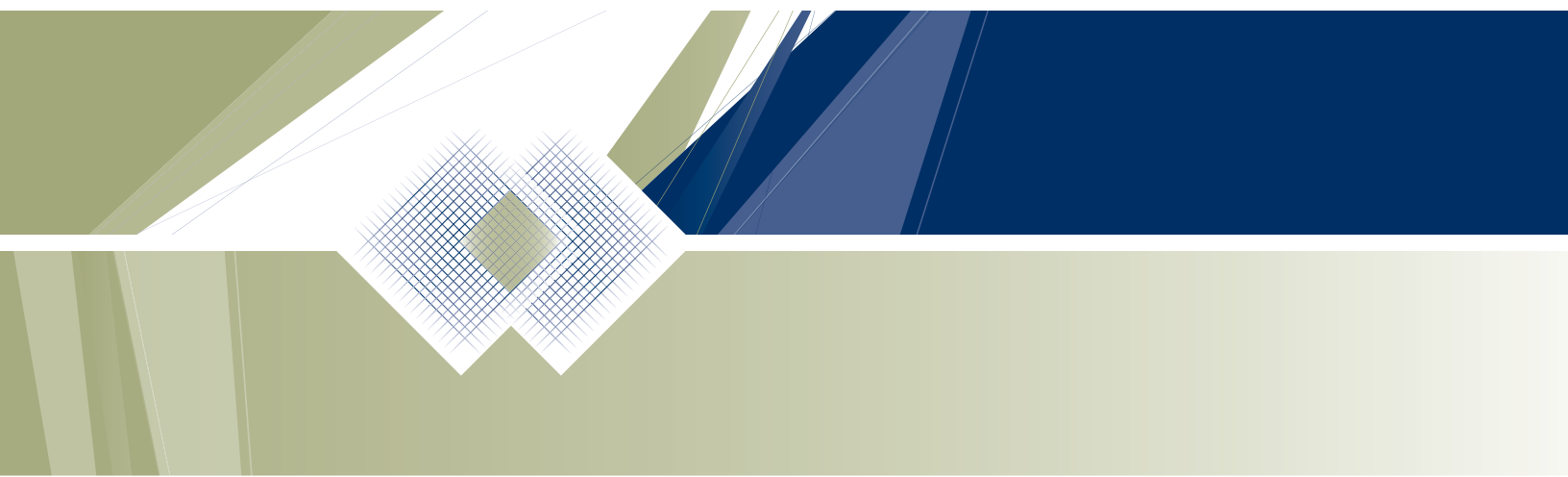




Office of the
Commissioner of
Official Languages

Commissariat
aux langues
officielles

Vitality Indicators for Official Language Minority Communities 1: Francophones in Urban Settings



The Winnipeg Francophone Community

October 2007

Office of the Commissioner of Official Languages. "The Winnipeg Francophone Community", produced during the action-research on: *Vitality Indicators for Official Language Minority Communities 1: Francophones in Urban Settings*. Ottawa: Office of the Commissioner of Official Languages, 2007.

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dial toll-free 1 877 996-6368.
www.ocol-clo.gc.ca

© Minister of Public Works and Government Services Canada 2007
Cat. N°.: SF31-92/1-2-2007
ISBN: 978-0-662-05137-4
OCOL-CLO PP010_2-10-2007

SOCIUS Research and Advisors Consulting conducted the research that led to this study from September to November 2006 (www.marcjohnson.ca).

The other community studies (Halifax and Sudbury) conducted as part of the vitality indicators for official language communities action-research program are available on the Web site of the Office of the Commissioner of Official Languages: www.ocol-clo.gc.ca.

Marc L. Johnson, President of SOCIUS Research and Consulting, directed the project, facilitated the task force and wrote the report.

Léo Robert, of MOSAIK Consultants, helped with the logistics and provided advice.

Task Force:

Normand Boisvert, Outgoing Chair of the Board, St. Boniface General Hospital

Daniel Boucher, Chief Executive Officer, Société franco-manitobaine

Charles Gagné, General Manager, Taché Centre and Foyer Valade, and General Manager, Strategic Planning and Partnerships, St. Boniface General Hospital

Guy Jourdain, Special Advisor, Francophone Affairs Secretariat, Province of Manitoba

Denise Lécuyer, Commissioner of Official Languages' Representative in Winnipeg

Mariette Mulaire, General Manager, Conseil de développement économique des municipalités bilingues du Manitoba

Raymond Poirier, Chair, Maison des artistes

Bintou Sacko, Reception Services Coordinator, Société franco-manitobaine

Ricky G. Richard, Project Manager, Policy and Communications Branch, Office of the Commissioner of Official Languages

Members of the task force participated as individuals and the views expressed do not necessarily represent those of their employers or host organizations.

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Summary Presentation

In the fall of 2006, the Office of the Commissioner of Official Languages initiated a research program on vitality indicators for official language communities in Canada. In the first phase, SOCIUS Research and Consulting conducted three community studies to clarify the concept of vitality. The **objectives** of this action-research were the following:

- Highlight the success factors and best practices in vitality in the selected communities and sectors;
- Identify useful and valid vitality indicators for other official language communities;
- Offer vitality evaluation tools into which these indicators could be included;
- Inform government institutions and communities of the relevance of working toward an ongoing, detailed and enlightening evaluation of vitality.

The community studies looked at Francophone communities in Winnipeg, Sudbury and Halifax*, three cities Statistics Canada describes as census metropolitan areas, with a minority of at least 10,000 people with French as the first official language spoken.

City	Population with French as the first official language spoken	% of the population
Winnipeg	24,855	4.1
Sudbury	43,245	28.2
Halifax	10,200	2.9

Source: Statistics Canada, *2001 Census*

Four specific **sectors** of vitality were the focus of the research to limit its scope: community governance, health care, immigration and access to government services.

Following are a few general comments on the methodology used for these three community studies, followed by a brief description of the results of the Office of the Commissioner of Official Languages. Finally, in conclusion, we propose courses of action to follow up on the research.

1. Research Methodology

These community studies draw on the report entitled *A Sharper View: Evaluating the Vitality of Official Language Communities*,¹ which gives an overall definition of community vitality:

A community's ability to take charge of its development based on several types of resources (demographic, political and legal, social, economic and cultural), that are transformed for the benefit of the community through dynamic leadership.

This report also revealed the importance of a **community evaluation** of vitality, namely an approach through which community organizations define development and vitality objectives for their community in the form of expected outcomes, and evaluate the achievement of these objectives using indicators and a systematic data collection and analysis process. This action-research aims to respond to this need in a practical way. Community evaluation is clearly a tool that helps strengthen community vitality.

However, the community studies presented for this research did not attempt to evaluate the degree of vitality achieved by the three communities in the study, but rather to develop with these communities a tool that would help them conduct a community evaluation of their own vitality.

The research was conducted from a participatory focus, using task forces comprised of individuals who are considered leaders in their communities.

These groups, facilitated by

SOCIUS consultants, contributed to several study components, including the definition of outcomes that reflect community vitality and measurement indicators, as well as the identification of the communities' needs, capacities and best practices in terms of vitality.

¹ Johnson, Marc L., and Paule Doucet. *A Sharper View: Evaluating the Vitality of Official Language Communities*. Ottawa: Office of the Commissioner of Official Languages of Canada, 2006 (online: www.ocol-clo.gc.ca/docs/e/vitality_vitalite_e.pdf).

* The community studies (Winnipeg, Sudbury and Halifax) produced during this action-research on vitality indicators for official language communities are available on the Web site of the Office of the Commissioner of Official Languages: www.ocol-clo.gc.ca.

The development of logic models was the core of the exercise. **Logic models** are flow charts illustrating how a community seeks to attain a given level of vitality. They are the result of a process identifying the community's development objectives in different sectors that contribute to vitality. These objectives are expressed in the form of expected outcomes. For example, for the health care sector, a community may decide that its final outcome is that "the Francophone community is healthy." To achieve this, it defines different areas of activity where action is needed, such as research, delivery of services in French, development of professional resources, etc. The community then specifies the series of expected outcomes linking the actions to be undertaken and the final outcome. Once the logic models have been developed, the community defines indicators to measure the achievement of each outcome, as well as the corresponding sources of information. In practice, this means that different activities of the community or its associations will contribute to a series of expected or achieved outcomes in the longer term. Some activities are mutually reinforcing, while others need to be carried out in sequence to produce given results.

The methodology used does, however, have some **limitations**. Developing logic models that represent the community's development objectives in a given sector is a time-consuming synthesizing exercise that should be extended over a longer period of time in order to obtain a broader consensus on expected outcomes. It was not always easy for participants to accurately separate the features, practices, challenges or objectives of a city as a whole and those specific to the minority Francophone community, or the issues specific to the Francophone community of the selected city compared to those of the Francophone community of the province as a whole. In some cases, local development issues are the same for the majority and the minority. In others, the local community's issues intersect with those of the regional or provincial community. Finally, the overview of the four target sectors in these studies does not provide a full picture of community vitality as a whole. To do so, an exercise covering all dimensions of community vitality (e.g., education, economy, human capital, culture, etc.) needs to be carried out.

2. Community Study Results

The three community studies produced the following results:

- A customized method for community evaluation;
- A list of successes in enhancing community vitality;
- An overview of needs in community evaluation capacity;
- Increased interest in community evaluation;
- Enlightening information for government institutions;
- Practical tools for community evaluation.

2.1. A Customized Method for Community Evaluation

The community studies helped to establish a community evaluation method using logic models and vitality indicators for official language communities. This method is based on the best practices identified in papers on community development evaluation in Canada and abroad, as well as the needs Canadian community organizations express in this area. The method was fine-tuned in cooperation with the task forces from the three communities studied.

The following principles guide this method:²

- **Participation:** It is important to adopt a participatory, inclusive approach for all community stakeholders.
- **Process and outcomes:** The evaluation must deal not only with outcomes, but also processes in order to understand how goals were achieved and what means were used to that end.
- **Indicators:** They serve to measure community vitality using a certain number of key aspects (even though they can never account for the full complexity of a phenomenon such as vitality). Some criteria are used to ensure the optimal use of indicators:

² See here after the short bibliography on community evaluation.

- o Conciseness: Limit the number of aspects and indicators to get a clearer picture of progress;
- o Comparison: Select indicators that can be repeatedly measured;
- o Objectivity and subjectivity: Combine factual indicators and indicators of perception in data collection activities for evaluation purposes;
- o Flexibility: Be able to adapt an evaluation framework with new indicators as needed, to capture ongoing changes.

2.2. A List of Successes in Enhancing Community Vitality

In order to identify the target strategic vitality outcomes for each community studied, it was necessary to review the successes and challenges specific to each one. The challenges are expressed as expected outcomes in the logic models in the corresponding studies. The task forces identified a wide range of successes in enhancing community vitality. These are not practices that research demonstrated to be effective, but successes that reflect the perspective of the players working in the setting where they were achieved. Nevertheless, these lists can be used as reference points for other official language communities.

2.3. An Overview of Needs in Community Evaluation Capacity

A number of recent studies have documented the need to build the evaluation and research capacity of community organizations in Canada.³ Our research team observed that the three communities share these same needs. For example, volunteer organizations often lack the internal capacity, staff, time and money to conduct evaluations. They do not always have access to technology or appropriate methods. Finally, they criticize inconsistency in the terminology funding agencies use, to the extent that some concepts mean different things to different people.

2.4 Increased Interest in Community Evaluation

Even though community evaluation is a challenge for community organizations, concrete interest was still noted

among leaders, specifically in the role community evaluation could have in strengthening their position with funding agencies or in a constructive dialogue.

2.5. Enlightening Information for Government Institutions

The three community studies conducted can raise awareness among various levels of government on the needs and priorities of communities with regard to enhancing their vitality. These studies describe the achievements of communities and the challenges still to be met. The logic models show a series of outcomes that the communities plan to attain and that often involve government institutions. This information should allow different governments to better respond to their moral and legal responsibilities toward official language minorities in their respective areas of jurisdiction.

2.6. Practical Tools for Community Evaluation

These community studies are tools the three communities could use to conduct a community evaluation of their vitality. At the same time, the studies serve as models that can inspire other official language communities that wish to better understand and enhance their vitality.

3. Future Action: Implementing Community Evaluation

As a result of these community studies, it was possible to develop a method and initiate a process of community evaluation in three Francophone minority communities. This pioneering initiative also highlighted the fact that the communities currently lack the capacity and resources to fully benefit from a community evaluation. To create favourable conditions to this end, several courses of action are proposed below. First and foremost, they deal with strengthening communities, then with the government support, communities would be entitled to receive for community evaluation.

³ See Bozzo, 2002; Hall *et al.*, 2003; Hébert *et al.*, 2005; Murray and Bourgeois, 2006.

3.1. Community Capacity

Two courses of action target capacity building for official language communities:

3.1.1. Community evaluation training

Official language communities recognize the importance of participating in community evaluations, and even conducting evaluations themselves, but need to build their research and evaluation capacity to do so. Thus, it would be useful for them to collectively undertake a training and information-sharing initiative. A group project, initiated by one or more representative organizations, would have a better chance of succeeding and reaching a greater number of communities. This project could be reflected in training initiatives, but also in the development and sharing of resources and best practices, specifically through information and communication technologies. From a community-planning standpoint, organizations could certainly benefit from building up their research capacity.

3.1.2. Community evaluation coaching resources

Official language communities would like to participate in a more active community evaluation approach, but community players have neither the time nor the resources required. Stakeholders should be able to access external resources to assist them in this process. When referring to coaching resources, we are thinking of evaluation professionals who are able to train and support community members, as well as perform or review evaluation-related tasks.

3.2. Government Support for Community Evaluation

The various levels of government, specifically institutions working in the sectors studied, should take note of this research. The different logic models are presented as summary tables of community successes and needs to be met. These community studies should also encourage other institutions to work together with communities to develop similar tools. The Office of the Commissioner of Official Languages is already working with some Quebec Anglophone communities to develop a local profile of needs and vitality indicators.⁴

3.2.1. Support for evaluation capacity building among communities

Various levels of government in Canada are required to support the development and enhance the vitality of official language communities. Since these communities are accountable for the government financial support they receive, governments should assist them in building their evaluation capacity. This support could take different forms, such as earmarking part of the grants to organizations for evaluation; funding training and coaching initiatives; and making available the skills of their own research and evaluation professionals.

3.2.2. Shared governance of community vitality evaluation terms and conditions

As official language communities feel responsible for evaluating their vitality and as governments are required to make decisions on the terms and conditions of this evaluation, it would be appropriate for governments to implement shared governance mechanisms so that communities can participate in choosing the indicators and evaluation methods to be used.

3.2.3. Access to more information on official language communities

Since official language communities are considered under the Act as having specific development needs, and since information is required to properly understand these needs, governments should continue to support the expansion of data sources that take into account the linguistic variable in Canada, particularly within local communities. Thus, the post-census survey that Statistics Canada and the Official Languages Secretariat conducted, an excellent initiative in this direction, should be made again at regular intervals to provide longitudinal data on these communities. Other federal institutions should also do more to incorporate linguistic considerations and variables in future studies and research projects.

⁴ A second series of community studies, *Vitality Indicators 2*, was initiated for three Quebec Anglophone communities, in Quebec City, the Eastern Townships and the Lower North Shore.

3.2.4 More open research policies

In terms of research, federal institutions should strive to better plan, coordinate and structure research on official languages and ensure the knowledge is shared with official language communities. The institutions should start by making their research available to the communities and endeavouring to disseminate this knowledge more widely. They should also more systematically incorporate a language or local component in government research to support public policy.

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The Winnipeg Francophone Community

Introduction

This community study reports on research conducted on the Winnipeg Francophone community in the fall of 2006 at the initiative of the Office of the Commissioner of Official Languages. Part of a broader action-research program on vitality indicators of official language communities, its objective is to define vitality indicators for this official language community, and to provide the community with tools to conduct its own evaluation and report on it to governments.

The context of this initiative is described in the following pages (Section 1). An overview of the Winnipeg Francophone community follows (Section 2), as well as a presentation of the indicators the task force selected (Section 3). There are considerations on the information sources that help verify the indicators (Section 4) and the capacity building needs for community evaluation (Section 5). Finally, a community evaluation approach is proposed in the last section (Section 6).

1. Context

1.1. Community Studies

In 2005, the Office of the Commissioner of Official Languages initiated a series of studies and activities aimed at better understanding the issues affecting the vitality of official language communities. After conducting an environmental scan of the research and community vitality evaluation practices,¹ it initiated studies on vitality indicators in three Francophone minority communities.

The research program aims to shed light on the community context in the aftermath of the amendments to the *Official Languages Act* of Canada that Parliament adopted in November 2005. These amendments gave federal institutions greater responsibilities for enhancing the vitality of official language communities. While the communities are very much aware of this right, they are concerned with the challenges they face in enhancing their vitality. To support development and vitality, the communities themselves, along with the institutions, must establish the major factors for vitality, find ways to take action for development and measure the changes over time.

Three Francophone minority communities were chosen for this study: Winnipeg, Manitoba; Sudbury, Ontario; and Halifax, Nova Scotia.² The study of each community, including this one, reports on what is already being done to enhance vitality and attempts to establish evaluation indicators. As community vitality covers a wide array of factors, the Office of the Commissioner decided to first focus on four sectors: community governance, immigration, health care and access to government services. However, these sectors are bound to provide a fragmented view of vitality, which is a much broader phenomenon.

The choice of communities is based on the following rationale: we wanted to study urban Francophone reality in three regions. We selected communities with at least 10,000 Francophones, with varying demographic weights compared with the Anglophone majority. The choice of three communities within census metropolitan areas helped to draw the profile of the different urban areas where other Francophone communities live. Finally, by selecting four identical sectors for the three communities, the study was able to examine the constants and variations of one sector in different regions.

¹ Johnson, Marc L., and Paule Doucet. *A Sharper View: Evaluating the Vitality of Official Language Communities*. Ottawa: Office of the Commissioner of Official Languages of Canada, 2006 (online: www.ocol-clo.gc.ca/docs/e/vitality_vitalite_e.pdf).

² This first series of community vitality indicator studies includes two other community studies available on the Web site of the Office of the Commissioner of Official Languages (www.ocol-clo.gc.ca): The *Halifax Francophone Community* and *The Sudbury Francophone Community*.

City	Population with French as the first official language spoken	% of the population
Winnipeg	24,855	4.1
Sudbury	43,245	28.2
Halifax	10,200	2.9

Source: Statistics Canada, 2001 Census

1.2. Methodology

Research consultants designed and implemented the research methodology. One objective was to create community evaluation tools to serve the communities. A participatory methodology was therefore chosen and a task force composed of community members with recognized experience or expertise in the target sectors was created. Participant selection was based on local sector networks, the advice of researchers specializing in community studies and suggestions from the Office of the Commissioner. Participation was on an individual basis, and the views of participants were solely theirs and did not necessarily reflect those of their employers or host organizations. The task force focused on establishing success factors and best practices for vitality, as well as defining key evaluation indicators. Participants were able to build evaluation capacity and obtain tools to continue evaluating vitality in their communities.

First, the consultants reviewed existing literature on best practices in community vitality evaluation and made an extensive list of expected outcomes and corresponding indicators. The list served as the raw material for the task force's study. At the first meeting, the task force first chose the expected outcomes that would ideally identify significant community vitality in the four target sectors. The outcomes were compiled into a logic model, a flow chart illustrating the connection between activities and expected outcomes over the short, medium and long term. At the second meeting, the task force selected the indicators to evaluate how well expected outcomes were met and discussed the data sources to be used for the community evaluation.

It was on the basis of this work and other data gathered on the Winnipeg Francophone community that the consultants then proceeded to prepare this study.

2. Overview of the Winnipeg Francophone Community

2.1. Population

2.1.1. History

The Winnipeg Francophone community has a long history. Settling at the junction of the Red and Assiboine rivers in the 18th century, the community witnessed Canada's population shift toward the West.³ The community is concentrated in the city of St. Boniface where the main provincial institutions are located St. Vital and St. Norbert. St. Boniface was integrated into the city of Winnipeg in the early 1970s. The Winnipeg Francophone community is rooted in its history and can thus be viewed as a founding community: it is at the centre of Manitoban reality.

2.1.2. Demographics

In 2001, Winnipeg had a population of 24,855 people having French as the first official language spoken, a drop of 1,340 since 1996.⁴ This official language community accounts for 4.1% of the total Winnipeg population of 612,165. It also represents 57.3% of the Francophone community of Manitoba. This high concentration is unique to Manitoba, with the exception of the territories' capitals which have much smaller populations.

³ York University, TFO, Centre d'études acadiennes and Regina University, *Francophonies canadiennes. Identités culturelles*.

⁴ The following data cover Census Division 11 in Manitoba and are drawn from *Highlights: Profiles of Official Language Communities*.

2.1.3. Language

As with other official language communities, maintaining the language is a challenge for Winnipeg Francophones. The Language Continuity Index that compares persons speaking French at home (11,023) with those for whom French is their mother tongue (28,213) was 0.42 for Winnipeg in 2001. The vast majority of Winnipeg Francophones are bilingual (96.8%).

2.1.4. Age

The Winnipeg Francophone population is aging; youth (0 to 14) make up 10.4 %, while seniors (65 and older) account for 19.8% of the population. This situation is unfavourable when compared to the Anglophone majority in the region.

2.1.5. Origins

18.2% of the Winnipeg Francophone population were born outside Manitoba, and 5.5% outside Canada. In comparison with the Anglophone majority of Winnipeg, or even with other Canadian official language communities, the Francophone community appears to be quite homogenous.

2.1.6. Socioeconomic Conditions

The income level of Winnipeg Francophones compares favourably with that of the Anglophone majority, and the education level is virtually the same.

2.2. Organizational Capacity

The Winnipeg Francophone community benefits in some ways from its location in the provincial capital, as most of the Franco-Manitoban organizations' head offices are located there (64, according to the *Annuaire des services en français du Manitoba*),⁵ mainly in St. Boniface, thus increasing the territorial and institutional density of the community.⁶ A multitude of local organizations serve the Francophone community:

Franco-Manitoban community organizations in Winnipeg
Amicale de la francophonie multiculturelle du Manitoba
Association des résidents du Vieux Saint-Boniface
Association étudiante du Collège universitaire de Saint-Boniface
Bureau du tourisme Riel
Caisse populaire de Saint-Boniface
Centre culturel franco-manitobain
Cercle Molière
Chambre de commerce francophone de Saint-Boniface
Collège Louis-Riel
Collège universitaire Saint-Boniface
Corporation de développement économique de Saint-Boniface Inc.
École Christine-Lespérance
École Lacerte
École Précieux-Sang
École Roméo-Dallaire
École Taché
Entreprises Riel Inc
L'Entre-temps des Franco-Manitobaines (Transition centre for abused mothers and families)
Fort Gibraltar – Festival du Voyageur inc.
Foyer Valade (long-term care facility)
Le 100 Nons (musique)
Maison des artistes visuels francophones
Maison Gabrielle-Roy Inc.
Musée de Saint-Boniface
Paroisse catholique de la cathédrale
Paroisse catholique des Saints-Martyrs-Canadiens
Paroisse catholique Notre-Dame-de-l'Assomption à Transcona
Paroisse catholique Saint-Eugène
Société historique de Saint-Boniface
St. Boniface General Hospital
St. Boniface Health Centre
Taché Centre (long-term care facility)

⁵ Société franco-manitobaine, *Annuaire des services en français du Manitoba*.

⁶ We refer, for example to the Société franco-manitobaine, the Economic Development Council for Manitoba Bilingual Municipalities, the Conseil jeunesse provincial, the Conseil de communauté en santé, etc.

There is no federative or umbrella organization that brings together all the Winnipeg Francophone community organizations. Nevertheless, as they are established in this region, the Société franco-manitobaine and other large provincial organizations partly play this role. It should be noted that the Government of Manitoba's 1999 French Language Services Policy recognizes as designated bilingual regions the three Winnipeg Francophone neighbourhoods: St. Boniface, St. Vital and St. Norbert.

2.3. Best Practices by Target Sectors

In the course of the study, the task force attempted to identify some best practices that help enhance the vitality of the Winnipeg Francophone community in the four sectors selected. This section completes the overview of the Winnipeg Francophone community with a list of outstanding best practices.

2.3.1. Community Governance

The discussions about Winnipeg Francophone community governance revealed that the provincial Francophone organizations play a key role. The following best practices were identified in this sector:

- The Société franco-manitobaine plays an **incubator** role in setting up Francophone organizations to meet emerging community needs. For example, when the community identifies a new sector needing intervention, the Société franco-manitobaine takes the leadership role until a group is established and becomes fully self-sufficient.
- The Société franco-manitobaine periodically brings together the main actors involved in issues that require **cooperation** or joint action.
- When a Francophone organization is **vulnerable** for any reason, the other organizations will lend a helping hand to bring it back on course and ensure its sustainability.

2.3.2. Health Care

- The **Collège universitaire de Saint-Boniface** has developed health care professional training programs, in nursing, health care aide and social work. The Collège's participation in the Consortium national de formation en santé strengthens its training capacity.
- The **Conseil communauté en santé** plays a planning and coordination role. Its Winnipeg **resource centre** provides translation services, language training and other resources for all Manitoba health offices, institutions, organizations and programs, including St. Boniface General Hospital, St. Amant Centre, Taché Centre, Foyer Valade and L'Arche Winnipeg.
- The *French Language Services Regulations* enacted pursuant to the *Regional Health Authorities Act* allowed for the bilingual or Francophone designation of some institutions. In Winnipeg, under these regulations, **Foyer Valade** was designated a Francophone long-term care facility and **Taché Centre** was designated a bilingual long-term care facility because of its bilingual board of directors and mandate.
- Some social services are provided by, among others, **Pluri-elle**, a consultation and literacy agency, **L'Entre-temps des Franco-Manitobaines**, a transition house for abused women and families, **St. Amant Centre**, an institutional and community services agency for people with mental disabilities, **Flavie-Laurent Centre**, a centre for people in need.
- The **St. Boniface General Hospital** has joined a partnership with the **Institut de recherche contre les cancers de l'appareil digestif** in Strasbourg, France.
- The **St. Boniface Health Centre** in primary health care, with its fully bilingual staff and board of directors, also plays the role of Health Links.
- The Board of Directors of the **St. Boniface General Hospital** (acute care) decided to identify bilingual positions in its own institution and to procure simultaneous interpretation services (French to English).

2.3.3. Immigration

- Under a federal-provincial-community partnership, the Société franco-manitobaine provides l'**Accueil francophone**, a reception and integrating service for recent newcomers, whether new immigrants or migrants from other provinces. These services are provided at the Bilingual Service Centre of St. Boniface.
- For the first time, the current **Chair of the Société franco-manitobaine** is an immigrant.

2.3.4. Access to Government Services

- The **Bilingual Service Centre of St. Boniface** is a one-stop facility where clients can access the services of various levels of government in both official languages. This initiative is a first in Manitoba in Canada and a model for other provinces and territories.
- An **early childhood and family centre** was created at École Précieux-Sang in St. Boniface by Coalition de la petite enfance. This coalition includes: the Division scolaire franco-manitobaine, the Fédération provinciale des comités de parents du Manitoba, the Société franco-manitobaine and Enfants en santé Manitoba; it receives financial support through the Canada-Manitoba Agreement on French Language Services. The centre provides the French school with a complete range of integrated prenatal to school-age resources and services for all parents.
- **Manitoba Public Insurance** has designated its St. Mary's Road claim centre in Winnipeg as bilingual. It provides service to Francophone clients according to the active offer principle. At present, over half the claim centre staff is bilingual. In time, the centre will become a completely bilingual unit, as unilingual employees retire or are transferred elsewhere.
- The **Manitoba Liquor Control Commission** has designated four of its service points in the Winnipeg region bilingual.

3. Vitality Indicators in the Winnipeg Francophone Community

This section provides a visual representation of the community's needs and priorities using logic models. A logic model, otherwise known as a flow chart, illustrates the links between the objectives or expected outcomes and the efforts made to enhance vitality in a specific sector (e.g., immigration) in a community. For each target sector, it presents the logic model the task force developed and the indicators corresponding to the expected outcomes. In the following logic models, the shaded areas indicate activities, outputs or outcomes already underway. The non-shaded sections of the table indicate remaining challenges.

3.1. Community Governance

The analysis that helped develop a logic model for the community governance sector is based on six aspects illustrated below as areas of activity.

Succession planning: Community governance and leadership renewal first requires that the next generation be committed to and toward its community. The plan is to develop young people's leadership abilities through political and leadership training, as well as a mentoring program. In the short term, we hope to increase youth commitment to Francophone community organizations (Outcome 1). This appears to be one of the major challenges in the community governance sector.

Democratic participation: In a general context, the desired community governance is based on the broadest possible participation of Francophones in the community organizations. This democratic participation should first and foremost take place through the elections and consultations of these organizations. The legitimacy of these processes should be ensured in the short term and the organizations should be accountable for this to the community (Outcome 2).

Cooperation and integrated planning: Existing organizations should cooperate, work together and combine their efforts into an overall planning exercise, which will result in a comprehensive community development plan. In the short term, the mission and activities of organizations should meet the strategic needs of the community (Outcome 3).

Development of new initiatives: The community's changing demographics create new needs and aspirations that must be addressed by other organizations, created through the existing ones. This activity should also make organizations better able to meet community strategic needs (Outcome 3).

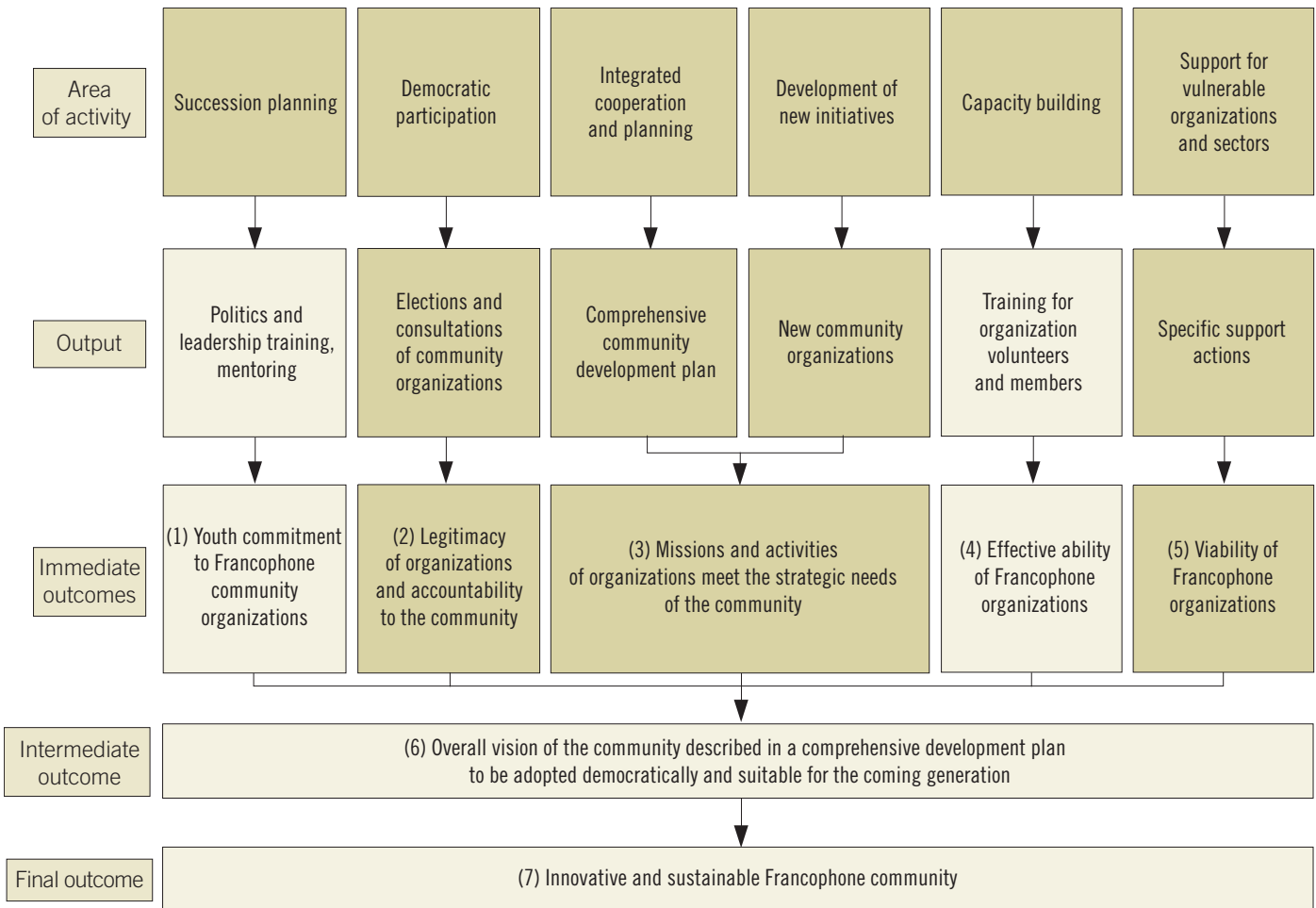
Capacity building: All organizations, volunteers and staff must constantly develop their skills through training. In the short term, the organizations' effective ability to meet their objectives should be enhanced (Outcome 4). This also was raised as one of the major challenges for the community governance sector.

Support for vulnerable organizations and sectors: Any organization may face difficulties in the normal course of its activities. Other organizations should then provide their support and thus help ensure the viability of Francophone organizations (Outcome 5).

Through their combined efforts, the five areas of activity should, in the medium term, help create an overall vision of the community, described in a comprehensive development plan, to be adopted democratically and suitable for the coming generation (Outcome 6).

In the longer term, all these efforts should lead to an innovative and sustainable Francophone community (Outcome 7).

Logic Model: Winnipeg - Community Governance Sector



Evaluation Tool – Community Governance Sector

Expected outcomes	Indicators	Sources
1. Youth commitment to Francophone community organizations	<ul style="list-style-type: none"> a) Average age of board members b) Number of Winnipeg participants in the activities of the Conseil jeunesse provincial (CJP) 	<ul style="list-style-type: none"> a) Organizations' administrative records <u>or</u> organizational survey b) CJP administrative records
2. Legitimacy of organizations and accountability to the community	<ul style="list-style-type: none"> a) Level of coverage of organizations' activities in the English- and French-language media b) Number of participants in organizations' activities c) Number of organization members d) Number of public consultations initiated by the organizations 	<ul style="list-style-type: none"> a) Organizations' administrative records and press clippings <u>or</u> media coverage study b) Organizations' administrative records c) <i>Ibid.</i> d) <i>Ibid.</i> <u>or</u> organizational survey
3. Missions and activities of organizations meet strategic needs of the community	<ul style="list-style-type: none"> a) Amount of research into community needs and expectations b) Shared Francophone community leader opinions on how well the mandate fits the needs c) Number of participants in organizations' activities 	<ul style="list-style-type: none"> a) Literature review b) Community leader survey <u>or</u> literature review c) Organizations' administrative records
4. Effective ability of Francophone organizations	<ul style="list-style-type: none"> a) Strategic objectives clearly established by organizations b) Achievement of the strategic objectives, as shown through evaluation 	<ul style="list-style-type: none"> a) Literature review b) <i>Ibid.</i>
5. Viability of Francophone organizations	<ul style="list-style-type: none"> a) Autonomous organizational status as a given b) Opinion on budget availability to cover organizations' strategic plans c) Number of organization members 	<ul style="list-style-type: none"> a) Checklist b) Community leader survey <u>or</u> literature review c) Organizations' administrative records
6. Overall vision of the community described in a comprehensive development plan to be adopted democratically and suitable for the coming generation	<ul style="list-style-type: none"> a) A comprehensive development plan is in place, accepted through consensus of the various community sectors b) Youth mentioned in each section of the comprehensive development plan c) Youth opinion of consideration of their interests in the comprehensive development plan 	<ul style="list-style-type: none"> a) Checklist <u>or</u> community leader survey b) Literature review c) Youth survey
7. Innovative and sustainable Francophone community	<ul style="list-style-type: none"> a) Number of new needs identified during the comprehensive development plan review b) Number of new solutions identified during the comprehensive development plan review c) Demographic growth rate d) Percentage of Francophones in Winnipeg 	<ul style="list-style-type: none"> a) Literature review b) <i>Ibid.</i> c) Census statistics d) <i>Ibid.</i>

3.2. Health Care

The analysis that led to the development of a logic model for the health care sector focused on four aspects, which are illustrated below as areas of activity.

Participation in the governance of health care

institutions: One condition for equitable health care for the Francophone community is the participation of Francophones in governance of the province's health care institutions. Francophones are thus being considered as possible members of the boards of directors of the main health care institutions to ensure that the community is well-represented and exercises greater influence over these institutions (Outcome 1).

Control of some health care institutions and services:

Some formerly Francophone health care institutions and services should return to Francophone management. Thus, the community as well as health authorities should recognize this Francophone mandate in order to ensure re-appropriation of the strategic institutions and services for the health of Francophones (Outcome 2). This is one main challenge in the health care sector.

Delivery of health care services in French: Generally speaking, many health care institutions and services, as well as positions, should be designated bilingual in order to better respond to clients. In the short term, we expect to see increased demand for and offer of bilingual or Francophone personnel in the health care service sector in Winnipeg (Outcome 3). This is another major challenge in the health care sector.

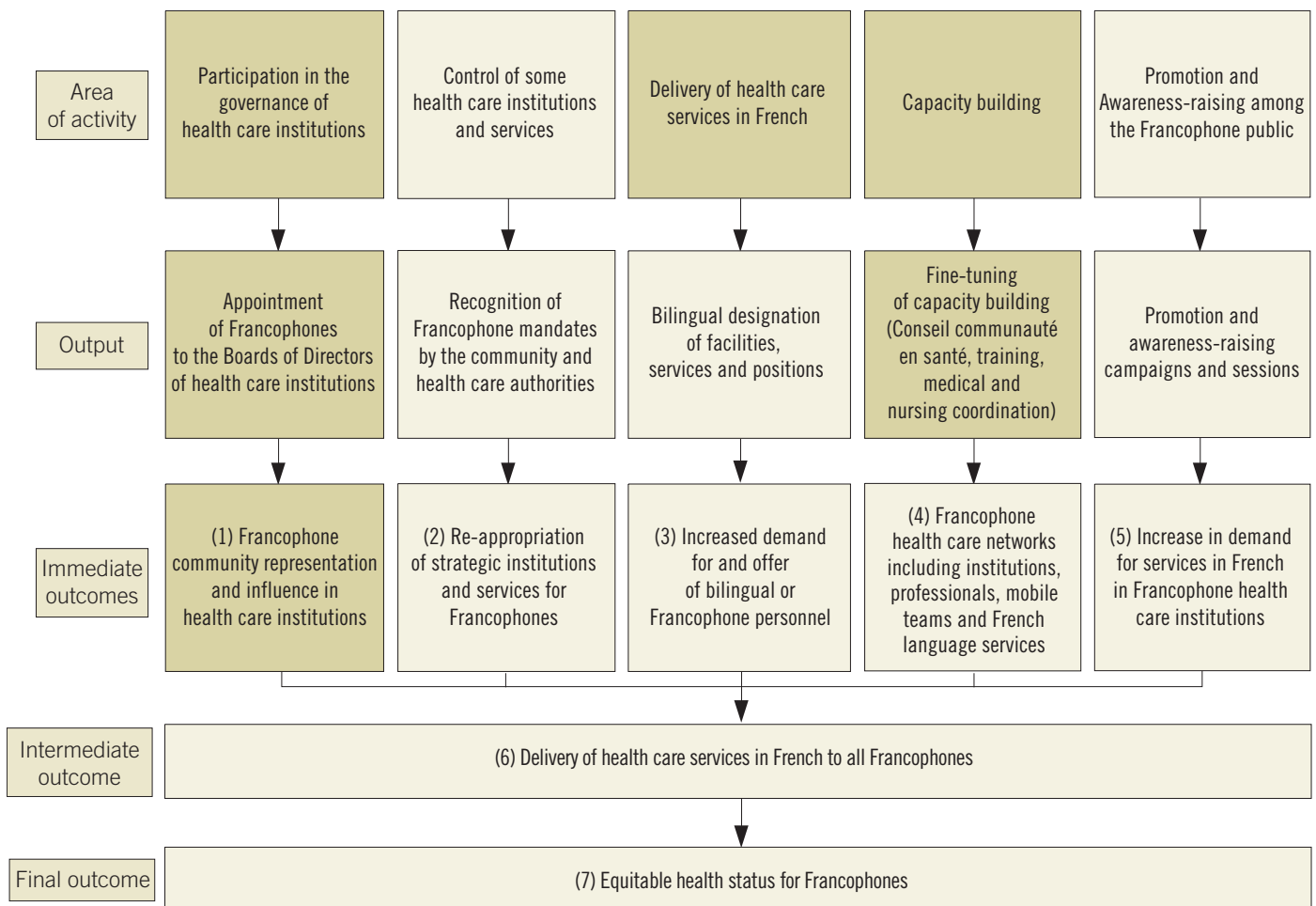
Capacity building: Francophone or bilingual health care institutions and services will benefit from capacity building mechanisms, such as Conseil communauté en santé, training, and medical and nursing coordination. In the short term, the Francophone health care networks should include institutions, professionals, mobile teams and French language services (Outcome 4).

Promotion and awareness raising: Re-appropriating or acquiring French health care institutions and services is a crucial step. What should follow is a Francophone community awareness-raising campaign on the importance of using these services and taking advantage of the resulting benefits. This activity will increase the demand for services in French in Francophone health care institutions (Outcome 5).

In the medium term, the combined efforts in the four areas of activity, will contribute to the delivery of health care services in French to all Winnipeg Francophones (Outcome 6).

In the longer term, these efforts should help ensure equitable health status for Francophones (Outcome 7).

Logic model: Winnipeg – Health Care Sector



Evaluation Tool – Health Care Sector

Expected outcomes	Indicators	Sources
1. Francophone community representation and influence in health care institutions	a) Number of Francophones working within the local and regional health care governance structure	a) Checklist
2. Re-appropriation of strategic institutions and services for Francophones	a) Existence, number and nature of health care networks or services in the Francophone community b) Number of health care institutions designated Francophone or bilingual	a) Interviews with health care authorities b) Checklist
3. Increased demand for and offer of bilingual or Francophone personnel	a) Number and percentage of designated Francophone or bilingual positions in the health care structure and services b) Perception of the main obstacles to accessing services in French	a) Public authorities' administrative records <u>or</u> interviews with health care authorities b) Community leader survey
4. Francophone health care networks which include institutions, professionals, mobile teams and French language services	a) Percentage of French-speaking health care professionals in designated Francophone or bilingual positions and institutions b) Amounts devoted to French language training of health care professionals c) Number of French -language study bursaries for health care professionals	a) Interviews with health care authorities <u>or</u> staff survey of health care institutions b) Interviews with health care authorities c) <i>Ibid.</i>
5. Increased demand for services in French in Francophone health care institutions	a) Number of consultations of Francophone clients and degree of participation of this clientele in consultations	a) Interviews with health care authorities <u>and</u> community leader survey
6. Delivery of health care services in French to all Francophones	a) Perception of the difficulty in obtaining health care services in French b) Degree of use of French in health care services	a) Community leader survey b) Health care institutions' administrative records <u>or</u> interviews with health care authorities
7. Equitable health status for Francophones	a) Reduced wait times for health care services in French compared with services in English b) Percentage of access to health care services in French, by type of target clientele	a) Health care institutions' administrative records <u>or</u> interviews with health care authorities b) <i>Ibid.</i>

3.3. Immigration

The analysis that led to the development of a logic model for the immigration sector is based on two main aspects, which are illustrated below as areas of activity.

Government accountability: Immigration depends, first and foremost, on immigrant recruitment. This being a government jurisdiction, the municipal, provincial and federal governments are expected to follow a common promotion and recruitment strategy, along with partnership agreements with the community. Governments should support the creation of an independent body devoted to receiving, orienting and assisting French-speaking immigrants. In the short term, this should lead to a growing number of Francophone immigrants (Outcome 1).

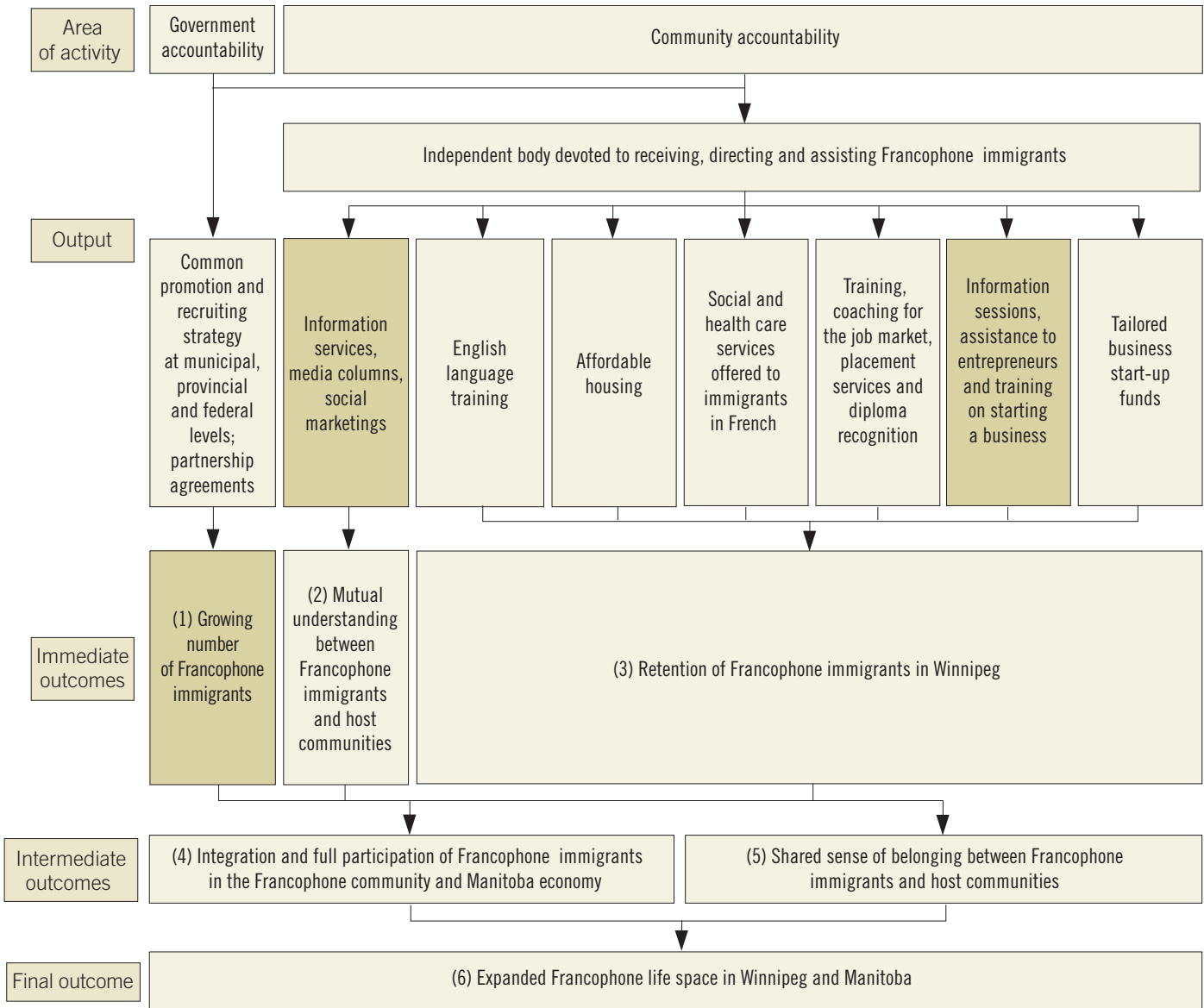
Community accountability: The community also plays various roles in receiving, orienting and assisting Francophone immigrants by creating an independent body to that end. Information services for immigrants and awareness raising in the host community will promote mutual understanding (Outcome 2). Training, coaching for the job market or entrepreneurship, health care and social services, and housing advice should definitely encourage the retention of Francophone immigrants in Winnipeg (Outcome 3).

Combining all these efforts should foster the integration and full participation of immigrants in the Francophone community and Manitoba economy (Outcome 4), and also develop a shared sense of belonging between Francophone immigrants and host communities (Outcome 5).

In the longer term, the Francophone life space in Winnipeg and Manitoba will be expanded (Outcome 6).

The small number of shaded boxes in the logic model indicates that there are still many challenges to tackle in this sector.

Logic Model: Winnipeg – Immigration Sector



Evaluation Tool – Immigration Sector

Expected outcomes	Indicators	Sources
1. Growing number of Francophone immigrants	<ul style="list-style-type: none"> a) Number of new Francophone immigrants b) Net migration of the Francophone population 	<ul style="list-style-type: none"> a) Census statistics <u>or</u> reception office records b) Census statistics
2. Mutual understanding between Francophone immigrants and host communities	<ul style="list-style-type: none"> a) Percentage of Francophone organizations with immigrant staff b) Percentage of Francophone immigrants on boards of directors c) Number of events with a multicultural component in French d) Number and frequency of awareness-raising activities (media, information sessions, seminars) 	<ul style="list-style-type: none"> a) Interviews with organization authorities b) <i>Ibid.</i> c) Literature review <u>or</u> interviews with organization authorities d) Interviews with organization authorities
3. Retention of Francophone immigrants in Winnipeg	<ul style="list-style-type: none"> a) Percentage of Francophone immigrants who have found stable employment b) Level of satisfaction of immigrants who chose Winnipeg c) Percentage of immigrants who attend French language schools in Winnipeg 	<ul style="list-style-type: none"> a) Reception office records <u>or</u> survey of immigrants b) Survey of Francophone immigrants c) School records <u>or</u> reception office records
4. Integration and full participation of Francophone immigrants in the Francophone community and Manitoba economy	<ul style="list-style-type: none"> a) Number of immigrants who own businesses b) Number of organizations with elected members or employees who are immigrants c) Number of organizations with a significant number of immigrant members d) Average time required to find employment or start up a business e) Presence of immigrants in predominantly Francophone areas (Riel District) 	<ul style="list-style-type: none"> a) Reception office records or survey of immigrants b) Checklist <u>or</u> interviews with organization authorities c) <i>Ibid.</i> d) Reception office records <u>or</u> survey of immigrants e) Reception office records (study of mailing addresses)
5. Shared sense of belonging between French-speaking immigrants and host communities	<ul style="list-style-type: none"> a) Number of immigrants in community institutions and organizations, and positions of leadership b) Presence of immigrants who are spokespeople for the Francophone community 	<ul style="list-style-type: none"> a) Organizations' administrative records <u>and</u> checklist b) Checklist
6. Expanded Francophone life space in Winnipeg and Manitoba	<ul style="list-style-type: none"> a) Growth of the Francophone population of Winnipeg 	<ul style="list-style-type: none"> a) Census statistics

3.4. Access to Government Services

The analysis that led to the development of the logic model for access to government services focused on the five main aspects illustrated below as areas of activity.

Dialogue between the community and governments:

To fulfill their mandates, governments must know the needs of their Francophone clients well. That is why efficient, responsible mechanisms for tripartite and multisector cooperation should be implemented.

Planning government services in French: Access to government services in French ultimately depends on the decision of the various levels of government to plan implementation. Spaces should be created where the offer and demand for services in French are part of organizational culture, in order to create a comfort level for the Francophone clientele.

Recruitment, retention and valuation of public servants: In order to provide services in French to the Francophone population, bilingual public servants must be recruited and retained, thereby increasing their number and the quality of service in French.

Promotion and awareness raising in the public service: Members of the public service must be made aware of their responsibility for services in French through various campaigns and promotional activities.

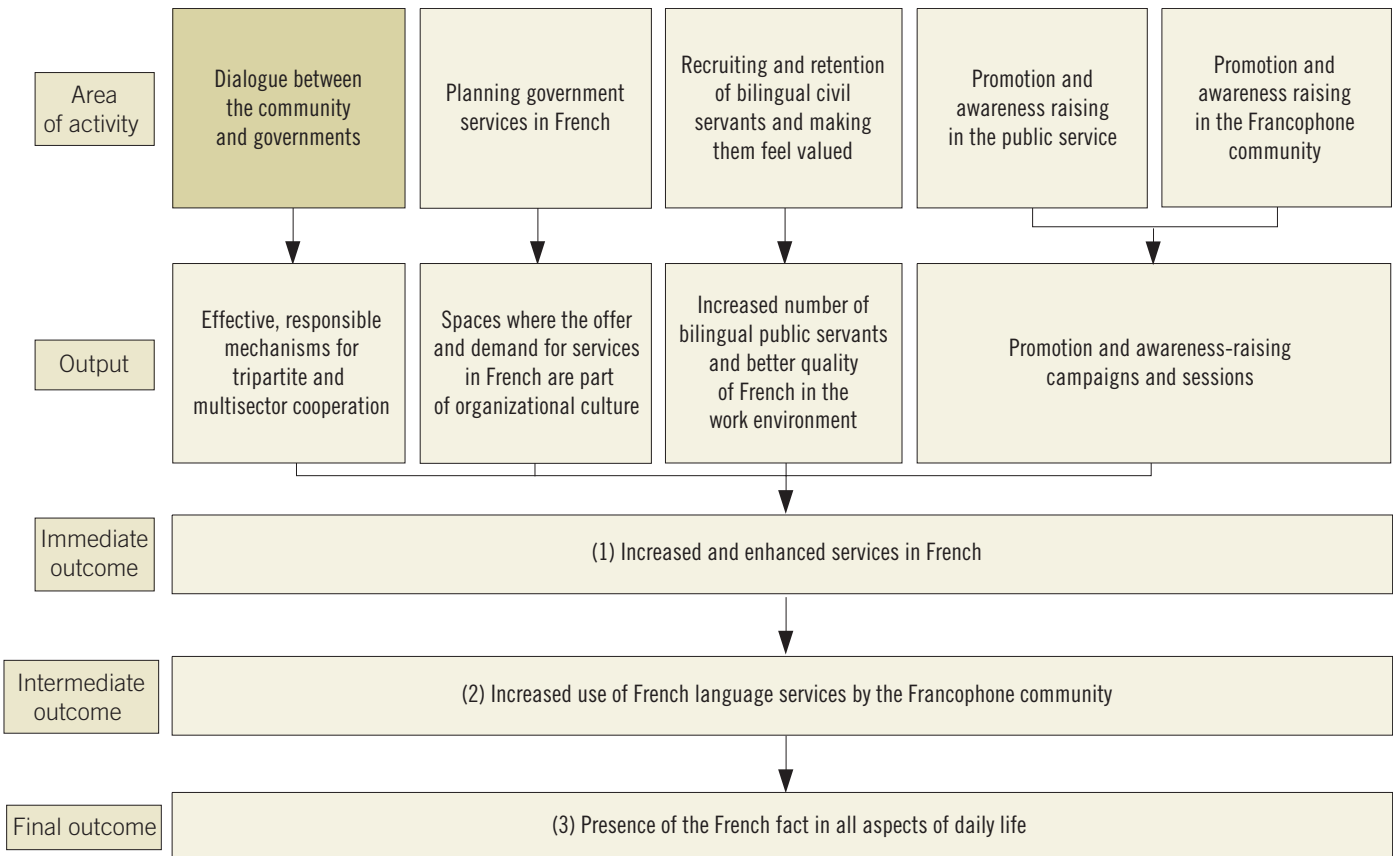
Promotion and awareness raising in the Francophone community: To encourage the use of available services, the Francophone community has to be made aware of its rights and the nature of the services offered through various promotional activities.

These efforts should lead to an increased and enhanced offer of services in French (Outcome 1), which in turn should increase the use of French language services by the Francophone community (Outcome 2).

In the longer term, French language and culture should be present in all aspects of daily life, meaning this segment of society will be acknowledged and considered (Outcome 3).

Most of the boxes of the logic model are not shaded, indicating that the challenges in this sector have not yet been addressed.

Logic model: Winnipeg - Access to Government Services Sector



Evaluation Tool – Access to Government Services Sector

Expected outcomes	Indicators	Sources
1. Increased and enhanced offer of services in French	a) Number of offices offering services in French b) Number of designated bilingual positions c) Number of awareness-raising sessions on services in French d) Level of knowledge of public servants of the relevance of services in French e) Perception of public servants of the relevance of services in French	a) Public authorities' administrative records <u>or</u> interviews with various government authorities b) <i>Ibid.</i> c) <i>Ibid.</i> d) Public service employee survey e) <i>Ibid.</i>
2. Increased use of French language services by the Francophone community	a) Level of knowledge of Francophones of the availability of services in French b) Perception of Francophones of the relevance of services in French c) Number of activities or services to raise awareness among the Francophone population	a) Survey of the Francophone population b) <i>Ibid.</i> c) Public authorities' administrative records <u>or</u> interviews with various government authorities
3. Presence of French language and culture in all aspects of daily life	a) Number of government services adapted to the Francophone community b) Opinion of community leaders c) Increased use of services in French	a) Survey of Francophone leaders b) <i>Ibid.</i> c) Public authorities' records

4. Information Sources

A list of the data sources and collection tools that were proposed in the evaluation tools described above follows. The sources are described in terms of their feasibility.

Data sources/collection tools	Observations
Organizations' administrative records	The administrative records of community organizations are the preferred source for data and are easy to use, but difficult to set up and keep updated. Record-keeping procedures are not consistent across the different organizations. When records are inaccessible or unreliable, interviews or surveys have to be used.
Organizations' administrative records and press clippings	
Administrative records of Conseil jeunesse provincial (CJP)	
Public service administrative records	The records of these institutions are more current, but may also have reliability issues, and are difficult to access.
Administrative records of health care institutions	
School records	
Reception office records	The records of the immigration reception office present a particular problem, that of collecting data not only on the people who request service from the office, but also on immigrants as a whole. Resources would have to be invested to monitor and document the entire immigration process.
Checklist	The checklist is a simple tool used to gather straightforward information without having to do intensive research.
Literature review	The study of literature may include many types of documents, such as study reports, organization and institution reports, minutes of meetings, plans, information brochures, etc.
Census statistics	A wide range of data is compiled in the census, but an effort must be made to use what has been published or is accessible at a lower cost. In this regard, the RDÉE and Canadian Heritage profiles are useful. After our consultations, we noted that it is preferable to use the data for Census Division n° 11 to document the Winnipeg Francophone population.
Media coverage study	If it is not possible to collect all press clippings, a study of the media coverage of an event or an organization can help closely track all relevant media production, but at a high cost.

⁷ Réseaux de développement économique et d'employabilité. *Socioeconomic Profiles*.

⁸ Canadian Heritage, *Highlights: Profiles of Official Language Minority Communities*.

4. Information Sources *(cont.)*

Data sources/collection tools	Observations
Organizational survey	Surveys are a very reliable method for gathering quantifiable data on opinions and perceptions. If the target population habitually uses the Internet (youth, organization directors, leaders, public servants, etc.), online surveys are very efficient and cost effective. If the target population is too broad (Francophones), using surveys may be too complex or expensive.
Community leader survey	
Youth survey	
Staff survey of health care establishments	
Public Service employee survey	
Survey of Francophone immigrants	
Survey of Francophone population	Interviews based on a questionnaire can be used to gather facts and opinions when the target population is not too large.
Interviews with health care authorities	
Interviews with organization officials	
Interviews with government authorities	

5. Observations on Community Evaluation Capacity

In the course of research and discussions with the Winnipeg task force, we attempted to assess community evaluation capacity. It was immediately apparent that the evaluation activities focusing on local realities generate both interest and concern among community leaders. They were not told what use was made of the data they had to provide for previous evaluations, or whether it will ever serve a purpose. However, the idea of building research and evaluation capacity that would help their own work did generate interest.

We note, for example, that recent strategic planning efforts attempt to translate the objectives into results and identify indicators. The participants are integrating the definition of results and indicators as part of their responsibility toward the community.

However, for community players, as for anybody, research and evaluation activities require a level of expertise. The participants are familiar with the use of indicators, but lack experience in establishing a hierarchy of expected outcomes and their corresponding indicators. From this point of view, training, mentoring or other forms of support would most likely foster capacity building.

Evaluation is also costly and time consuming. At present, community organizations have limited time and little money. Funding agencies should therefore earmark part of their contribution for evaluation.

6. Focus for the Community Evaluation Process

This study only covered four sectors of community vitality and, consequently, only offers a fragmented view of this vitality. For an evaluation to be relevant, all important sectors for the community should be covered, such as the economy, education and culture. The decision to expand and develop the evaluation framework is now up to the Winnipeg Francophone community.

Finally, we present an approach community players could follow to undertake a comprehensive evaluation of community vitality.

Step 1: Identify the organization to direct the project and set up a task force comprised of representatives from different community sectors. External partners could eventually join the task force.

Step 2: Clarify the purpose of the study and reach a consensus on the objectives, including the use to be made of the results.

Step 3: Bring together the human and financial resources necessary for the project.

Step 4: Choose the vitality sectors to be studied.

Step 5: Establish a schedule to conduct the evaluation and cyclic updates.

Step 6: Conduct a literature review on the outcomes and indicators usually used in similar studies.

Step 7: Complete a logic model for each of the sectors, including validation of the four logic models proposed in this study.

Step 8: Develop indicators that will measure to what degree the expected outcomes described in the logic models are reached.

Step 9: Validate the logic models and indicators selected through community consultation, to encourage the community to take ownership of the project.

Step 10: Technically validate the indicators to ensure their quality, intelligibility, feasibility, relevance, comparability, validity and reliability.

Step 11: Collect data, either by setting up administrative data collection systems, conducting interviews, surveys or other exercises, or acquiring statistical data.

Step 12: Analyze and interpret the data collected.

Step 13: Publish and disseminate the data, which could also be used when reporting to funding agencies.

Conclusion

In the course of this community study on vitality indicators conducted with the Winnipeg Francophone community, we identified a series of best practices in the four target sectors (community governance, health care, immigration and access to government services). The information seems to indicate that there is a degree of community vitality in Winnipeg. Living in the capital and in a province that acknowledges its Francophone population has its advantages for this community.

To get a clearer picture, we developed the basis for a community evaluation tool to guide the community through a systematic process to measure its vitality. This exercise will not only give the community an accurate picture of its strengths and challenges, but also provide it with better tools to plan its own development and meet its partners' accountability requirements. To build its evaluation capacity, the Winnipeg Francophone community will however need financial and human resources.

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