ul>				

<sup>130</sup> Call letters are sent each May.

<sup>131</sup> The generation of these two (2) reports constitutes a monitoring exercise.

Appendix C.1 - MEA Plan Accountability Matrix <sup>129</sup>					
Responsibilities	Deputy Minister, ECE	Secretariat Executive Director	Program staff at Secretariat	French Language Coordinators	Monitoring and Evaluation Specialist
					<ul style="list-style-type: none"> <li>○ FLSCs do not always completely fulfill their MEA responsibility for data collection.</li> <li>○ FLSCs cannot request MEA data from semi-autonomous bodies (e.g. health authorities), which have other many other priorities. This constraint may delay the completion of the department's consolidated report.</li> </ul>
6.					<ul style="list-style-type: none"> <li>■ The position of MEA Specialist currently does not exist.</li> <li>■ In the absence of an MEA Specialist, the position's functions have been fulfilled by the Secretariat Executive Director and Planning Facilitators. This has constrained the Executive Director and Planning Facilitators' capacity to provide strategic advice and recommendations to departments and agencies.</li> </ul>
7.					<ul style="list-style-type: none"> <li>■ The Planning Facilitators are responsible for preparing the Institution Operating Plan templates and Institution Monitoring Forms for their department, namely ECE.</li> </ul>
8.					<ul style="list-style-type: none"> <li>■ The FLSCs complete the Institution Operating Plans and Institution Monitoring Forms for their respective departments.</li> </ul>
9.					<ul style="list-style-type: none"> <li>■ The term "program review" refers to providing strategic advice to the Minister on implementation of the Strategic Plan, which is addressed under item 11 within this table.</li> </ul>
10.					<ul style="list-style-type: none"> <li>■ Please refer to item 1 within this table.</li> </ul>
11.					<ul style="list-style-type: none"> <li>■ The Executive Director of the Secretariat meets with the Deputy Minister of ECE on a regular basis to discuss program updates.</li> <li>■ Please refer to item 1 in this table for updates to the Minister.</li> </ul>
12.					<ul style="list-style-type: none"> <li>■ MEA Plan progress reports will be conducted upon completion of GT's Evaluation of French Language Services and Communications. This endeavour will examine whether the MEA plan is still achieving its purpose or whether modifications are required.</li> </ul>
13.					<ul style="list-style-type: none"> <li>■ The Secretariat plans to review and update the MEA Plan upon completion of GT's Evaluation of French Language Services and Communications.</li> </ul>
14.					<ul style="list-style-type: none"> <li>■ According to the MEA Plan, GT's Evaluation of French Language Services and Communications is the first one scheduled since the release of the Strategic Plan.</li> </ul>
15.					<ul style="list-style-type: none"> <li>■ MEA documents are stored on the SharePoint document repository.</li> </ul>