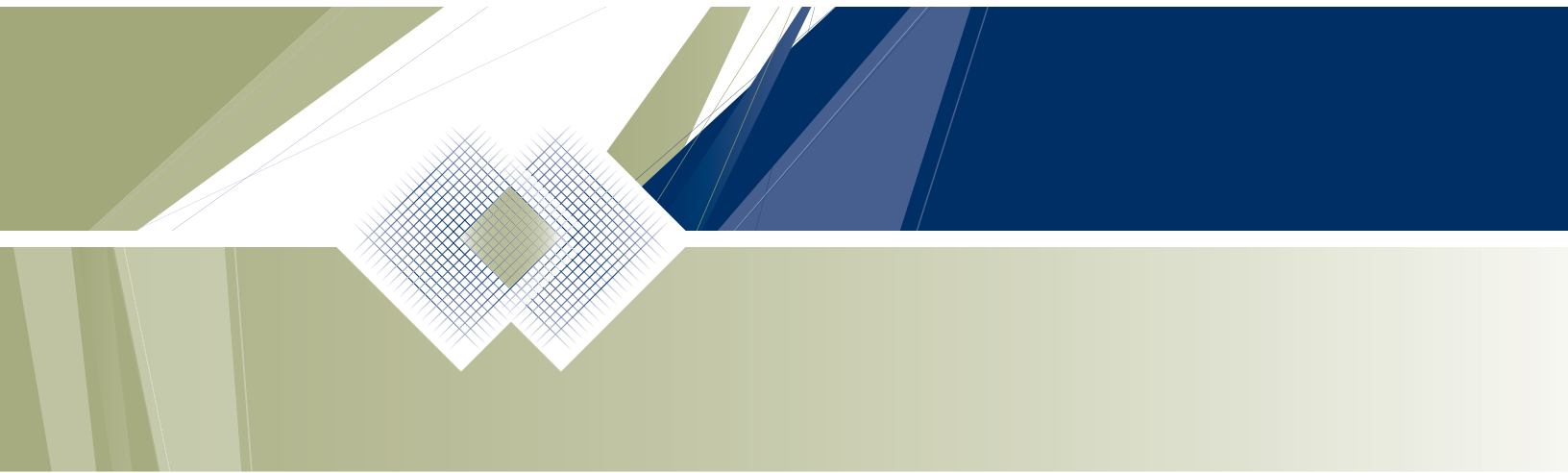




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Vitality Indicators for Official Language Minority Communities 1: Francophones in Urban Settings



The Sudbury Francophone Community

October 2007

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

The other community studies (Winnipeg and Halifax) 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.

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Table of Contents

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

Introduction	i
1. Research Methodology	i
2. Community Study Results	ii
3. Future Action: Implementing Community Evaluation	iii
Bibliography	vi

The Sudbury Francophone Community

Introduction	1
1. Context	1
1.1. Community Studies	1
1.2. Methodology	2
2. Overview of the Sudbury Francophone Community	2
2.1. Population	2
2.1.1. History	2
2.1.2. Demographics	2
2.1.3. Language	3
2.1.4. Age	3
2.1.5. Origins	3
2.1.6. Socioeconomic Conditions	3
2.2. Organizational Capacity	3
2.3. Best Practices by Target Sectors	4
2.3.1. Community Governance	4
2.3.2. Health Care	4
2.3.3. Immigration	5
2.3.4. Access to Government Services	5
3. Vitality Indicators in the Sudbury Francophone Community	6
3.1. Community Governance	6
3.2. Health Care	9
3.3. Immigration	13
3.4. Access to Government Services	16
4. Information Sources	19
5. Observations on Community Evaluation Capacity	20
6. Focus for the Community Evaluation Process	21
Conclusion	22
References	23

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. 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/vitalite_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 hereinafter 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 Sudbury Francophone Community

Introduction

This community study reports on research conducted on the Sudbury 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 official language community vitality indicators, its objective is to define vitality indicators for this official language community, and to provide the community with the 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 Sudbury 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 (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 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 studies on vitality indicator 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 *Winnipeg Francophone Community* and *The Halifax 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 Sudbury Francophone community that the consultants then proceeded to prepare this study.

2. Overview of the Sudbury Francophone Community

2.1. Population

2.1.1. History

The Sudbury Francophone community is, in large part, the result of the migration of French Canadian quarrymen and their families since Sudbury was founded in 1882–1883.³ The construction of the railway to Western Canada, followed by the developing lumber and mining industries, made Sudbury a metropolitan region in Northern Ontario. Many parishes that are now a part of Greater Sudbury, such as Chelmsford, Azilda and Blezzard Valley, were established by French Canadians and played an agricultural role. Within its former city boundaries, Sudbury contained a few French neighbourhoods in the parishes of Sainte-Anne-des-Pins and Moulin-à-fleur. Today, Francophones have seven parishes dispersed throughout the metropolitan region. The Sudbury Francophone community has deep historical roots and is rightly described as a founding community.

2.1.2. Demographics

In 2001, Sudbury had a population of 43,245 people with French as the first official language spoken, a drop of 3,130 since 1996.⁴ This official language

³ *Sudbury: une communauté fragile malgré le dynamisme de ses institutions.*

⁴ The following data covers Census Division 53 (Greater Sudbury) in Ontario and are published in *Highlights: Profiles of Official Language Minority Communities.*

community makes up 28.2% of the total population of Sudbury of 153,560. It also represents 8.1% of the entire Ontario Francophone community.⁵

2.1.3. Language

As with other official language communities, maintaining the language is a challenge for Sudbury Francophones. The Language Continuity Index that compares persons speaking French at home (30,498) with those for whom French is their mother tongue (47,290) was 0.64 for Sudbury in 2001. The vast majority of Sudbury Francophones are bilingual (94.7 %).

2.1.4. Age

The Sudbury Francophone population renewal rate is very low: youth (0 to 14) make up 15.2% of the community, while seniors (65 years and older) account for 14.6%. This is an unfavourable situation when compared to the Anglophone majority in the region.

2.1.5. Origins

A total of 11.8% of the Sudbury Francophone population was born outside Ontario and 1% outside Canada. In comparison with the Anglophone majority of Sudbury, the Francophone community has more residents born in other provinces and territories, but much fewer immigrants.

2.1.6. Socioeconomic Conditions

The city of Sudbury is presently in a less favourable economic situation than that of Ontario as a whole. For example, the unemployment rate at the time of the 2001 census was 8.7%, against 6.1% for the whole province.⁶ Compared to the Anglophone majority, Sudbury Francophones are over-represented in the “low level of education” category and under-represented in the “high level of education” category. However, they are at almost the same level in terms of income. It should be noted that there have been several changes in the socioeconomic context since 2001, including the improvement of the nickel market. This shift in the mining industry has clearly had a positive impact on the socioeconomic indicators of the region.

2.2. Organizational Capacity

With a long history and a strong minority in its urban setting, Sudbury Francophones have set up a vast and varied organizational infrastructure. The few directories of Francophone organizations do not agree on the exact number. The francoSudbury.com directory lists close to 75 organizations, and the *Annuaire franco-ontarien* of Ontario's Office of Francophone Affairs lists 114. Their diversity is so great that we are not able to draw up a detailed list in this study.

Most sectors have an association, organization or business under Francophone management, or at least offer services in French. For example, there are two French language school boards, Laurentian University and the University of Sudbury, Collège Boréal, the Centre franco-ontarien de ressources en analphabétisation (literacy resources), credit unions, the Réseau de développement économique et d'employabilité, the Théâtre du Nouvel-Ontario, the weekly newspaper *Le Voyageur* and the francoSudbury.com Web site. Many key organizations and institutions will be examined later under the four target sectors in this study.

Even with such great organizational density, many challenges are encountered in community coordination. There is no federative or umbrella organization that clearly brings together all the Sudbury Francophone community organizations. The Association canadienne-française de l'Ontario du Grand Sudbury has been well established for many years, but its main role consists of disseminating information on Francophone organizations and activities. As for the Carrefour francophone, even though it is a rallying point for the Francophones of Sudbury, it only has influence in the sociocultural sector. Concerted efforts would go a long way toward improving their vitality.

Finally, we note that the Ontario *French Language Services Act* adopted in 1986 designates the District of Sudbury as a bilingual region. Although the City of Sudbury does not have official bilingual status, it is a member of the Association française des municipalités de l'Ontario. Since December 2006, the Franco-Ontarian flag has continuously flown at City Hall.

⁵ A complete updated profile of the Sudbury Francophone community aggregated in the North-East Region can be found in the *Second Report on the Health of Francophones in Ontario*, by Louise Picard and Gratien Allaire

⁶ *Sudbury: une communauté fragile malgré le dynamisme de ses institutions*, 2005, p. 11.

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 Sudbury Francophone community in the four sectors selected. This section completes the overview of the Sudbury francophone community with a list of outstanding best practices.

2.3.1. Community Governance

- **Laurentian University** created a bicameral governance model, which established the following:
 - i) a Francophone Vice Chancellor position with the same powers as the Anglophone counterpart;
 - ii) the French Program Council, which approves changes to existing programs and makes recommendations to the Academic Planning Committee and the Senate regarding the creation of programs;
 - iii) relatively autonomous separate linguistic sections in many departments.
- Established in 1994, **Collège Boréal** is a French language community college of applied arts. Its main campus is in Sudbury, but it has satellite campuses in the major urban centres of North-Eastern Ontario and in Toronto.
- French language **school boards**, established at the end of the 1990s, manage public and separate school systems at elementary, intermediate and secondary school levels.
- There is a fully Francophone network of **credit unions** and **cooperatives** that was created in the 1940s in the Greater Sudbury region.
- **Carrefour francophone** is the main gathering point for the Francophone organizations of Sudbury. It has an artistic and cultural mandate, in addition to providing social and educational services.
- The Association canadienne-française de l'Ontario du Grand Sudbury holds monthly **Francophone luncheons** that allow Francophone activists to meet and discuss their projects and activities.

2.3.2. Health Care

- Laurentian University and Collège Boréal offer **health care programs** in French that today receive support from the Consortium national de formation en santé, specifically for their distance education programs. These programs cover various disciplines, such as nursing, midwifery training, physical education, social work, psychology and other social sciences, as well as some disciplines in the natural sciences. The programs were developed within each institution, but also in cooperation, as is the case for the B.A. in Health Sciences.
- The **Centre de santé communautaire de Sudbury** was established over 10 years ago, and offers primary care, health promotion and prevention programs entirely in French. A Francophone Board of Directors manages the Centre. In addition to its main office in Sudbury, it has two satellite offices in the Francophone communities of Chelmsford and Hanmer. It offers an array of exemplary programs such as the Clinique du coin, which targets hard-to-reach clients; Main dans la main, a day centre for seniors and people with disabilities; and Gargouille et Barbouille, a French-only daycare centre.
- Many health institutions and organizations, such as the **Regional Hospital**, the **Sudbury & District Health Unit**, the **Child and Family Centre** and the **Community Care Access Centre** are mandated to provide services in French or were designated as such. Many of them established an advisory committee on French services, which is one of the requirements for a bilingual designation in Ontario.
- The health network – **Réseau de santé en français du Moyen Nord de l'Ontario** – brings together health care professionals, health institution and community organization managers, post-secondary institution officials, community members and government representatives. The network does not offer health care services, but provides leadership support for the development of health care services in French. Sudbury is part of that regional network.

- The **Centre Victoria pour femmes** is a non-profit charitable organization serving Francophone women who are facing all forms of violence. Its services cover Northern Ontario through a telephone support line.
- The **Public Health Research, Education and Development Program** (PHRED) of the Sudbury and District Public Health Unit worked in partnership with the **Institut franco-ontarien** in developing the *Second Report on the Health of Francophones in Ontario*.⁷

2.3.3. Immigration

- **Contact interculturel francophone de Sudbury** offers reception and integration services to Francophone newcomers to the Sudbury region, new immigrants or migrants from other provinces alike. As part of reception services, it provides orientation kits to newcomers to help them find the primary services they need most. At the integration level, it organizes activities (e.g., a women's club) and events (e.g., the annual African Cabaret) to facilitate the integration of these newcomers (for the most part students) in their new community. The Contact interculturel francophone de Sudbury is the only organization designated and recognized by the Sudbury Francophone community as a provider of services to Francophone immigrants. The organization works closely with Immigration Canada to establish one-stop services for newcomers.

2.3.4. Access to Government Services

- The Greater Sudbury region is designated bilingual pursuant to the **French Language Services Act**, and is therefore responsible for offering an array of services in both languages.
- The Ontario **Ministry of Northern Development and Mines** is decentralized in Sudbury and is more attentive to the needs of the Francophone community than the central organizations in the capital.
- The **City of Sudbury**, even though not officially a bilingual city, offers a range of services in French to its citizens.
- The Réseau de développement économique et d'employabilité created a **roundtable** that brings together community and government organizations for the economic development of the Northern Ontario Region.
- The **Northern Ontario Region** is designated bilingual under the **Official Languages Act** of Canada.
- **FedNor** recently created the position of Official Languages Coordinator.
- Public servants improve their French in various ways, particularly with the Toastmaster Club, which brings together regional individuals from the majority group.

⁷ Louise Picard and Gratien Allaire, *Second Report on the Health of Francophones in Ontario*, 2005.

3. Vitality Indicators in the Sudbury 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 five aspects illustrated below as areas of activity.

Promoting successes : The vitality of organizations and community leadership depends on promotional activities. It is anticipated that organizations and their activities will be more visible to the public, as well as to the Anglophone majority, through these initiatives.

Coordination of organizations : Community vitality also depends on more efficient coordination and consultation of existing organizations.

Research on the Francophone community : In order to enhance the vitality of the Francophone community, it is essential to know the community better. As such, it is important to continue conducting studies, and creating and updating organization profiles, directories and activities.

In the short term, these first three areas of activity should result in a vision and a comprehensive development plan for the Sudbury Francophone community. They should be mapped out through processes that culminate in the Estates General (Outcome 1).

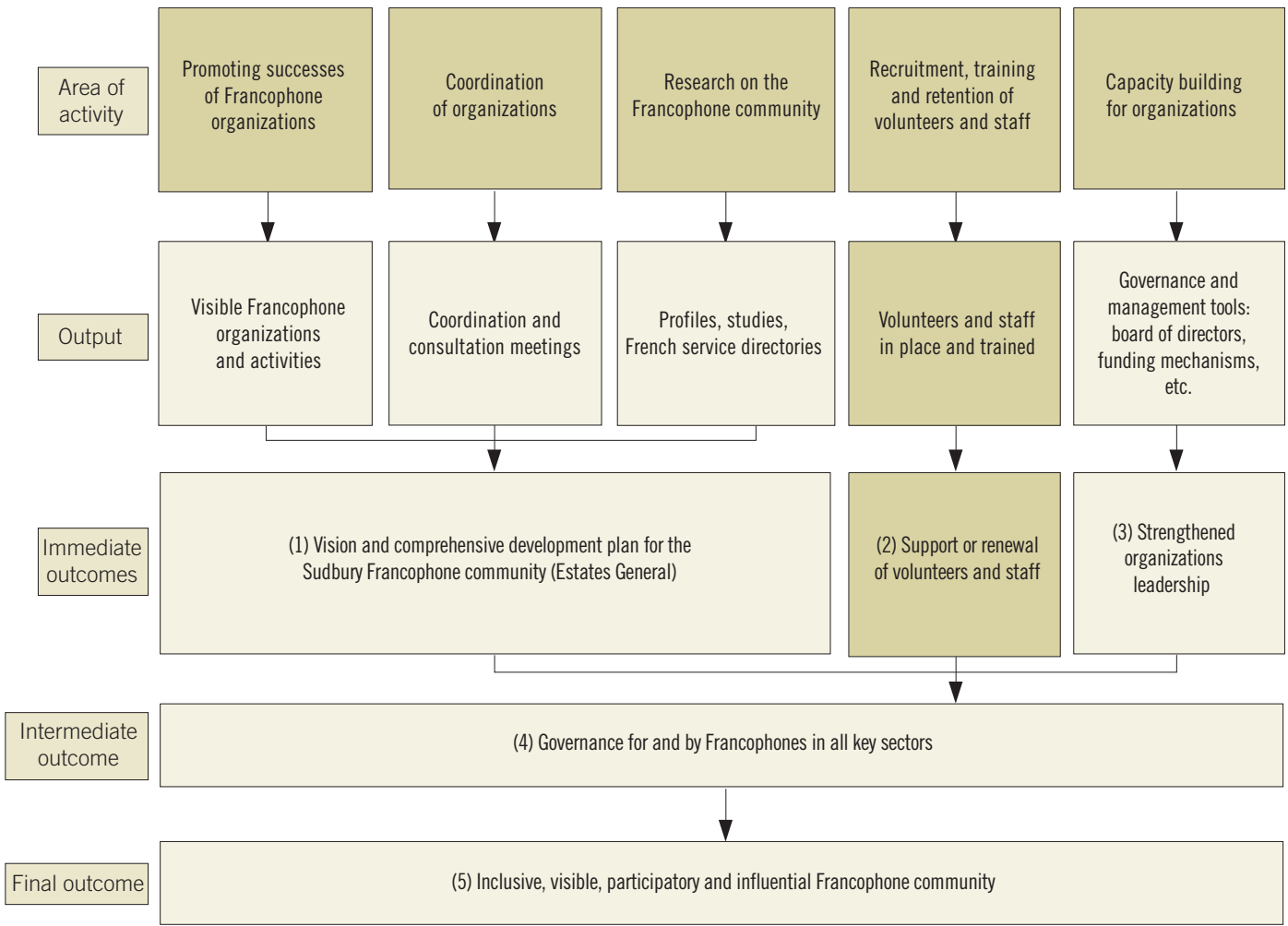
Recruitment, training and retention : The organizations must recruit, train and retain volunteers and staff to support and renew themselves (Outcome 2).

Capacity building for organizations : At the same time, organizations must develop governance and management tools to strengthen their leadership (Outcome 3).

A combination of efforts in these five areas of activity should enable governance for and by Francophones in all key sectors (Outcome 4).

In the long term, strengthening community governance should foster a Francophone community that is inclusive, visible, participatory and influential (Outcome 5).

Logic Model: Sudbury – Community Governance Sector



Evaluation Tool – Community Governance Sector

Expected outcomes	Indicators	Sources
1. Vision and comprehensive development plan for the Sudbury Francophone community (Estates General)	a) Francophone community strategic priorities and implementation schedule b) Shared community leader opinions on appropriate priorities and schedule	a) Literature review b) Community leader survey
2. Support or renewal of volunteers and staff	a) Number of volunteers in Francophone organizations b) Percentage of volunteers that took training sessions to strengthen Francophone organizations c) Average years of seniority for staff members of francophone organizations d) Number of training initiatives in which staff members of Francophone organizations participated	a) Organizations' administrative records <u>or</u> organizational survey b) <i>Ibid.</i> c) <i>Ibid.</i> d) <i>Ibid.</i>
3. Strengthened organizational leadership	a) Number of consultation activities of Francophone organizations b) Number of common partnerships and initiatives of Francophone organizations c) Number of government consultative decision-making bodies in which community organizations participate	a) Organizational survey b) <i>Ibid.</i> c) <i>Ibid.</i>
4. Governance for and by Francophones in all key sectors	a) Number of organization boards of directors operating in French b) Shared community leader opinions on appropriate Francophone governance	a) Checklist b) Community leader survey
5. Inclusive, visible, participatory and influential Francophone community	a) Diversity of interests covered by Francophone community organizations (women, youth, children, immigrants, seniors, etc.) b) Level of media coverage (English and French) of Francophone community activities c) Number of organizations, volunteers and activities related to the Francophone community d) Number of Francophone organizations' plans and initiatives that are integrated into government policies e) Number of municipal, provincial, territorial and federal representatives from the Francophone community	a) Literature review b) Organizations' records, press clippings <u>or</u> media coverage study c) Checklist d) Organizational survey e) Checklist

3.2. Health Care

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

Health care services: The vitality of Sudbury's Francophone community with regard to health care depends on the implementation, maintenance or expansion of a series of health care services in French, such as the Centre de santé communautaire, long-term health care centres and home care services. These services will facilitate greater access to health care services in French and shorter waiting lists (Outcome 1).

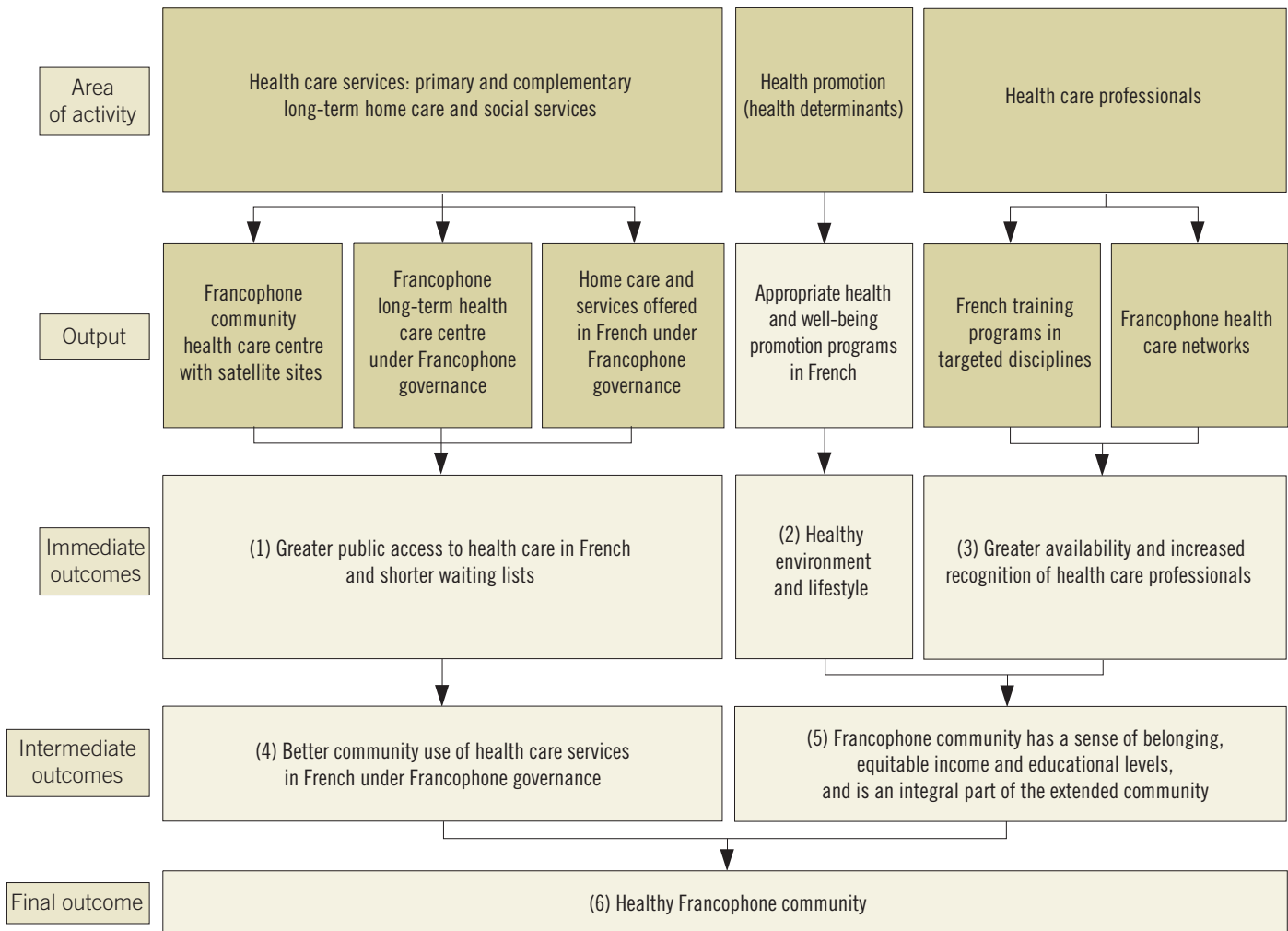
Health promotion: Beyond health care services, vitality depends on appropriate promotional programs on health and well-being in French, in order to create a healthy environment and lifestyle (Outcome 2).

Health care professionals: To provide health care services in French, training should be provided for professionals in target disciplines and networks should be established. This should result in greater availability and increased recognition of health care professionals (Outcome 3).

In the short term, these efforts should lead to better community use of health care services in French under Francophone governance (Outcome 4). The Francophone community will have a sense of belonging, equitable income and educational levels, and be an integral part of the extended community (Outcome 5).

In the long term, the goal is to ensure a healthy Francophone community (Outcome 6).

Logic Model: Sudbury – Health Care Sector



Evaluation Tool – Health Care Sector

Expected outcomes	Indicators	Sources
1. Greater public access to health care in French and shorter waiting lists	<ul style="list-style-type: none"> a) Number of health care institutions that are Francophone or designated bilingual b) Number and types of health care services offered in French (primary, secondary and tertiary) c) Shorter waiting lists for health care services d) Level of use of French in health care services and level of satisfaction 	<ul style="list-style-type: none"> a) Checklist b) Interviews with health care authorities c) Health care institutions' administrative records <u>or</u> interviews with health care authorities d) Sample client survey
2. Healthy environment and lifestyle	<ul style="list-style-type: none"> a) Number and range of health and well-being promotion programs in French in the community b) Level of use of health and well-being promotion programs in French in the community 	<ul style="list-style-type: none"> a) Interviews with health care authorities b) Health care institutions' administrative records and health care programs <u>or</u> interviews with health care authorities
3. Greater availability and increased recognition of health care professionals	<ul style="list-style-type: none"> a) Existence and nature of health care networks in French in the community b) Number of Francophones working in local or regional health care governance structures c) Number of designated bilingual positions in regional health care governance structures 	<ul style="list-style-type: none"> a) Checklist b) <i>Ibid.</i> c) Interviews with health care authorities
4. Better community use of health care services in French under Francophone governance	<ul style="list-style-type: none"> a) Number of health care services offered under Francophone governance b) Perception of the main obstacles to accessing health care services in French 	<ul style="list-style-type: none"> a) Checklist b) Francophone community leader survey
5. Francophone community has a sense of belonging, equitable income and educational levels, and is an integral part of the extended community	<ul style="list-style-type: none"> a) Comparison between income levels of Anglophones and Francophones b) Comparison between education levels of Anglophones and Francophones c) Perception of Francophones of their integration in the community d) Percentage of Francophones that use social support networks 	<ul style="list-style-type: none"> a) Census statistics b) <i>Ibid.</i> c) Francophone community leader survey d) Data on Statistics Canada health indicators⁸

⁸ Statistics Canada data on health make little use of the language variable. The only reliable source in this respect is the *Canadian Community Health Survey* (CCHS), but the data is not broken down by province and territory: see CANSIM, table 105-0111: Profile of Linguistic Minorities of the *Canadian Community Health Survey* (CCHS 1.1 and 2.1), (mother tongue and first official language spoken), by gender, Canada, province and territory, occasional data. It may be worthwhile for official language communities to request that these data be collected and published, pursuant to the *Official Languages Act*.

Evaluation Tool – Health Care Sector (cont.)

Expected outcomes	Indicators	Sources
6. Healthy Francophone community	a) Major causes of hospitalization b) Ratio: health care expenses not covered by public health insurance compared to family income c) Number of individuals considered obese and overweight d) Self-defined level of stress e) Percentage of the population eating 5 to 10 servings of fruits and vegetables a day f) Percentage of adults taking 5 drinks or more in one sitting, at least once a week g) Percentage of the population that smokes regularly h) Percentage of the population that is physically active	a) Data on Statistics Canada health indicators b) <i>Ibid.</i> c) Data on Statistics Canada health indicators d) <i>Ibid.</i> e) <i>Ibid.</i> f) <i>Ibid.</i> g) <i>Ibid.</i> h) <i>Ibid.</i>

3.3. Immigration

The analysis that led to the development of a logic model for the immigration sector is based on three main aspects, illustrated below as two areas of activity. In this community study, the expression “newcomers” is used rather than “immigrants” as it also includes migrants from other Canadian provinces.

Government policies: Immigration is, first and foremost, a government jurisdiction. It is up to the federal, provincial and municipal governments to approve policies and take measures to promote the recruitment of Francophone immigrants. In the Greater Sudbury area, two points of entry should receive support for this purpose: Collège Boréal and Laurentian University. In the short term, this support should help increase the number of newcomers (Outcome 1).

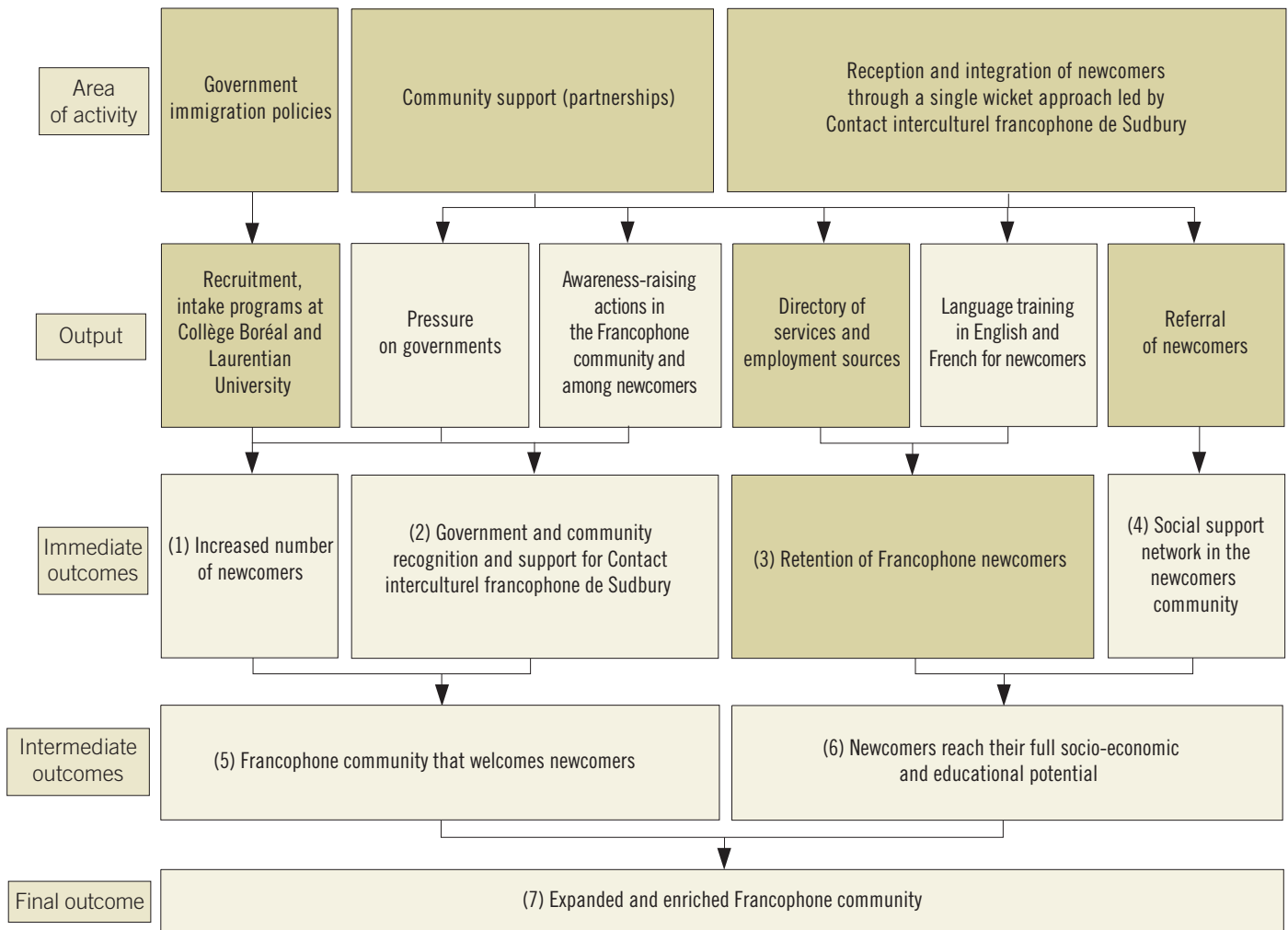
Community support: Community action that supports immigration is of strategic importance. Increased pressure on governments, awareness-raising among the Francophone community and newcomers, this community support, in addition to the action of the Contact interculturel francophone de Sudbury, should, in the short term, help this organization to gain government and community recognition and support (Outcome 2). Moreover, community lobby groups should help increase the number of newcomers.

Reception and integration of newcomers: Contact interculturel francophone de Sudbury has the mandate of welcoming and fostering the integration of newcomers. It is also called upon to build a directory of services and employment resources, as well as facilitate access to language training. Through its activities, this organization should contribute to the retention of Francophone newcomers in Sudbury (Outcome 3). Since there are so few newcomers, the organization must direct them to the appropriate services and groups to foster the creation of a social support network (Outcome 4).

In the medium term, a combination of these efforts should foster a Francophone community that welcomes newcomers (Outcome 5), and help newcomers reach their full socioeconomic and educational potential (Outcome 6).

In the longer term, the contribution and integration of newcomers will lead to an expanded and enriched Francophone community (Outcome 7).

Logic Model: Sudbury – Immigration Sector



Evaluation Tool – Immigration Sector

Expected outcomes	Indicators	Data sources
1. Increased number of newcomers	<ul style="list-style-type: none"> a) Net Francophone immigration b) Percentage of French-speaking newcomers 	<ul style="list-style-type: none"> a) Census statistics b) Census statistics <u>or</u> records of Contact interculturel francophone de Sudbury
2. Government and community recognition and support for Contact interculturel francophone de Sudbury	<ul style="list-style-type: none"> a) Annual base funding (not based on short-term project) 	<ul style="list-style-type: none"> a) Interviews with organization authorities
3. Retention of Francophone newcomers	<ul style="list-style-type: none"> a) Average length of stay of newcomers 	<ul style="list-style-type: none"> a) Records of Contact interculturel francophone de Sudbury <u>or</u> newcomer survey
4. Social support network in the newcomers' community	<ul style="list-style-type: none"> a) Level of satisfaction of newcomers with their social network 	<ul style="list-style-type: none"> a) Records of Contact interculturel francophone de Sudbury <u>or</u> newcomer survey
5. Francophone community that welcomes newcomers	<ul style="list-style-type: none"> a) Percentage of Francophone newcomers who choose French as the language of instruction b) Percentage of Francophone organizations with newcomers as members of their boards of directors c) Percentage of Francophone organizations with newcomers on staff 	<ul style="list-style-type: none"> a) School records <u>or</u> records of Contact interculturel francophone de Sudbury b) Interviews with organization authorities c) <i>Ibid.</i>
6. Newcomers reach their full socioeconomic and educational potential	<ul style="list-style-type: none"> a) Level of satisfaction of newcomers with the recognition of their education and experience b) Average time required to find a job or start a business c) Unemployment rate among newcomers 	<ul style="list-style-type: none"> a) Records of Contact interculturel francophone de Sudbury <u>or</u> newcomer survey b) <i>Ibid.</i> c) <i>Ibid.</i>
7. Expanded and enriched Francophone community	<ul style="list-style-type: none"> a) Demographic growth rate b) Number of Francophone cultural events containing a multicultural component 	<ul style="list-style-type: none"> a) Census statistics b) Literature review <u>or</u> interviews with organization authorities

3.4. Access to Government Services

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

Awareness raising among public servants: A great part of the efforts must be devoted to raising awareness among public servants at various levels of government, to ensure there is access to government services in French. This awareness raising should result in designated bilingual positions, the introduction of new bilingual government services, mechanisms facilitating Francophone community consultation and studies on the community.

Language training for public servants: Another important aspect of accessing government services is ensuring the French-language skills of public servants through training and retention activities.

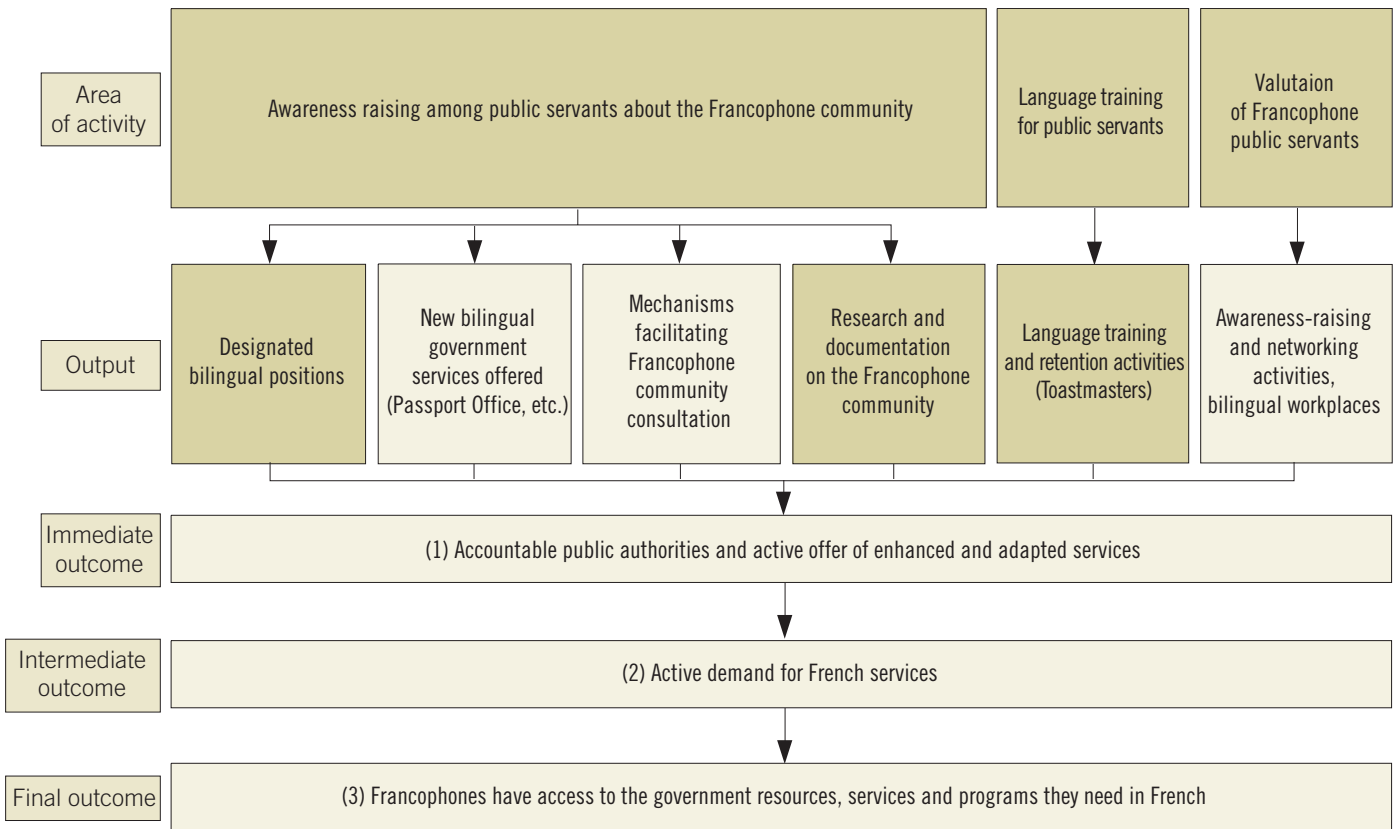
Valuation of Francophone public servants: One of the challenges is to make Francophone public servants feel valued to ensure that their workplace is conducive to the use of French. Awareness-raising and networking activities, as well as the creation of a bilingual working environment, should help.

In the short term, these efforts will make public authorities accountable and encourage an active offer of enhanced and adapted services (Outcome 1).

In the medium term, active offer should, in return, foster active demand for French services from Francophones (Outcome 2).

In the longer term, Francophones will have access, in French, to the government resources, services and programs they need (Outcome 3).

Logic Model: Sudbury – Access to Government Services Sector



Evaluation Tool – Access to Government Services Sector

Expected outcomes	Indicators	Data sources
<p>1. Accountable public authorities and active offer of enhanced and adapted services</p>	<p>a) Number and variety of modes of access to government services in French</p> <p>b) Number of government documents available in French</p> <p>c) Percentage of active visual and verbal offer in government offices</p> <p>d) Number of language courses offered to public servants</p> <p>e) Level of knowledge and perception of public servants of the relevance of services in French</p> <p>f) Number of Francophone community consultations on the accessibility and quality of government services</p>	<p>a) Public service records <u>or</u> interviews with various government authorities</p> <p>b) <i>Ibid.</i></p> <p>c) Direct observation investigation</p> <p>d) Public service records <u>or</u> interviews with various government authorities</p> <p>e) Public service employee survey</p> <p>f) Public service records <u>or</u> interviews with various government authorities</p>
<p>2. Active demand for French services</p>	<p>a) Rate of use of government services in French</p> <p>b) Number of complaints regarding government services in French</p>	<p>a) Public service records <u>or</u> interviews with various government authorities</p> <p>b) <i>Ibid.</i></p>
<p>3. Francophones have access, in French, to the government resources, services and programs they need</p>	<p>a) Number of government offices offering services in French</p> <p>b) Number of bilingual positions in the public service</p> <p>c) Average distance from home to government service point offering services in French</p> <p>d) Public perception of the importance, access, quality and evolution of government services in French</p>	<p>a) Public service records <u>or</u> interviews with various government authorities</p> <p>b) <i>Ibid.</i></p> <p>c) Sample client survey</p> <p>d) <i>Ibid.</i></p>

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	Comments
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 is 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	
Government records	The records of these institutions are more current, but may also have reliability issues, and be difficult to access.
Academic records	
Health institutions' and services' administrative records	
Records of Contact interculturel francophone de Sudbury	The records of Contact interculturel francophone de Sudbury present a particular problem: that of collecting data not only on the people requesting services, but also on newcomers 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 in-depth research.
Literature review	The study of the 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 ⁹ and Canadian Heritage ¹⁰ profiles are useful. After our consultations, we noted that it is preferable to use the data for Census Division 53 (Greater Sudbury) to document the Sudbury Francophone population.
Data on Statistics Canada health indicators	For comments on the usefulness of data in the <i>Canadian Community Health Survey</i> , see endnote 8 on page 11. The <i>Second Report on the Health of Francophones in Ontario</i> , under the supervision of Louise Picard and Gratien Allaire, uses these data.

⁹ Réseaux de développement économique et d'employabilité. *Profils socio-économiques*.

¹⁰ Heritage Canada, *Highlights: Profiles of Official Language Minority Communities*.

(cont.)

Data sources/collection tools	Comments
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.
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 and expensive.
Community leader survey	
Public service employee survey	
Francophone newcomer survey	
Sample client survey	
School records	Interviews with questionnaires can be used to gather facts and opinions when the population is not too large.
Interviews with various government authorities	
Interviews with health care authorities	
Investigation by direct observation	Investigation by direct observation goes further than the checklist by observing onsite a series of defined variables in an observation guide.

5. Observations on Community Evaluation Capacity

In the course of research and discussions with the Sudbury task force, we tried to assess community evaluation capacity. It was immediately apparent that many community leaders are interested in the use of indicators and habitually do so to measure the outcomes of their efforts. However, they were concerned that evaluations seem to be a current trend or bureaucratic requirement. The idea of developing research and evaluation capacity that will help their own work did generate interest, and some institutions, such as the Institut franco-ontarien, wish to have a role in this development.

The Sudbury Francophone community does not yet have a coordinating or cooperative mechanism that could bring together all of its players. Without such a mechanism, it is

difficult to anticipate an ongoing community evaluation exercise. However, this study seemed to have sparked the idea of holding an Estates General of the Sudbury Francophone community, which could lead to a valuable process.

Nevertheless, it is clear that research and evaluation activities require a degree of expertise. Although many participants are familiar with the use of indicators, they 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 community 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 Sudbury 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 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; or 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 Sudbury 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. The Sudbury Francophone community is relatively concentrated and a substantial minority in a province that acknowledges its Francophone population; these are advantages for this community. The organizational density of the Sudbury Francophone community is also significant.

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 Sudbury Francophone community will however need financial and human resources.

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