



ARCHIVED - The Governance of Canada's Official Language Minorities: A Preliminary Study

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Page 1 of 16

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LINDA CARDINAL AND MARIE-ÈVE HUDON

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Linda Cardinal is a full professor at the Department of Political Science and a Fellow of the Centre on Governance of the University of Ottawa, Ottawa, Ontario K1N 6N5, lcardina@uottawa.ca. She is also the editor of *Politique et sociétés*, the journal published by the Société québécoise de science politique.

Marie-Ève Hudon has just completed a masters degree in political science at the University of Ottawa. Since October 2001, she has been a program officer with the Canadian Institutes of Health Research in Ottawa.

TABLE OF CONTENTS

[Introduction](#)

[Specific objective](#)

[Anticipated results](#)

[Presentation of data](#)

1. Governance study

1.1 Governance: a phenomenon of international scope

1.2 Theory of governance

1.3 Governance and coordination of action

1.4 Governance and official language minorities

2. The governance of the official language minorities in Canada

2.1 The official language minorities

2.2 The governance of the official language minorities

2.3 The institutional infrastructure supporting the governance of the official language minorities

2.3.1 The Department of Canadian Heritage

a) The Interdepartmental Partnership with the Official Language Communities

b) Agreements with the provincial and territorial governments on the development of the official language minorities

c) The Canada-community agreements

2.3.2 The Treasury Board Secretariat

2.3.3 The Department of Intergovernmental Affairs

2.3.4 Other consultative and decision-making bodies

2.3.5 The funding of activities targeted to the official language minorities: a summary

3. The Canada-community agreements and horizontal governance

3.1 Governance structure

3.2 Negotiation of the agreements

3.3 Evaluation of the agreements

3.4 The Canada-community agreements and the effectiveness of horizontal governance

3.4.1 The issue of accountability

3.4.2 The division of responsibilities

3.4.3 Interaction and the rules of the game

3.4.4 Role of the State

3.4.5 The Canada-community agreements and the development of the minority communities

Conclusion

Bibliography

Appendix 1 The demographic, economic and constitutional situation of the official language communities

- **Table 1** Population distribution by mother tongue, by province and territory, 1996
- **Table 2** Population distribution by mother tongue, home language and percentage of immigrants, by province and territory, 1996
- **Table 3** Linguistic continuity in the Francophone and Acadian communities of Canada (and the Anglophone community in Quebec), by province and territory, 1971-1996
- **Table 4** Distribution of average personal income among Francophones (and Anglophones in Quebec), by province and territory, 1996
- **Table 5** Summary of the legal and constitutional framework on official language minority rights in Canada

Appendix 2 Coordination within Human Resources Development Canada

Appendix 3 Coordination within Health Canada

Appendix 4 Agreements between the federal government and the official language minority communities

[**Appendix 5** Agreements between the federal government and the provincial and territorial governments with respect to the vitality and development of the official language minority communities](#)

[**Appendix 6** Funding of the Canada-community agreements for programming and development projects, by province and territory, 1994-1999](#)

[**Appendix 7** Funding of the Canada-community agreements for programming and development projects, by province and territory, 1999-2005](#)

[**Appendix 8** The players involved in coordinating activities related to the Canada-community agreements and their roles, 1999-2005](#)

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Top of page

[Important Notices](#)



ARCHIVED - Summary

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Page 2 of 16

Background: The general objective of this study is to offer a preliminary analysis of the effectiveness of governance with respect to the vitality and development of the official language minorities in Canada (English speaking in Quebec and French speaking elsewhere in Canada). Its analysis concerns one method of coordinating action, the Canada-community agreements. This method, more than any other, involves the players in the decision-making process of language planning. The Canada-community agreements also claim to respond to the official language communities' vitality and development needs pursuant to Part VII of the *Official Languages Act* (the Act).

Results: This study lays the groundwork for an analysis designed to make more intelligible the problems and issues involved in horizontal governance with respect to the vitality and development of the official language minorities. We found that the conditions conducive to the effective coordination of action exist when: i) accountability mechanisms are clearly established; ii) civil society accepts certain responsibilities without being left to itself; iii) interaction among the players is possible and the rules are known and accepted by everyone; iv) the State acts as a catalyst. The coordination of action may be limited, however, by the organizational and ideological context in which it takes place and by the tensions and conflicts within the networks of players.

The study also shows that the Canada-community agreements have not been a very effective method of coordinating action. While they have made the beginning of co-operation between the government and the official language minorities possible, they have led to a significant bureaucratization of the relations between them, as well as to problems with respect to accountability, the sharing of responsibility, and interaction among the various networks of players.

Issues: Horizontal governance with respect to the official languages is a new approach that will require more detailed analysis for an appreciation of all its complexity, its various dimensions and the issues involved. The Canada-community agreements are a notable example of this new style of governance. The federal government should benefit from the experience of the last two series of Canada-community agreements and reflect further on how horizontal governance might lead to genuine changes within the official language minority communities.



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ARCHIVED - Introduction

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Page 3 of 16

By "governance" we mean the methods of coordinating action within a given society. These may take a vertical and hierarchical or a horizontal and distributed form.

Since the 1990s, because of its commitment to the vitality and development of the official language minorities, the federal government has put in place horizontal methods of coordinating action. It has created new committees made up of government and non-government players and has introduced mechanisms of coordination among the latter. It has signed agreements, such as the Canada-community agreements, with the official language minorities. These new methods of governance have amounted to a new way of facilitating co-operation among the networks of government and non-government players with respect to language planning.

The general purpose of this study is to offer a preliminary analysis of the effectiveness of governance with respect to the vitality and development of the official language minorities in Canada (English speaking in Quebec and French speaking everywhere else in Canada). By "effectiveness" we mean governance distributed among government and non-government players who, by common agreement, share knowledge, resources and power with a view to action that is better targeted and more transparent (Cardinal and Andrew, 2001).

It is more difficult to define the concepts of vitality and development. The federal government has no specific indicators of development, nor do the provincial governments. The available demographic data, certain economic indicators, and some scattered studies seem to serve as reference points in the debate on the development of the official language minorities. No systematic analysis of the question has yet been undertaken by the various government and non-government players.

Specific objective

Have the new methods of governance been effective? Have they promoted the vitality and development of the official language minorities? This report examines the problems and issues associated with the vitality and development of the official language minorities in this new context of governance that is increasingly shared between the government and the official language minorities. Our analysis specifically concerns the Canada-community agreements.

These agreements were one of the first methods of governance that attempted to integrate the official language minorities into the language planning decision-making process. They also claim to meet the minorities' vitality and

development needs pursuant to Part VII of the Act. They serve, for example, to set out a framework for co-operation between the federal government and the official language minorities. They ensure guaranteed funding over a five-year period for the 350 agencies working in the minority communities. The agreements make it possible to develop programming and carry out projects in a variety of areas such as culture, the economy, communications, law, health, the advancement of racial minorities, and women's rights.

However, the implementation of the Canada-community agreements poses a challenge for the federal government and the official language minorities. Horizontal governance requires a change in organizational culture, new forms of collective accountability, and ongoing dialogue among the various networks of players. Its must also lead to new relationships between the government and non-government players based on partnership and subsidiary rather than dependence and hierarchy.

Anticipated results

This study will serve to more clearly identify the problems and issues with respect to the vitality and development of the official language minorities in the new context of governance. Analysis of the Canada-community agreements will enable us to make more explicit the factors or conditions that are conducive to the effective coordination of action with respect to community vitality and development. This study lays the groundwork to advance current thinking on the question of the effectiveness of horizontal governance with respect to the vitality and development of the official language minorities.

Presentation of data

The study includes an analysis of government documents and a summary of evaluations of the Canada-community agreements and of the principal studies and works on governance. We also conducted 15 informal interviews with members of minority communities, public servants and former public servants. These interviews were held in the Ottawa area. Our sample was limited, in view of the preliminary nature of our research.

In the first part of the study we examine the theoretical and administrative foundations of governance.

In the second we present a summary of the governance of linguistic minorities within the federal government. We identify the new governance bodies that most significantly involve the minorities in the language planning process.

In the third part we examine more thoroughly the issue of coordinating action under the Canada-community agreements.

[Previous Page](#) | [Table of Contents](#) | [Next Page](#)



ARCHIVED - 1. Governance study

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Page 4 of 16

1.1 Governance: a phenomenon of international scope

Interest in governance is a recent phenomenon and is of international scope (Hewitt de Alcantra, 1998; Pagden, 1998). The world financial crisis resulted in reorganizations in states, and these were often understood as changes in the governance of countries and not only within governments. The issue was associated with devolution, with an increasingly federal or quasi-federal approach in Europe and in certain African countries, or with the recognition of regionalisms and peripheral nationalisms.

One of the impacts of governance has been to give rise to a new demarcation of power within contemporary societies, between governments and citizens. For example, linguistic construction within the European community is a notable example of governance (Labrie, 1993). The adoption of new language policies in the United Kingdom, specifically in Wales and Northern Ireland, is a concrete expression of this movement. The same applies to Spain, where in Catalonia, Galicia and the Basque country, language is a major issue. The national, linguistic and cultural minorities in these countries are increasingly being included in government administration, leading to a rethinking of the old vertical forms of authority and accountability.

The Government of Canada played a part in this movement when it carried out major transformations in its methods of providing services to citizens and in the area of intergovernmental relations (Lazar, 1997). The commitment of the various levels of government in Canada to electronic governance is also evidence of this trend (Alcock and Lenihan, 2001; Allen et al., 2001; Snellen, 2001). The federal government has created new agencies and signed new devolution agreements in various areas such as labour market development, the environment and the official language minorities.

According to Guy Peters, "the discussion of the (presumed) decline of traditional forms of governance appears to be more problematic for Westminster systems of governing than for other types of political systems" (Peters 2001: 47). Since Canada inherited such a system, horizontal governance is not yet established here and may generate resistance. According to Peters, "this ... is a function ... of a political and administrative history of centralized control and of a political system that stresses vertical accountability and a 'top-down' style" (Peters, 2001: 47).

1.2 Theory of governance

Governance first and foremost takes the form of a conceptual framework that attempts to give meaning to practices

that more traditional liberal or critical approaches no longer seem able to make intelligible (Hirst, 2000: 85). Such approaches continue to take for granted the classical division between the State and civil society, whereas in practice the distinction is not so rigid.

Peters (2000) speaks of old and new governance to illustrate the difference between a traditionally statist and centralizing approach and one based on coordination and the role of networks in the organization of power. In the latter case, power is no longer the monopoly of the all-powerful State, which appears rather as one partner among many (Pierre, 2000: 3). In other words, to quote David Cameron and Richard Simeon, "neither citizenship nor governance is contained any longer within the boundaries of the state, nor are states the only loci of political decision making" (Cameron and Simeon, 2001: 60).

According to Gerry Stoker, "governance networks seek ... not only to influence government, but also to take its place" (Stoker, 1998: 26) [our translation]. Such networks might in the future be more capable than government of promoting the collective interest and solving contemporary social problems.

For most commentators, the issue of responsibility makes it necessary for the State to retain a role. According to Peters, governance requires the existence of a method of public accountability so that the decisions taken are legitimate: "the removal of government from the process ... appears to remove any real possibility for public accountability" (Peters, 2001: 48).

The network is, by its nature, inward looking and focused on its own interests. It may, for example, seek to limit freedom of expression or dissent or turn itself into a kind of clan operating by exclusion (Belley, 2001). Under such conditions, the State, without taking over the network, must work to orient its action so as not to lose sight of the broader public interest.

In addition, the new governance involves a study of the procedures used to achieve a new form of organized power and collective action (Stoker, 1998: 19). It has a normative ambition that involves giving new meaning to the very idea of government (Cardinal and Andrew, 2001: 4). Among other things, it takes the form of a changing model of organization based on the principles of interdependence, negotiation and coordination (Peters, 2000; Stoker, 1998). Its chief characteristic is subsidiarity, whose objective is to bring the solution of problems as close to citizens as possible (Paquet, 2000: 2).

According to Luc Juillet, Gilles Paquet and Francesca Scala (2001: 3):

- in the present context, the concept of governance can prove subversive - it calls in question the popular assumption that it is not only possible but even desirable for one person or group to have what is required to govern alone. The contemporary approach to governance assumes that collaboration is normally indispensable [our translation].

In other words, when governments now call upon a multiplicity of players, there arises the challenge of effective coordination of action based on collaboration and on new forms of collective accountability.

Stoker has proposed a frame of reference and principles of organization to better account for the development of the new governance (Stoker, 1998: 20). His observations are organized into five propositions, as follows:

- governance involves the action of a set of institutions and players not all of whom belong to the sphere of government";
- "in a situation of governance, boundaries and responsibilities are less clear with respect to social and economic action";
- "governance shows interdependence between the powers of the institutions involved in collective action";
- "governance involves the action of networks of independent players";
- "governance starts from the principle that it is possible to act without surrendering to the power or authority of the State. The State's role is to use new techniques and tools to orient and guide collective action" (Stoker, 1998: 20-21) [our translation].

1.3 Governance and coordination of action

From a review of writings on governance, we have identified four conditions under which the horizontal coordination of action may prove effective.

The **first condition** of effectiveness has to do with the method of accountability that will apply to the coordination of action. According to Peter Aucoin and Ralph Heintzman, accountability is a "cornerstone of public governance and management because it requires that those who hold and exercise public authority be held to account" (Aucoin and Heintzman, 2001: 244).

Accountability has three objectives: i) "to control for the abuse and misuse of public authority"; ii) "to provide assurance in respect to the effective use of public resources, respect for the law and adherence to public service values"; iii) "to encourage and promote learning in pursuit of continuous improvement in government and public management" (Aucoin and Heintzman, 2001: 244-45).

The definition of new methods of collective accountability is a major issue of horizontal governance. According to Aucoin and Heintzman, the changes in methods of governance require awareness that "authority and accountability are no longer concentrated at the top of the hierarchy" (p. 246). The interorganizational dimensions of partnerships among government and non-government players require the putting in place of new forms of collective accountability. Coordination of action will be more or less effective depending on the presence or absence of these methods.

The **second condition** of effectiveness consists in a better understanding of the division of responsibilities between civil society and the State. The State cannot completely dissociate itself from civil society, although it is called upon to take on new responsibilities. Effective coordination of action is possible when the various players recognize this state of affairs and the fact that having civil society take responsibility for itself is not the same thing as leaving a society to itself.

The **third condition** of effectiveness rests on the possibility of ongoing interaction among the players, based on collective learning resulting from the pooling of knowledge and expertise. To this end, the partnership must be based on a joint project or rules common to all. Otherwise, the coordination of action threatens to give rise to tensions and conflicts of interest among the players rather than ongoing interaction and collective learning.

The **fourth condition** of effectiveness consists in the State's capacity to serve as a catalyst to support the action of the networks of independent players. To this end, the integration of networks of players must be avoided; such integration would lead to the introduction of more cumbersome operating structures. Effective coordination of action must serve to support and ensure the openness of networks; otherwise, the action will further burden an already heavy government bureaucracy instead of promoting the development of partnerships and subsidiarity.

These conditions for the effective coordination of action depend on a series of factors that are difficult to control. The most important of these factors is that, in Canada, the organizational culture of government is characterized by a system of vertical accountability. This is more conducive to centralization and bureaucratization than a system of horizontal governance would be.

According to Stoker, it must also be accepted that governance may prove a failure. Conflicts of interest, faults in the system, tensions among the players, in short, *realpolitik*, are all factors that may make distributed, horizontal governance based on learning by the players and coordination or ongoing interaction among them impossible. In addition, horizontal governance is not a guarantee of success in the current process of redefining public institutions. It might even contribute to limiting the capacity of groups to intervene in the political process if they are relegated to managerial and coordinating activities and if the State disengages itself from them.

According to Jan Kooiman, emphasis must be placed on interaction among the players and the recognition and acceptance of a multiplicity of methods of governance. The players must accept a meta-principle or shared values based on openness to difference, communication and learning if they are to cope with the complexity of the processes involved, their diversity and their dynamism (Kooiman, 2000: 162). This is quite a tall order and shows that governance is more than a set of procedures or a renewal of corporatism. It aims at a new organization of power and of collective action. The governance of a society is effective when power, knowledge and resources are well distributed.

1.4 Governance and official language minorities

In 1996, the Commissioner of Official Languages' exhaustive study on the implementation by the federal government of Part VII, *A Blueprint for Action*, constituted an important starting point for reflection on the governance of the official language minorities in Canada. The study analyzed how the federal government of the time was taking into account the issue of the vitality and development of the official language minorities in federal institutions subject to the Act

(Commissioner of Official Languages, 1996).

The purpose of the study was to encourage respect for the objectives of Part VII. It expressed the hope that "decision makers at all levels in the Government of Canada [would] be personally committed, and be more creative in identifying opportunities to achieve Part VII objectives" (Commissioner of Official Languages, 1996: 73). At the time, Part VII was just beginning to be implemented. In 1998, the Savoie report showed that Part VII was still the object of much misunderstanding on the part of decision makers and public servants.

Concomitantly, other studies showed that the introduction of new horizontal methods of governance such as devolution or the privatization of public services had significant consequences for the official language minorities. According to many, the government transformations led to a loss of rights in the area of official languages (Commissioner of Official Languages, 1998, 2001; Fontaine, 1999; Savoie, 1998).

Finally, the continuing judicialization of the issue of language in Canada adds to the challenges of governance. As the Commissioner of Official Languages wrote, "the investigation mechanisms and the threat of court remedy seem to have fostered some resistance, which must be broken down by a change in the culture of federal institutions with regard to linguistic duality" (Commissioner of Official Languages, 2000: 100). She believes, moreover, that "there have been enough court decisions to clarify the scope of language rights and that it is now time for concrete political and administrative accountability" (p. 8).

Like the Commissioner of Official Languages, in recent years many others have asked the federal government to give major impetus to the official languages in Canada and to better fulfil its obligations in this area. Some have also suggested that it step back to gain a better perspective on what must be done with respect to the vitality and development of the official language minorities (Savoie, 1998: 53).

For their part, the spokespersons for the official language minorities, outside Quebec in particular, demanded a comprehensive development policy. They continually called for a more integrated approach and greater coherence from the federal government with respect to the vitality and development of the official language minorities. They also asked to be better integrated into the language planning process.

The data available on linguistic minorities in Europe show that the transformations in the organization of power in countries such as Scotland, Wales and Northern Ireland have raised many hopes (Loughlin, 1999). In Canada, it must be said that the official language minorities are more fearful. Here, governance is often associated with a loss of rights.

[Previous Page](#) | [Table of Contents](#) | [Next Page](#)



ARCHIVED - 2. The governance of the official language minorities in Canada

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2.1 The official language minorities

The official language minorities represent only a small percentage of the Canadian population, although they exist in every province and are sometimes even a majority in their respective environments. Regardless of their demographic weight, the issue of the status of these minorities has always been intimately related to that of the future of the country.

[Appendix 1](#) provides an overview of the demographic, economic and constitutional situation of the official language minorities in Canada. We thought it useful to present a few tables on the subject to give a better picture of the situation of the players chiefly affected by the new linguistic governance.

Note, in particular, how the situation of the official language minorities differs from one province to another (see table 1 in [appendix 1](#)). Most of the Francophones outside Quebec live along the Moncton (N.B.) - Windsor (Ont.) axis close to Quebec, while elsewhere we find communities that are numerically very small, often receiving little legal protection aside from measures adopted by the federal government (see table 5).

Tables 2 and 3 show that the Anglophone minority in Quebec is the only one where the percentage of persons having the minority language as their home language is higher than the number of persons having it as their mother tongue, whereas elsewhere in Canada, Francophones are in the reverse situation. This makes the situation of Francophones much more difficult, requiring well-integrated and coordinated government action to compensate for their numerical weakness.

However, in regions such as the Eastern Townships, Gaspé and northern and western Quebec, the existence of Anglophone communities seems increasingly threatened because of the rural exodus, the drop in the birth rate, and the aging of the population.

2.2 The governance of the official language minorities

In 1988, when the new *Official Languages Act*, which better conforms to the spirit of the 1982 *Canadian Charter of Rights and Freedoms*, was passed, the federal government added to it a new part, Part VII, which commits the government to

doing more to ensure the vitality and development of the official language minorities. Section 41 of Part VII of the new Act states:

The Government of Canada is committed to (a) enhancing the vitality of the English and French linguistic minority communities in Canada and supporting and assisting their development; and (b) fostering the full recognition and use of both English and French in Canadian society.

Section 42 states that "the Minister of Canadian Heritage, in consultation with other ministers of the Crown, shall encourage and promote a coordinated approach to the implementation by federal institutions of the commitments set out in section 41."

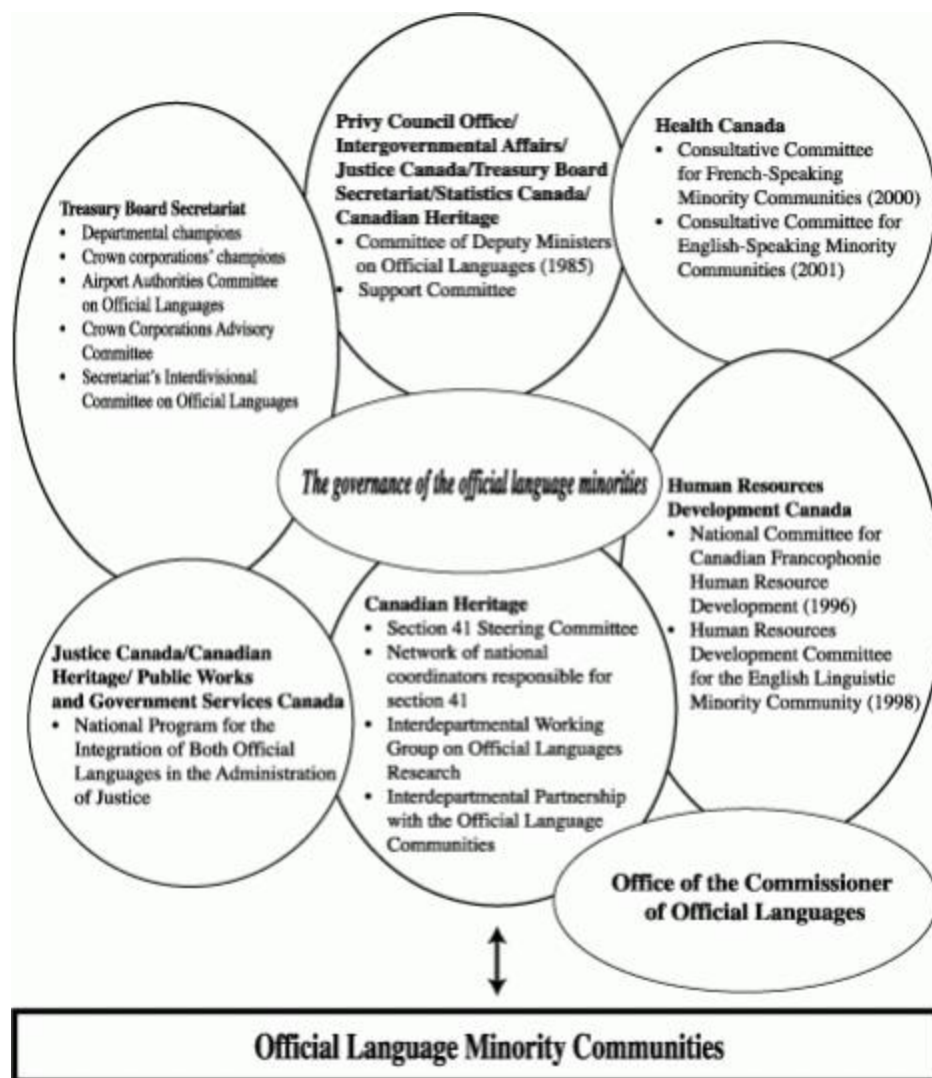
The text of the Act does not specify whether the commitment of the Government of Canada is imperative or symbolic. The recent decisions of the Supreme Court in the *Beaulac* and *Summerside* cases, however, indicated the need to interpret language rights "as a fundamental tool for the preservation and protection of the official language communities, where they apply."¹ Without ruling directly on the obligation of governments to ensure the vitality and development of the official language minorities, the broad and generous interpretations of the Supreme Court seek to go in this direction.

Sections 41 and 42 only began to be applied in 1994. They conferred new responsibilities on the various departments, particularly the Department of Canadian Heritage, and encouraged the development of new consultative structures and partnerships between the federal government and the official language minorities.

2.3 The institutional infrastructure supporting the governance of the official language minorities

As the federal government reviewed its methods of acting and proceeded to implement sections 41 and 42 of the Act, it developed an increasingly complex institutional infrastructure. Figure 1, below, gives an overview of some of the bodies supporting the governance of the official language minorities with respect to their vitality and development. Some are characterized by forms of horizontal governance that involve these minorities to a greater extent in the language planning process.

Figure 1 : The institutional infrastructure supporting the governance of the official language minorities in Canada: Government decision-making and consultative bodies



Source: Treasury Board Secretariat. 2000. *The Official Languages. Full Sail Ahead.* Ottawa: Treasury Board Secretariat. p. 20 [amended version].

Among these bodies, the Department of Canadian Heritage and the Treasury Board Secretariat (TBS) are the ones that are supposed to have a special concern for the issue of the vitality and development of the official language minorities. In addition, in April 2001, the government assigned the Minister of Intergovernmental Affairs the responsibility of ensuring the introduction of a new interdepartmental structure to coordinate action with respect to official languages, including action with respect to vitality and development. The federal government has stated that by doing so it intends to exercise more "political leadership with regard to the promotion of and respect for bilingualism and the application of laws protecting the English and French linguistic minorities everywhere in Canada" (Buzetti, 2001: A8) [our translation]. We will return to this subject later.

2.3.1 The Department of Canadian Heritage

The Department of Canadian Heritage (PCH) must ensure the coordinated application of sections 41 and 42 of Part VII of the Act, concerning the federal government's commitment to the vitality and development of the official language minorities. It has accordingly become the chief body responsible for support to the official language minorities. It describes itself as having "responsibility for coordinating the federal government's commitment to helping the official language minority communities by supporting various groups working for these communities, and by facilitating the contributions of other federal departments and agencies to their development" (PCH, <http://www.pch.gc.ca/offlang/policy/authorities.html>).

It is the role of Canadian Heritage, among other things, to conclude agreements with the provincial governments in specific areas such as education, school management and health in order to encourage the delivery of public services to the official language minorities. It also signs agreements with the official language minorities for their development.

In 1997, its objectives with respect to the development of the minorities were: "greater assumption of responsibility by the communities for themselves for setting their development priorities; more rigorous and appropriate use of the resources" made available to them; and "greater consistency and coherence in the measures taken by the various bodies at the local level" (PCH, 1997: v-vi). These objectives are directly linked to the signing of the Canada-community agreements, the details of which we will look at later.

Figure 2, presents the structure that exists within the Department of Canadian Heritage for coordinating action with respect to the vitality and development of the official language minorities. The draft agreements, including the Canada-community agreements, constitute one of the department's five types of related activities. The others are: the Section 41 Steering Committee, the Interdepartmental Working Group on Official Languages Research, the national network of coordinators responsible for section 41, and the Interdepartmental Partnership with the Official Language Communities.

Figure 2 : The structure for coordinating within the Department of Canadian Heritage with respect to the vitality and development of the official language minorities



Source: Most of the above information is taken from the Canadian Heritage Internet site (consulted in February 2001): <http://www.pch.gc.ca/progs/langoff.htm>.

a) *The Interdepartmental Partnership with the Official Language Communities*

The Interdepartmental Partnership with the Official Language Communities is a sector undergoing great expansion.

There are two possible types of partnership: one in which coordination with the official language minorities takes place primarily between the Department of Canadian Heritage and the other departments in order to promote the integration of the needs of the official language minorities into their program framework; and another that began with the signing of agreements and protocols between the official language minorities and certain departments.

Since 1998, four types of multilateral agreements have been signed between the various departments and public agencies and the minority communities:

- a multipartite co-operation agreement on the artistic and cultural development of Canada's Francophone and Acadian communities;
- an agreement on French-language publishing and theatre in the minority communities;
- a national memorandum of understanding on human resources development for Canada's Francophone and Acadian communities;
- a national memorandum of understanding on human resources development for Quebec's Anglophone community (see [appendix 4](#)).

We note in particular the creation, in 1996, of the National Committee for Canadian Francophonie Human Resource Development and of another committee for Quebec's English-speaking community. These committees are regarded by some as a model of co-operation between the federal government and the official language minority communities (see the committee structure in [appendix 2](#)). In 1997 a support fund of \$21 million, over three years, was established to ensure the implementation of the official language minority communities' development strategies. This fund is available to both the Francophone and the Anglophone committees.

These committees attempt to respond to the specific needs of the communities with respect to rural development, the knowledge economy, the integration of young people, economic development and tourism. They are made up of equal numbers of representatives of the official language minority communities and of federal agencies. They are supported by the Department of Human Resources Development. Among other things, their purpose is to establish a national framework for economic development and employability; to promote the ratification of memorandums of agreement with the government agencies concerned with economic expansion and human resources development; to establish Regroupements de développement économique et d'employabilité (RDEEs) in the provinces and territories; and to participate in the development of strategies that enlist the Francophone and Acadian communities in particular in the major national and international economic and employability trends. The duties of these committees include coordination, information, liaison, research and development.

The RDEEs are agencies affiliated with the National Committee in the provinces and territories. These bodies ensure coordination among the various economic development and employability groups. Their role is to define a strategy that promotes the development of their community while meeting the objectives of the National Committee's strategic plan. They appoint one agency from among their members to coordinate, at the provincial level, the many economic development and employability initiatives. This delegated agency ensures liaison with the National Committee and is eligible for supporting funds.

We also note the creation, in 2000, of the Consultative Committee for French-Speaking Minority Communities in the health field and, in 2001, of a similar committee for Anglophones living in Quebec (see the committee structure in [appendix 3](#)). These committees consist of members of the minority communities and representatives of the federal and provincial governments. Their mandate is to advise the federal Minister of Health on ways his department can contribute to the vitality and development of the English and French linguistic minority communities and to provide their views on initiatives currently being developed to optimize their impact on the communities.

Other departments have developed projects that also involve representatives of the minority communities. They include the *Francocommunautés virtuelles* and *VolNet* projects of Industry Canada, which are intended to increase the connection of Francophone minority communities to the Internet. The department has funded 51 projects across the country (TBS, 2000: 14).

It should also be noted that Western Economic Diversification Canada has included the presence of one French-language agency in each western province in the government strategy for western economic development (TBS, 2000: 14).

In 1997, the Commissioner of Official Languages expressed the hope that "by the beginning of the millennium all

federal institutions will be responding effectively to specific minority community development needs as an integral part of their mandate for program delivery" (Commissioner of Official Languages, 1998a: 7). In a recent annual report, the Commissioner wrote instead that "many government institutions are still characterized by an at best passive, if not defensive, attitude with regard to their obligations" (Commissioner of Official Languages, 2000: 8).

In addition, even before the agreements had been evaluated, criticisms were already being heard. Some emphasize the importance of providing adequate funding for the agreements, particularly in the area of arts and culture, where the needs of the minorities are very great. Others maintain that when the agreements lead to the establishment of new structures, as in the area of human resources development, this still further encumbers or bureaucratizes interventions with respect to vitality and development.

However, the official language minorities rely greatly on the interdepartmental partnership to broaden the range of funding options for activities in the minority communities, to make possible greater coordination among the partners, and to promote their assumption of responsibility for themselves (PCH, 1997: 14).

b) Agreements with the provincial and territorial governments on the development of the official language minorities

The Department of Canadian Heritage has signed a number of agreements with the provincial and territorial governments (see [appendix 5](#)).

Since 1995, federal-provincial-territorial agreements on the promotion of the official languages have been signed to facilitate the delivery of services to the official language minorities in the areas of health, the economy, justice, social services and recreation, as well as on promotion of the recognition of the two official languages and their use. The content of the agreements and their methods of implementation vary from province to province. Only the government of British Columbia had not signed such an agreement with the federal government.

A memorandum of agreement in the area of minority language education and second language instruction defines the federal-provincial-territorial partnership framework with respect to official language instruction. The agreements must facilitate access to mother tongue education for the minorities and second language instruction for the majorities. Each province or territory individually negotiates its agreement with the Department of Canadian Heritage.

Since 1998 there has been a five-year agreement on the system of school management in Ontario. This is a special agreement between the provincial and federal governments to fund the completion of the province's system of school management.

In 1997 the Department of Canadian Heritage signed a co-operation agreement with the Alberta Department of Health to improve access for the province's Francophones to health services in French.

In 1999 Human Resources Development Canada (HRDC) signed labour market development agreements with the departments of education or ministers responsible for vocational training of the various provinces and territories.² These agreements provide that HRDC or the provincial and territorial governments shall ensure, by means of joint management or a transfer of responsibility, the design, delivery and evaluation of active employment measures and national employment service functions. The language clauses differ from one agreement to another (providing, in some cases, for consultation of the minorities or the delivery of services in both languages where there is significant demand). These agreements were the subject of a more thorough study as part of the Fontaine report (1999).

With regard to the general funding of agreements with the provincial governments, the Treasury Board data cited, among others, in the Annual Report 1998-1999 of the Commissioner of Official Languages show that, in 1998, expenditures in the area of federal-provincial-territorial co-operation on official languages amounted to \$167.78 million. Of this amount, \$134.67 million went to agreements on minority language education (\$80.15 million) and second language instruction (\$49.17 million).

Quebec received the most funding for minority language education (\$36.1 million), followed by Ontario (\$23 million) and New Brunswick (\$10.26 million). As for funds earmarked for second language instruction, Ontario received the lion's share of the budget (\$17.65 million), followed by Quebec (\$6.37 million), British Columbia (\$5.72 million), and Alberta (\$4.58 million).

The sum of \$8.14 million was allocated to agreements in the area of services and the promotion of official languages,

and \$24.97 million to special measures such as school management and post-secondary education.

In short, the experience of the federal-provincial-territorial agreements should be studied further to promote more thorough reflection on the nature and scope of intergovernmental relations in the development of the official language minorities.

c) The Canada-community agreements

These are framework agreements between the Department of Canadian Heritage and the minority communities that set out a framework for co-operation to advance the vitality and development of the communities. They guarantee funding to agencies of the minority communities for a five-year period to enable them to develop programming and carry out projects in a variety of areas such as culture, the economy, communications, law, health and the rights of women and racial minorities.

Through the Canada-community agreements, the department seeks to achieve a threefold objective:

- to promote coordination among agencies within the community in order to increase the synergy of their actions and further the rationalization of their resources;
- to promote the participation of the various federal departments and agencies in the development of the community and co-operation with provincial and municipal bodies;
- to promote the long-term development of the community by seeking, for example, to increase its financial autonomy (PCH, 1997: 15).

The Fédération des communautés francophones et acadienne du Canada (FCFA) believes that the Canada-community agreements provide some **financial** stability for agencies working in the minority community. In addition, "consultation, the setting of development priorities and the participation of the communities at all levels of the decision-making process allow them to take more responsibility for their development." According to the FCFA, however, the agreements require "a major investment of time and energy by the representative organizations" (FCFA, 1999-2000, <http://www.franco.ca/fcfa/documentation/index.html>) [our translations]. According to many, the Canada-community agreements have not always been an effective method of coordinating action; for others, when they have been effective, it was because of a combination of circumstances and not by design. We will return to this point.

The first Canada-community agreement was signed in 1988 with the Francophone community in Saskatchewan. In 1993 the Department of Canadian Heritage launched a process of negotiations with the other minority communities. From 1994 to 1996, an initial series of Canada-community agreements was signed; they expired in 1999. In 1999-2000, a second series of agreements was negotiated, and they will remain in effect until 2004-2005.

The funding of the Canada-community agreements has varied over time. For 1994 to 1999, it amounted to \$59,413,155 over five years, or an average of \$11,882,631 per year for all the Anglophone and Francophone minority communities in Canada. Of this sum, part of the funding was earmarked for the operation of provincial and national agencies and part for the completion of development projects (see [appendix 6](#) for further details by province and territory).³

For 1999 to 2004, the sums allocated to the Canada-community agreements amount to \$137,570,000. This represents a substantial increase of more than \$78 million over five years, to an average of \$27,514,000 per annum to be shared among the official language minorities. Moreover, unlike under the previous agreement, the communities are increasingly using the global envelope model, that is, an envelope from which funds for programming and special projects are allocated en bloc, the community being free to determine their allocation to each sector (see [appendix 7](#) for further details by province and territory).⁴ This approach promotes a "self-management" model. However, some communities receive additional funding to ensure the smooth operation of coordination mechanisms within agreement secretariats in their province.

As was not the case in the first agreements, funds allocated under the new agreements are multi-year; that is to say, they are identical for the five years for which the agreement is in effect. These new funds come essentially from Official Languages Support Programs, whose budget was increased by \$70 million over three years starting in 1999. This increase, however, barely suffices to cover the costs of the financial downsizing experienced by the official languages sector in recent years.

2.3.2 The Treasury Board Secretariat

To simplify, the TBS's mandate is to ensure the application of the provisions of the *Official Languages Act* within the institutions of the federal government subject to it. In its documents, it is stated that the TBS has:

- the authority to recommend policies or regulations to the Governor in Council, to establish policies and issue directives, to monitor and audit compliance by federal institutions, to evaluate the effectiveness and efficiency of their programs, to provide information to the public and government employees, and to delegate any of its powers under this section to the deputy heads or administrative heads of federal institutions. In addition, section 48 requires that the President of the Treasury Board submit an annual report to Parliament on the status of the official languages programs in federal institutions. Therefore, it is important for the Treasury Board to receive pertinent and timely information from federal institutions (Treasury Board Secretariat, http://www.tbs-sct.gc.ca/pubs_pol/hrpubs/OffLang/INTRO_e.html).

In 1997, the Treasury Board and the Department of Canadian Heritage signed a memorandum of understanding on the implementation of section 41. This agreement was meant to encourage federal institutions to take into account, in their overall strategic planning and evaluation process, the government's commitment to the vitality and development of the official language minorities. Accordingly, the agreement sought to promote interdepartmental coordination in the area of official languages.

Recently, the TBS, through Public Works and Government Services Canada, has also contributed financially to the establishment of single windows in Manitoba (St. Boniface, St. Pierre-Jolys), bringing together federal, provincial and municipal services. "The goal of the single window initiative is to provide the Franco-Manitoban community with better access to French-language services" (TBS, 2000: 14; Commissioner of Official Languages, 2001: 27).

Other single window or interactive *Carrefour électronique* projects are also being discussed in Quebec and Prince Edward Island. A single window project was also introduced in Saskatchewan in the fall of 2000 (Bellevue and Gravelbourg). It can provide information on everything related to employment: joining and rejoining the workforce, training, service to businesses, and departmental program services and information. This project is sponsored Human Resources Development Canada and the province's Department of Post-Secondary Education and Skills Training. It also relies on the assistance of three provincial partners to ensure service delivery: the Service francosaskois d'éducation des adultes, the Conseil de la coopération de la Saskatchewan and Willow Bunch Communications.

In a recent study, the Commissioner of Official Languages made specific recommendations to the Treasury Board Secretariat regarding the scope of these new forms of co-operation for the vitality and development of the official language minorities. She proposed that it take into account some guiding principles concerning the labour force development agreements; "develop a framework for managing models of co-operation with community groups for the provision of services"; "put appropriate mechanisms in place to monitor and assess the implementation of any new model of co-operation"; "and report on this in their annual management report submitted to the Treasury Board" (Commissioner of Official Languages, 2001: 26).

2.3.3 The Department of Intergovernmental Affairs

It is still too early to assess the effectiveness of the new structure for coordinating action that the federal government announced in April 2001, since the structure had not yet been put in place when this study was carried out. In theory, the creation of such a structure within a central agency such as Intergovernmental Affairs should give greater coherence to action in the area of official languages. It seems that the Minister of Intergovernmental Affairs will chair a review committee of official languages ministers.

Further, unless the *Official Languages Act* is amended, agencies such as the Treasury Board and the Department of Canadian Heritage will continue to provide the same services and carry out their respective responsibilities, as set out in the text of the *Official Languages Act*. It is therefore legitimate to wonder what role the Department of Intergovernmental Affairs will actually play with respect to the vitality and development of the official language minorities.

The Prime Minister's announcement followed criticisms by the Commissioner of Official Languages to the effect that the federal government lacks commitment and firm and genuine leadership in the area of official languages. Earlier, in the Fontaine, Savoie and Simard reports, the issue was raised of the need for integrated leadership "exercised by a central authority vested with the necessary political and administrative powers" (Fontaine, 1999: 52).

We will have to see the articulation of the new structure to determine whether leadership with respect to the official languages will be more responsible, particularly as regards community vitality and development. It also remains to be seen whether horizontal governance that takes into account the concerns of all the non-government players will lead to better coordination of action.

2.3.4 Other consultative and decision-making bodies

Figures 1 and 2, while not exhaustive, show that a large number of government bodies, committees and programs are involved in the implementation of the Act and co-operate with the TBS and the Department of Canadian Heritage in this regard. The agencies that deal with the vitality and development of the official language minorities include: the Public Service Commission of Canada; the Federal Court of Canada; the Privy Council Office; the departments of Justice, Human Resources Development, Industry, Health, and Public Works and Government Services; Western Economic Diversification Canada; Statistics Canada; Canada Post; the Standing Joint Committee on Official Languages (created in 1980); and the Atlantic Canada Opportunities Agency. This last agency holds interdepartmental consultations and meetings with the Francophone communities in the Atlantic region.

A recent study by the Office of the Commissioner of Official Languages adds to this list the Council of Senior Federal Officials, the deputy ministers and heads of organizations, and the managers of offices designated bilingual (Commissioner of Official Languages, 2001: 10-13).

The existence of a central committee on official languages should also be noted: the Committee of Deputy Ministers on Official Languages, created in 1985. It has been a forum for the convergence and integration of action in the various departments (see figure 3). "The committee's expanded mandate ... requires that each year it develop integrated priorities as well as an implementation plan, and that it set strategic objectives to guide all federal institutions with respect to institutional bilingualism, the promotion of linguistic duality and the development of the official language minority communities" (TBS, 2000: 8).

Figure 3: Committee of Deputy Ministers on Official Languages

MEMBRES

Privy Council Office
Treasury Board Secretariat
Communication Canada
(formerly Canada Information Office)
Foreign Affairs and International Trade
Health Canada
Canadian Heritage
Public Service Commission
Public Works and Government Services Canada
Justice Canada

CHAIR

Deputy Minister of Intergovernmental Affairs

Source: Treasury Board Secretariat. 2000. *The Official Languages. Full Sail Ahead*. Ottawa: Treasury Board Secretariat. p. 8 [amended version].

We also note the existence of an Interdivisional Committee on Official Languages in the TBS, the National Program for the Integration of Both Official Languages in the Administration of Justice (POLAJ), and the Office of the Commissioner of Official Languages, as well as the presence of official languages champions whose role is to enhance the visibility of the official languages in federal institutions and ensure that obligations with respect to institutional bilingualism and the development of the communities are fulfilled.

Within this institutional infrastructure, a number of consultative bodies have been established in direct partnership with the minority community.

This brief outline of the institutional infrastructure with respect to vitality and development certainly testifies to greater consideration of the official language minorities by the federal government. It shows, to use TBS terminology, the existence of more integrated leadership.

2.3.5 The funding of activities targeted to the official language minorities: a summary

The most recent budget figures on official languages are found in the Annual Report of the Commissioner of Official Languages for 1998-1999. They include figures for official languages support programs; i.e., federal-provincial-territorial co-operation, support for the official language communities, and promotion and dialogue. These expenditures were made by the Department of Canadian Heritage and amount to \$220,340,000.

In 1998-1999, the cost of providing federal services in both official languages was \$255,200,000, and total spending on official languages amounted to some \$500 million.

As a percentage of total public spending for this period, the official languages represent only about 0.5% (TBS, 1998; <http://www.tbs-sct.gc.ca/tb/estimate/ped9899f.html>). Moreover, the budget for official languages in federal institutions has been substantially reduced since 1990, falling from over \$300 million (in current dollars), the highest sum allocated, to less than \$250 million in 1998-1999, a sum equivalent to the budget in 1984-1985.

Notes

1. *Beaulac v. The Queen* [1999] 1 S.C.R. 768; see also *Arsenault-Cameron v. The Queen* [2000] 1 S.C.R. 3.
2. In general, the agreements were signed by ministers of education or ministers responsible for vocational training, but in some cases, by ministers of intergovernmental affairs, health, or, in the case of Quebec, even the Premier.
3. We do not have detailed financial data indicating the sums allocated to each agency or project in each province and territory
4. We do not have detailed financial data indicating the sums allocated to each agency or project in each province and territory.

[Previous Page](#) | [Table of Contents](#) | [Next Page](#)



ARCHIVED - 3. The Canada-community agreements and horizontal governance

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Page 6 of 16

The Canada-community agreements constitute the first instance of horizontal governance with respect to the vitality and development of the official language minorities. Their implementation poses a challenge to the federal government and the official language minorities because horizontal governance requires a change in institutional culture, new forms of collective accountability, and an ongoing dialogue among the various networks of players. It must also lead to new relationships among the government and non-government players, based on partnership and subsidiarity rather than dependence and hierarchy.

3.1 Governance structure

Figure 4, summarizes the structure of governance of the most recent Canada-community agreements. This structure was developed in co-operation with the official language minorities and takes the form of a set of vertical and horizontal structures of governance (see [appendix 8](#) for a more detailed description of the players and their roles in the coordination of activities related to the Canada-community agreements).

Figure 4 : Summary of the players and their roles in coordinating activities pertaining to the Canada-community agreements*

CANADIAN HERITAGE: This department is responsible for the federal commitment to support for the official language minority communities. It concludes the various agreements on official languages, in particular the Canada-community agreements.



AGREEMENT MANAGEMENT COMMITTEE (called Joint Committee in Quebec): This is a joint committee, consisting of an equal number of representatives of the Department of Canadian Heritage and of the provincial or territorial round table (or other key community organizations). The committee's role is to receive the development priorities established by the comprehensive development plan formulated by the community, to implement this comprehensive development plan, to receive projects from community groups, and to recommend to the Department of Canadian Heritage how program and project funding should be distributed among the various groups seeking it. This committee is responsible for administering the agreement and includes the agreement secretariat, which may, in some cases, be supplied by the Department of Canadian Heritage alone (New Brunswick, Quebec, Ontario, Yukon), by the provincial or territorial community organization signing the agreement alone (Newfoundland, British Columbia, Northwest Territories, Nunavut), or by both (Prince Edward Island, Nova Scotia, Manitoba, Saskatchewan, Alberta, national organizations).



PROVINCIAL OR TERRITORIAL ROUND TABLE (not in all provinces): The round table generally consists of members of the principal community associations representing regions, target groups or activity sectors given priority. It is the role of this round table to establish the community's development priorities and promote coordination among the agencies working on community development. Most of the community representatives sitting on the Agreement Management Committee come from the provincial or territorial round table.



OFFICIAL LANGUAGE MINORITY COMMUNITIES: The official language minority communities are represented by various sectoral, regional and provincial associations. The provincial representation organizations are the principal signatories of the Canada-community agreements for the community side.

* The players and the roles assigned to the bodies responsible for coordinating activities pertaining to the Canada-community agreements vary from one province or territory to another. This figure is meant to be indicative only and does not claim to apply to all the official language minority communities. The designations of the various bodies referred to vary from one community to another.

Source: Canada-Community Agreements, 1999-2004.

The Department of Canadian Heritage is the final authority for approval of the agreements. However, each agreement is administered by a management committee that includes representatives of Canadian Heritage and the minority communities (usually from the provincial or territorial round table).

The agreements also provide for a provincial or territorial round table, sometimes also called (depending on the location) a coordination forum, steering committee, management committee or council of agencies. This body may invite representatives of the government to sit on it, as is the case in Newfoundland; however, in general, it consists exclusively of spokespersons for the minority community. The round table therefore represents the minority community in all matters pertaining to the negotiation and administration of the agreement.

The English-speaking minority of Quebec is accordingly represented by the Quebec Community Groups Network, a group of community organizations, representing English speakers from across the province founded in 1995. In New Brunswick, the various Francophone organizations have established the Forum de concertation des organismes acadiens du Nouveau-Brunswick. However, the Société des Acadiens et Acadiennes du Nouveau-Brunswick, an older organization, administers the agreement and serves as the secretariat of the Forum de concertation.

Ontario has a management committee for the renewal of the agreement as well as an additional committee, the applications committee. The latter is intended to eliminate any suspicion of conflict of interest in administering the agreement, since most of the time the same persons sit on nearly all the committees (something not unique to Ontario).

In the other provinces and territories, the provincial or territorial representative organizations negotiate and administer the agreements on behalf of the minority community. Representatives of sectoral organizations are, however, asked to sit on management committees and evaluate funding applications.

The "national" structure is more complex and includes a table of national agencies, sectoral round tables, a coordinating committee, special committees and a management committee, as is the case for the other agreements. Thus, the round tables play an important role in coordinating action within the minority communities.

After the signing of the most recent agreements, the Department of Canadian Heritage established an additional evaluation committee, consisting of representatives of the department, for the sole purpose of reviewing funding applications from the minorities that have already been accepted by the management committees or the applications committees. The establishment of such a committee was poorly received by the minorities, who feel that they negotiated their agreements in good faith and that such a structure would only further bureaucratize the process of approving funding applications.

3.2 Negotiation of the agreements

The agreements are negotiated between the representative organizations and officials of the Department of Canadian Heritage. The costs incurred in negotiating the agreements vary from \$20,000 to \$40,000 and are paid out of the operating budgets of the organizations (FCFA, 2000: 1-2). Negotiations may take up to two years, as they did in the renewal of the agreements for the period from 1999 to 2005.

It should be noted, however, that groups do not participate equally in the negotiation of the agreements. Not all groups sit at the negotiating table, and not all are consulted to validate the process. A number of them also severely criticize the negotiation process. Some have pointed to conflicts between regional and federal public servants as a hindrance, in their view, to the progress of negotiations on the agreements. They have pointed out that the process was too slow, that employees of the Department of Canadian Heritage made contradictory statements, and that the minority communities had no room to manoeuvre when negotiating funding, since it had already been decided at the start of the process.

The FCFA recommended that Canadian Heritage clarify the process and the rules of the game. Like all the parties to the agreements, it wants the department to be more transparent, the regional employees to be given the required room to manoeuvre to negotiate, the minority communities to be regarded as accountable partners, the negotiating period to be shorter, the negotiations to be fair and equitable, perceptions of favouritism to be avoided, the Canadian Heritage negotiators to be clearly identified, and what is negotiable to be indicated (FCFA, 2000: 2-3).

These are important issues because they indicate that action has not been effectively coordinated during the negotiating period. More explicitly, they indicate that the accountability mechanisms have not functioned well, that the roles of the government and non-government players have not been well defined, and that the interaction among them has not been conducive to collective learning. The State has not played its role as a catalyst.

3.3 Evaluation of the agreements

The Canada-community agreements provide for evaluation mechanisms. In 1997 the Department of Canadian Heritage conducted its own evaluations while most of the official language minorities were doing the same. The different evaluations yielded similar results. The agreements also provide for ongoing evaluations, but these do not seem to have been carried out as the agreements were being implemented.

In the first series of agreements (1994-1999), a provision on evaluation of the agreements stated that both parties agreed on the importance of periodic and ongoing evaluations to verify whether the objectives of the agreement had been achieved. This provision was included in the new series of agreements (2000-2005), but this time it was explicitly stated that, in some cases, the Agreement Management Committee would be responsible for evaluating the activities carried out and the mechanisms put in place under the agreement.

The French-speaking communities of Newfoundland and Ontario seem to have gone the furthest in specifying evaluation mechanisms. Newfoundland provides for annual evaluations carried out by the management committee and a final evaluation in consultation with the community organizations. In Ontario, the agreement provides that the management committee, supported by experts, will be responsible for developing and carrying out the joint evaluation (department and community). The committee agrees to report the results of the evaluation annually to the Department of Canadian Heritage.

In the case of both Newfoundland and Ontario, Canadian Heritage agrees to pay half the cost of conducting

evaluations (experts, meetings). In all other cases, the costs must be paid out of the agreement funds.

To date, the evaluations of the Canada-community agreements have not been explicitly concerned with issues of governance. Many questions refer to the problems associated with governance, such as those on coordination among the government and non-government players. However, many other questions regarding the effectiveness of governance and its impact on the organization of the networks of players within the official language communities were not asked.

3.4 The Canada-community agreements and the effectiveness of horizontal governance

The Canada-community agreements should promote coordination of action based on consultation and the participation of the various federal departments and agencies in the development of the minority communities and the long-term development of the minorities. Accordingly, effective action should result in greater synergy among the various partners and greater acceptance of responsibility for themselves by the communities. But is this really the case?

The conditions conducive to effective coordination of action are present when: i) accountability mechanisms are clearly established; ii) civil society accepts certain responsibilities, without being left to itself; iii) interaction among the groups is possible and the rules are known and accepted by all; iv) the State acts as a catalyst. It should be borne in mind, however, that the coordination of action may be limited by the organizational and ideological context in which it takes place and by tensions and conflicts within the networks of players.

3.4.1 The issue of accountability

Greater acceptance of responsibility for the financial management of official language minority activities by the communities themselves raises the unavoidable question of the compatibility of a model of governance based on participation of the communities in coordinating action with the principle of departmental responsibility.

According to many, the problems with respect to the negotiation of the agreements and their administration arise from tensions between the vertical model of operation characteristic of the Canadian government system and horizontal governance (and the challenges of co-operation among the players that it poses). Among other things, the government representatives involved in the negotiation and administration of the Canada-community agreements (i.e., the employees of the Department of Canadian Heritage) seem to have been unable to operate in a truly horizontal manner or to work with the minority communities on a real transfer of power. It is impossible to deviate from the vertical structure of responsibility within which government players operate because the ultimate accountability lies with the supplier of funding, the federal government. This gives public servants responsibility for control, making the bureaucratization of the process of negotiating and administering the agreements unavoidable.

The situation also led to tensions among public servants. Some of them mentioned the problem of relations between employees of the Official Languages Branch and those responsible for looking after the negotiation and implementation of the agreements. The problems arising from this situation may have an adverse impact on greater acceptance of responsibility by the minorities to the extent that they increase the confusion of roles.

The tensions between vertical and horizontal governance were also felt within the official language minority communities. They may have affected the ability of the minority players to mobilize. In the view of many, the negotiation process and the structure of the Canada-community agreements served only to strengthen a hierarchical governance that was in crisis within the official language minority communities. It led to a fierce battle of interests among the groups, to a weakening of the community power of the official language minorities, and to a loss of creativity at the grassroots.

In other words, greater participation by the official language minorities in administering their development has definitely resulted in a change of culture within the communities. Used to receiving their funding from the federal government without having to consult with one another, the groups have been forced to do more to justify themselves. The fact that the government selected certain groups as spokespersons for the official language minorities in preference to others has caused even greater upset in certain communities, particularly in Ontario and Quebec.

Thus, groups wishing to innovate with respect to representation have not been able, during the negotiation and administration of the agreements, to make their concerns heard as regards more transparent and horizontal governance within their community (this concern is shared by many groups, both Anglophone and Francophone). Many

believe that the negotiation and administration of the agreements has imposed operating methods that run counter to horizontal governance.

There are more and more models of participation and accountability in the English and French linguistic minority communities, ranging from the Assemblée communautaire de la Saskatchewan,⁵ to the Table féministe francophone de concertation provinciale in Ontario, to certain Anglophone associations in Quebec. These different models of civic engagement are a new phenomenon. Groups are seeking to develop for themselves new structures of collective participation and accountability, particularly in order to respond better to the more diverse needs of their members, to more fully respect the principles of equity (particularly between the sexes), to mobilize young people, and to promote new forms of coordination among groups. For many, greater openness on the part of the federal government to these types of concerns could facilitate co-operation among the groups when agreements are being negotiated and implemented. Many hope that these issues will be taken into account to a greater extent in relations between the official language minorities and the government and among themselves as well, specifically, when the next agreements are negotiated.

It must be stated, however, that accountability is one of the crucial issues raised by the exercise of the new governance. According to Peters, "the new governance model of the public sector appears to make the process even more opaque and even more subject to buck-passing than conventional bureaucratic processes" (Peters, 2001: 49). In his view, we may well discover "that there were numerous virtues in old-fashioned administrative accountability that may need to be revived" (Peters, 2001: 49). The challenge posed by the Canada-community agreements is that of putting in place new methods of accountability that will be acceptable to all.

3.4.2 The division of responsibilities

To be meaningful, the greater integration of the official language minorities into the process of effecting their development requires a new division of tasks among the various government and non-government players. For one thing, these players cannot be content to participate passively in the governance of the official language minorities. For another, it is not the wish of the official language minorities to be given full responsibility for government programs. They wish instead to be treated as partners of the federal government in the pursuit of their common objective of development.

Analysis of the Canada-community agreements reveals the parameters of the new division of tasks between the federal government and the official language minorities. Figure 4 illustrates this well (see also [appendix 8](#)). In the opinion of many, the division of responsibilities was not clearly set out in the agreements. The way the administration and evaluation of the agreements and the allocation of funding to the various groups had to be carried out did not indicate a good understanding of the roles and responsibilities of each party. For many, what was laid out on paper was not easily put into practice, mainly because of a lack of leadership and because the government did not treat the minorities as partners.

The situation gave rise to significant ambiguities in the administration of the first agreements. In the view of many, the various government players no longer knew what task to attend to or how to justify their role in implementing the agreements. Some of them feared losing their jobs; others found themselves in conflict. Some sought to make the process more transparent and others to resist change, to say nothing of elected officials, who played an ambiguous role in the process of negotiating and evaluating the agreements.

Many people believe that, at every stage, from the negotiation of the agreements to their administration and evaluation, the government and non-government players were often obliged to improvise. Relations between them therefore became difficult. In some cases, strategic planning exercises were conducted needlessly. In most cases, the government did not take into account the development plans that the communities had adopted. The continual duplication of the negotiation process gave rise to a great deal of paperwork, but not to a better division of responsibilities.

Since the data show that the government's new procedures were primarily a way of having the decrease in public funding managed by others, specifically by the official language minorities, it is easier to understand the problems associated with the issue of the division of tasks. The Canada-community agreements served to rationalize government activities with respect to the official languages, and consideration was not always given to the long-term impact on the development of the minorities and on relations between the government and non-government players.

The signing of the first agreements took place hurriedly and under difficult conditions. The various government and non-government players were not prepared for the government's new procedures or for a division of responsibilities.

The new governance was put in place in a climate of widespread disinterest among the official language minorities, and this may explain why the issue of the division of responsibilities was not regarded as an important one in the context of the Canada-community agreements. For all practical purposes, the new governance left the minorities to themselves when it should have initiated a change of culture.

In addition, most of the government and non-government players with whom we met are not optimistic despite the signing of the second series of agreements. According to many of them, the issue of the division of responsibilities between the government and the minorities remains unresolved.

3.4.3 Interaction and the rules of the game

The Canada-community agreements have resemblances to a type of interorganizational negotiation designed to achieve common objectives of development and autonomy of the official language minorities. The interaction between the government and non-government players requires close co-operation, effective communication, ongoing coordination, and joint commitment. It creates conditions conducive to the establishment of collective accountability mechanisms.

According to the Department of Canadian Heritage, coordination has taken different forms, depending on the community. In some cases, it has gone no further than an exchange of information. In others, it has served to revise priorities within organizations. In the Northwest Territories (N.W.T.), for example, coordination has been very active and has given rise to greater acceptance of responsibility by organizations themselves. According to the Department of Canadian Heritage, in the N.W.T., "the approach to co-operation thus entails both decision-making and operational components. This practice has served to improve relationships between groups, rationalize decision making and, finally, make the community more responsible for taking charge of its development (accountability)" (PCH, 1997: 16). The experiment in the N.W.T. was a pilot project that was not repeated in other communities, however. We learned at the conclusion of this study that the N.W.T. experiment has been discontinued because of a new TBS policy on transfer payments and new directives on due diligence.

The Department of Canadian Heritage acknowledges that coordination has led to tensions between the community players and thus to more bureaucracy. It believes that the approach "takes up a great deal of time and ... considerable resources, often entails uncertainties or ambiguities, calls for a lot of paperwork and, when all is said and done, yields results that do not appear to be commensurate with the energies devoted to it" (PCH, 1997: 51). The FCFA makes the same observation.

However, the FCFA believes that it will be important to ensure better communication among the various players on the representative bodies of the community and among the components of the minority community in all its diversity (FCFA, 2000: 4-5). To date, there have been significant problems of interaction among the various government and non-government players.

The FCFA hopes that funding providers will be inspired by a comprehensive vision of community development. During the negotiation of the second series of Canada-community agreements, it emphasized the need to make this vision the basis on which funding of the agreements would be negotiated (FCFA, 2001: 4-5). The accountability of the strategic funding procedures must be ensured, however, because these procedures have already led to exclusions within the minority communities.

The agreements also have similarities to a type of systemic coordination. Organizations must come to agreement and rally around a common vision with a view to creating an independent network or the acceptance by the communities of responsibility for themselves. They do not merely follow the rules set out by the government at the outset. The community players also try to play with the rules of the game. If these rules, as well as everyone's roles and responsibilities, are not clearly established and can continually be changed because of political or other imperatives, the entire process of implementing the agreements becomes more precarious. Among other things, the development of close links between certain community players and public servants or federal politicians, seeking to deal with a limited number of people, can also adversely affect the possibility of better communication among the various government and non-government players.

Further, no funding criteria had been clearly established in advance, nor had performance or results criteria been set. Government officials fell back upon historical criteria, or else everyone did their best or imposed their own criteria. Some used their discretionary power, asked for more information, and exerted more control and still further bureaucratized the process, making life still more difficult for the groups. For many, this was the only way to intervene in a badly begun process. In other words, without clearly established rules of the game, it became possible to make up one's own rules along the way.

In addition, the Canada-community agreements are not very specific with respect to the resolution of differences of opinion between the government and the community or among the community players. They make no provision for specific mechanisms for hearing individual grievances in the event of conflicts of interest

3.4.4 Role of the State

According to Peters, governance consists in setting goals or determining priorities. Very often, this tends to drive decisions upward to central agencies, in spite of continuing pressures to deconcentrate and decentralize. The State continues to exercise consistent direction of policies (Peters, 2001: 38-39). This is also the wish of the official language minorities. While they aspire to form an independent network, they do not want to take the place of the government. They do not wish the latter to withdraw from their development.

The official language minorities do not always have the resources required to undertake their development alone. While they have agreed to diversify the funding of their activities, they do not advocate the complete self-funding or self-management of their community. When they look to the acceptance of responsibility for their own communities, they propose to ensure full management of their activities, but this does not mean that the federal government, their fiduciary, should leave them on their own.

In a report entitled *Building on Strength: Improving Governance and Accountability in Canada's Voluntary Sector*, Ed Broadbent outlines the problems and disappointments experienced by voluntary sector agencies in Canada when faced with "uncertain and diminishing funding, increasing demands for service, and bureaucratic burdens which are intended to make their organizations more accountable but which sometimes inadvertently make them less effective" (Broadbent, 1999: 6).

The issue of funding poses many problems, however. How to ensure an equitable allocation of funding and meet the specific needs of each official language minority community? These issues are widely debated within the official language minorities, and reactions differ from one community to another. As well, what are the objectives to be met and the real performance outcomes that the government and non-government players should expect to be held to when the agreements expire? There are no very specific answers to these questions. Without a clear vision of what is meant by the vitality and development of the official language minorities and specific ways of measuring them, it is difficult to speak in terms of outcomes. The Canada-community agreements have caused considerable turmoil within the official language minorities. Have they not merely served to reinforce a statist culture with respect to the official languages? What is the objective situation of the official language minorities, and what is their capacity to mobilize themselves in order to bring about real change within their communities?

In this regard, the State should give more thought to the linkages but also to the divergences between its policy requirements and the development needs of the official language minorities. It could, for example, assist the minorities in focusing their activities and define with them the indicators of effective coordination of action. It should work with them to develop a mechanism for ongoing evaluation of the agreements and for collective learning. Indeed, how can it be ensured that groups used to working in isolation within their communities will co-operate more among themselves and develop collective accountability mechanisms? How can it be ensured that the governance of the official language minorities does not lead to the institutionalization of their networks of players to the point of distancing them still further from their roots?

In the opinion of many, if the State is to promote the development of the minorities, it should adopt a more effective mechanism for interdepartmental coordination. The data reveal that the various departments have not, to date, shown much interest in the issue of the development of the official language minorities. According to the Department of Canadian Heritage and the FCFA, more federal agencies will have to take part in negotiating the Canada-community agreements.

In the view of many, it will also be necessary for the provinces and territories to be involved in the process to ensure, among other things, that they are not completely alienated from the situation of the minorities. In this area, the federal government has major work to do in drawing closer to the provincial, territorial and municipal governments. It will have to give further thought to how the new governance of the minorities can lead to interventions in the area of official languages that are complementary rather than conflicting.

3.4.5 The Canada-community agreements and the development of the minority communities

According to many, the Canada-community agreements should prove beneficial to the official language minority communities if they strengthen their development approaches and enable them to clarify their expectations of the government and vice versa.

To be sure, it is difficult, after less than ten years' experience, to measure the impact of the agreements on the development of the official language minorities. Nevertheless, some observations or lessons can be drawn from this decade of experience.

The Canada-community agreements are a way of acknowledging that the development of the official language minorities is an essential component of government action with respect to the official languages. Our study shows, however, that for budgetary and institutional reasons the agreements have not always resulted in effective coordination of action. They have made possible the start of coordination among groups and a renewal of relations between the minority communities and the federal government. In the opinion of many, however, the effectiveness of the agreements has resulted from a combination of circumstances rather than from a clear vision of what horizontal governance implies.

The government should benefit from the experience of the last two series of Canada-community agreements to reflect further on how horizontal governance with respect to vitality and development has led to real changes within the minority communities and to a new mobilization of the various networks of players with the aim of their greater acceptance of responsibility. Coordination among the various players active in promoting the vitality and development of the official language minorities, initiated by the highest state authorities, would be desirable.

More than ever, the federal government and the official language minorities are daily faced with the full extent of the challenges posed by governance in the area of vitality and development. We believe that it is necessary to explore this issue more thoroughly.



Source: National Committee for Canadian Francophonie Human Resource Development 2001. Rapport annuel 2000-2001. Ottawa: Secretariat of the National Committee for Canadian Francophonie Human Resource Development.

Notes

5. Saskatchewan was the first province, in 1999, to put in place a community assembly to foster the vitality and development of the province's Francophones by promoting dialogue, coordination and co-operation (<http://www.fransaskois.sk.ca/acffiles/acfstatuts.htm>) (in French only). The mandate of this assembly is to formulate community development policies and strategies, to approve the budget and to ensure accountability to governments. Fifteen members from 12 electoral districts are chosen by universal suffrage for two years. The president of the assembly is elected by the whole community. Anyone who understands French, is at least 16 years of age, has lived in Saskatchewan for at least six months, and is interested in promoting French has the right to vote.



ARCHIVED - Conclusion

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Page 7 of 16

This study has shed light on some of the problems and issues that the new context of governance poses with respect to the vitality and development of the official language minorities. Our analysis of the Canada-community agreements has shown, among other things, that the absence of collective accountability mechanisms, a clearly defined division of responsibilities, well-defined criteria or rules of the game, and a new understanding of the development of the minorities make governance a risky bet for these minorities.

Thus far, the review of the new governance with respect to vitality and development has not been able to show whether it is a genuine means of encouraging greater cohesion and mobilizing the players within the minority communities. Many believe that, if this is to happen, the federal government will have to adopt a different attitude toward the official language minorities.

Further studies of the question of the governance of the official language minorities will be useful in effectively exploring all its dimensions and issues. In conclusion, we hope we have succeeded in laying the groundwork for an approach that will facilitate further exploration of the issue.

[Previous Page](#) | [Table of Contents](#) | [Next Page](#)



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Page 8 of 16

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[Previous Page](#) | [Table of Contents](#) | [Next Page](#)



ARCHIVED - Appendix 1 The demographic, economic and constitutional situation of the official language communities

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Table 1:

Population distribution by mother tongue, by province, by territory, 1996

Province or territory	French	English	Non-official languages	TOTAL
Newfoundland	2,440	539,048	5,663	547,151
Prince Edward Island	5,722	125,017	2,137	132,876
Nova Scotia	36,311	838,283	25,376	899,970
New Brunswick	242,408	476,396	10,826	729,630
Quebec	5,741,433	621,860	681,787	7,045,080
Ontario	499,689	7,777,734	2,365,367	10,642,790
Manitoba	49,100	822,258	228,940	1,100,298
Saskatchewan	19,901	823,746	132,968	976,615
Alberta	55,290	2,175,758	438,148	2,669,196
British Columbia	56,755	2,809,398	823,603	3,689,756
Yukon	1,170	26,613	2,868	30,651
Northwest Territories	1,010	30,175	8,845	40,030
Nunavut	425	6,605	18,055	25,085
TOTAL	6,711,654 (with Quebec)	17,072,891	4,744,583	28,529,128
	970,221 (without Quebec)			

Sources: *Profil des communautés francophones et acadiennes du Canada*, prepared by the Fédération des communautés francophones et acadienne du Canada as part of the *Dialogue* project (May 2000);
 Statistics Canada. *Canadian Statistics*. [Internet site consulted in April 2001:
<http://www.statcan.ca/english/Pgdb/People/popula.htm#car.>]

Table 2:**Population distribution by mother tongue, home language and percentage of immigrants, by province and territory, 1996**

Province or territory	Mother tongue French (%)	Home language French (%)	Mother tongue English (%)	Home language English (%)	Non-official mother tongues (%)	Immigrant population within the official language minority (%)
Newfoundland	0.45	0.2	98.52	99.17	1.03	9.19
Prince Edward Island	4.31	2.3	94.09	97.24	1.61	1.62
Nova Scotia	4.03	2.2	93.15	96.25	2.82	2.57
New Brunswick	33.22	30.5	65.29	68.87	1.48	1.01
Quebec	81.50	82.7	8.80	10.80	9.70	N/D
Ontario	4.70	2.9	73.08	83.62	22.23	4.80
Manitoba	4.46	2.1	74.73	88.30	20.81	2.68
Saskatchewan	2.04	0.6	84.35	94.55	13.62	2.86
Alberta	2.07	0.7	81.51	91.14	16.41	5.59
British Columbia	1.54	0.5	76.14	86.45	22.32	12.87
Yukon	3.82	1.8	86.83	95.39	9.36	7.56
Northwest Territories	2.52	1.5	75.38	N/A	22.10	4.21
Nunavut	1.69	2.4	26.33	N/A	71.80	4.76

Sources: Marmen, Louise, and Jean-Pierre Corbeil. 1999. *Languages in Canada. 1996 Census*. Ottawa: Department of Public Works and Government Services Canada;

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Table 3:**Linguistic continuity* in the Francophone and Acadian communities of Canada (and the Anglophone community in Quebec), by province and territory, 1971-1996**

Province ou territory	1971	1996
Newfoundland	0.63	0.42
Prince Edward Island	0.64	0.53
Nova Scotia	0.69	0.57
New Brunswick	0.92	0.93
Quebec	1.13	1.23
Ontario	0.73	0.61
Manitoba	0.65	0.47
Saskatchewan	0.50	0.29
Alberta	0.49	0.32
British Columbia	0.30	0.29
Yukon	0.30	0.46
Northwest Territories	0.50	0.43
Nunavut	0.50	0.43

Sources: Lachapelle, Réjean and Jacques Henripin. 1980. *La situation démographique au Canada. Évaluation passée et prospective*. Montréal: Institut de recherches politiques;
Marmen, Louise, and Jean-Pierre Corbeil. 1999. *Languages in Canada. 1996 Census*. Ottawa: Department of Public Works and Government Services Canada;
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* The linguistic continuity index is the "ratio of the number of persons declaring a given home language to the number of persons having the corresponding mother tongue" (Lachapelle and Henripin, 1980: 166) [our translation]. This index makes it possible to evaluate changes in the use of the language in the official language minority communities (a favourable linguistic transfer being shown by an index greater than 1), but does not indicate all the factors influencing linguistic assimilation in these populations.

Table 4:

Distribution of average personal income* among Francophones (and Anglophones in Quebec), by province and territory, 1996

Province ou territoire	Average personal income of Francophones or Anglophones (in dollars)	Average provincial income (in dollars)
Newfoundland	25,397	19,710
Prince Edward Island	20,109	20,527
Nova Scotia	22,805	21,552
New Brunswick	19,187	20,755
Quebec	N/A**	23,198
Ontario	27,295	27,309
Manitoba	23,681	22,667
Saskatchewan	25,285	22,541
Alberta	27,100	26,138
British Columbia	26,293	26,295
Yukon	32,007	29,079
Northwest Territories	41,315	33,131
Nunavut	43,521	26,329

Sources: Government of Quebec. 1996. *Le français langue commune : enjeu de la société québécoise: bilan de la situation de la langue française au Québec en 1995 : rapport*. Report of the comité interministériel sur la situation de la langue française;

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* The average personal income is the total average weighted income of persons aged 15 years and older who declared income in 1995.

** In 1990, unilingual Anglophones, after adjustment for education and other factors, earned 3% more than unilingual Francophones (Government of Quebec, 1996: 284).

Table 5:

Summary of the legal and constitutional framework on official language minority rights in Canada

Name of the Act	Brief description
<i>Constitution Act 1867</i>	<p>s. 93 The provinces have the right to legislate in the area of education, provided they respect the rights of the religious minorities living in their territory (separate or denominational schools).</p> <p>s. 133 In federal and Quebec institutions, laws must be passed and published in English and French; it is possible to use either language in the debates of Parliament and of the Quebec National Assembly, as well as in federal or Quebec courts.</p>

<p><i>Official Languages Act (1969)</i></p>	<p>English and French have equal status as official languages of Canada. Services to the public provided by federal agencies must be provided in both languages. The Act creates the position of Commissioner of Official Languages.</p>
<p><i>Canadian Charter of Rights and Freedoms (1982)</i></p>	<p>s. 16 English and French are official languages in the institutions of Canada and New Brunswick. They have equality of status and equal rights and privileges as to their use in these institutions.</p> <p>16.1. (1) The English linguistic community and the French linguistic community of New Brunswick have equal status, rights and privileges, and specifically the right to separate educational institutions and to the separate cultural institutions required for their protection and promotion. (2) The role of the Legislature and Government of New Brunswick in protecting and promoting the status, rights and privileges referred to in subsection (1) is confirmed. (3) Nothing in this Charter limits the authority of Parliament or a legislature to advance the equality of status or use of English and French.</p> <p>s.17 Everyone has the right to use English or French in the debates and proceedings of the federal Parliament and of the Legislature of New Brunswick.*</p> <p>s.18 The statutes, records and journals of the federal Parliament and the Legislature of New Brunswick shall be printed and published in English and French and both language versions are equally authoritative.*</p> <p>s.19 It is possible to use English or French in federal courts and the courts of New Brunswick.</p> <p>s.20 Members of the public have the right to communicate with federal institutions or the institutions of New Brunswick and to receive available services from them in either official language.</p> <p>s.23 This provision guarantees three categories of parents belonging to a linguistic minority the right to have their children educated in the minority language, in homogeneous schools which they can manage, where numbers warrant.</p> <p>s.29 The provisions of the Charter shall not infringe the rights and privileges with regard to separate and other denominational schools guaranteed under the Constitution.</p>
<p><i>Official Languages Act (1988)</i></p>	<p>This Act implements the language rights set out in the Constitution and the <i>Charter of Rights and Freedoms</i>. Its chief objectives are to ensure respect for English and French as official languages of Canada and ensure equality of status and equal rights and privileges as to their use in all federal institutions; to support the development of the English and French linguistic minority communities; to advance the recognition and use of English and French in Canadian society; and to set out the powers, duties and functions of federal institutions with respect to the official languages. The Act also states the Government's commitment to enhancing the vitality of the English and French linguistic minority communities and supporting and assisting their development (Part VII, section 41).</p>
<p>Provincial official languages acts</p> <p>(Nfld., N.S., N.B., P.E.I., Que., Ont., Man., Sask., Alta, B.C., Yukon, N.W.T., Nunavut)</p>	<p><i>Official Languages Act (1969)</i></p> <p><i>An Act Recognizing the Equality of the Two Official Linguistic Communities in New Brunswick (1981) (Bill 88)</i></p> <ul style="list-style-type: none"> • By these acts and under sections 16 to 20 of the <i>Canadian Charter of Rights and Freedoms</i>, this province is declared officially bilingual. • Bill 88 was made part of the Constitution of Canada in 1993 (section 16.1). <p><i>French Language Services Act (2000)</i></p> <ul style="list-style-type: none"> • This Act applies to most departments and agencies of the provincial government and provides that all the province's acts and regulations shall be written in both languages. • It should be noted that the government has a Francophone Affairs Division, has established a Comité consultatif des communautés acadiennes, and has designated a minister responsible for Francophone affairs. <p><i>Charter of the French Language (1977) (Bill 101)</i></p> <ul style="list-style-type: none"> • This Act makes French the province's official language and recognizes the primacy of the provision of service in French as regards commercial signage, the language of instruction and the language of work. • "In general, the prevailing rule in the administration and intermediary agencies is

that the language of service is usually French, and that the level of services in English or in another language is a question of internal administration that the municipalities, hospitals and school boards determine in function of their clientele's needs. [...] These bodies, which must be duly recognized by the Office de la langue française, have some leeway in their internal operations that allows them to use both French and another language. The object of granting this recognition is not to create bilingual bodies or to authorize them to provide bilingual services, since all public agencies in Quebec are allowed to do so, whatever their official status. The privileges that recognized bodies enjoy entitle them to post signs in French and another language, with French being more prominent; to have a bilingual name; and to use both French and another language in their internal communications and in communications they may have with other recognized bodies. [...] The latest statistics show that 107 municipalities in the Montreal region and the townships of southeastern Quebec have special status under the law. The same is true for 19 school boards and 83 health and social service establishments. These establishments, like all the others, receive the financing they are entitled to from the government of Quebec. [...] More to sanction established practices than to create new law, the Quebec legislator enshrined in the *Act respecting health services and social services* the right of English-speaking people to 'receive health services and social services in the English language'" (Chevrier, 1997: 34-35).

French Language Services Act (1986) (Bill 8)

- This Act allows the provision of service in French in 23 designated regions where the concentration of Francophones is at least 10%. It does not give French the status of an official language of the province, but designates 185 agencies that must provide services in French. It also allows the use of the two official languages in legislative debates and in the drafting and publication of laws.

Courts of Justice Act (1984)

- This Act permits the use of the two official languages in the province's courts.

Manitoba Act, 1870 (section 23)

- This section allows the use of the two official languages in legislative debates and in the drafting and publication of laws. "There is no provincial law supporting the province's obligations under section 23 of the *Manitoba Act, 1870* because the 1890 law abolishing bilingualism was declared unconstitutional by the Supreme Court of Canada in 1979" (*Profil de la communauté francophone du Manitoba*, 2000: 15) [our translation].

French Language Services Policy (1989, revised 1999)

- It should be noted that this policy does not have the force of law, but allows for greater visibility of French in the province. The 1999 revision permits the provision of service in French in three designated regions where the proportion of Francophones is highest.

Language Act (1988) (Bill 2)

- This Act declares the province unilingual, but makes French an optional language in the debates of the Legislative Assembly. It allows the adoption of new legislation in English only or in English and French. At present, the province has over 30 bilingual laws, chosen in consultation with the province's French-speaking community.
- This Act also allows the use of French in 6 provincial courts. "Legal services, however, are not guaranteed, and the use of French in criminal proceedings is difficult because of the lack of qualified staff" (*Atlas de la francophonie* [our translation] <http://franco.ca/atlas/francophonie/francais/impre.cfm?Id=6>).

Languages Act (1988)

- This Act declares the province unilingual, but makes French an optional language in 4 provincial civil courts (oral communications) and in the debates of the Legislative Assembly. All new legislation is therefore enacted and published in English.
- It should be noted that a policy on the language of education also allows the provision of certain services to the public in French (Language Policy in Education).

Yukon Languages Act (1988)

- This Act guarantees the provision of government services in both languages. It allows the use of English and French in legislative debates, in the courts and in the drafting and publication of laws.

Northwest Territories Act, 1870 (section 110)

- This section allows the use of both official languages in legislative debates, in the courts and in the drafting and publication of laws.

Official Languages Act (1984)

- This Act, modelled on the federal government's *Official Languages Act (1969)*, provides for the equality of English and French in all government services.
- This Act recognizes not only English and French as official languages, but also the following Aboriginal languages: Chipewyan, Cree, Dogrib, Gwich'in, Inuktitut, (including Inuvialuktun and Inuinnaqtun) and Slavey (including Northern and Southern Slavey). These languages may be used in legislative debates, in the courts and for the provision of government services. This Act has constitutional status, that is, it cannot be amended without the consent of the Parliament of Canada.

Northwest Territories Official Languages Act (1984)

This Act applies to Nunavut under section 29. In addition, government documentation (particularly with regard to justice, health and the Legislative Assembly) must be available in both languages. It should be noted that an Official Languages Act is to be tabled shortly in the Legislative Assembly of Nunavut.

Sources: The information on provincial acts are taken from the *Profil des communautés francophones et acadiennes du Canada*, prepared by the Fédération des communautés francophones et acadienne du Canada as part of the *Dialogue* project (May 2000);

Atlas de la francophonie. [Internet, site consulted in March 2001: <http://franco.ca/atlas/francophonie/francais/impre.cfm?Id=6>];

Chevrier, Marc. March 1997. *Laws and Languages in Quebec: Principles and Means of Quebec's Language Policy*. Quebec: Ministère des Relations internationales;

Canadian Heritage. *Linguistic Policy*. [Internet, site consulted in February 2001: <http://www.pch.gc.ca/offlangoff/politique/charte.html>.]

* Note that the requirements concerning parliamentary debates now apply in all the provinces and territories except three (Nova Scotia, Newfoundland and British Columbia). In Alberta and Saskatchewan, however, these requirements are optional. The requirements on the publication of laws now apply to federal institutions and to the legislatures of New Brunswick, Prince Edward Island, Quebec, Manitoba, Ontario, Yukon and the Northwest Territories. For the most part, these requirements are reflected in laws passed in each province with respect to official languages.

[Previous Page](#) | [Table of Contents](#) | [Next Page](#)





ARCHIVED - Appendix 2 Coordination within Human Resources Development Canada

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Source: National Committee for Canadian Francophonie Human Resource Development 2001. Rapport annuel 2000-2001. Ottawa: Secretariat of the National Committee for Canadian Francophonie Human Resource Development.

[Previous Page](#) | [Table of Contents](#) | [Next Page](#)



ARCHIVED - Appendix 3 Coordination within Health Canada

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Sources: Health Canada. *Mandate of the Consultative Committee for French-speaking Minority Communities*. [Internet, site consulted in February 2001: <http://www.hc-sc.gc.ca/futureorg/francais/programmes/diversite/Part7Olf.html#1.0>]; Health Canada. *Members of Health Canada's Consultative Committee for English-Speaking Minority Communities* [unofficial document provided by Health Canada]; Health Canada. *Mandate of Health Canada's Consultative Committee for English-Speaking Minority Communities* [unofficial document provided by Health Canada].



ARCHIVED - Appendix 4 Agreements between the federal government and the official language minority communities

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Name of the Act	Brief description
<i>Constitution Act 1867</i>	<p>s. 93 The provinces have the right to legislate in the area of education, provided they respect the rights of the religious minorities living in their territory (separate or denominational schools).</p> <p>s. 133 In federal and Quebec institutions, laws must be passed and published in English and French; it is possible to use either language in the debates of Parliament and of the Quebec National Assembly, as well as in federal or Quebec courts.</p>
<i>Official Languages Act (1969)</i>	<p>English and French have equal status as official languages of Canada. Services to the public provided by federal agencies must be provided in both languages. The Act creates the position of Commissioner of Official Languages.</p>
<i>Canadian Charter of Rights and Freedoms (1982)</i>	<p>s. 16 English and French are official languages in the institutions of Canada and New Brunswick. They have equality of status and equal rights and privileges as to their use in these institutions.</p> <p>16.1. (1) The English linguistic community and the French linguistic community of New Brunswick have equal status, rights and privileges, and specifically the right to separate educational institutions and to the separate cultural institutions required for their protection and promotion. (2) The role of the Legislature and Government of New Brunswick in protecting and promoting the status, rights and privileges referred to in subsection (1) is confirmed. (3) Nothing in this Charter limits the authority of Parliament or a legislature to advance the equality of status or use of English and French.</p> <p>s.17 Everyone has the right to use English or French in the debates and proceedings of the federal Parliament and of the Legislature of New Brunswick.*</p> <p>s.18 The statutes, records and journals of the federal Parliament and the Legislature of New Brunswick shall be printed and published in English and French and both language versions are equally authoritative.*</p> <p>s.19 It is possible to use English or French in federal courts and the courts of New Brunswick.</p> <p>s.20 Members of the public have the right to communicate with federal institutions or the institutions</p>

of New Brunswick and to receive available services from them in either official language.

s.23 This provision guarantees three categories of parents belonging to a linguistic minority the right to have their children educated in the minority language, in homogeneous schools which they can manage, where numbers warrant.

s.29 The provisions of the Charter shall not infringe the rights and privileges with regard to separate and other denominational schools guaranteed under the Constitution.

Official Languages Act (1988)

This Act implements the language rights set out in the Constitution and the *Charter of Rights and Freedoms*. Its chief objectives are to ensure respect for English and French as official languages of Canada and ensure equality of status and equal rights and privileges as to their use in all federal institutions; to support the development of the English and French linguistic minority communities; to advance the recognition and use of English and French in Canadian society; and to set out the powers, duties and functions of federal institutions with respect to the official languages. The Act also states the Government's commitment to enhancing the vitality of the English and French linguistic minority communities and supporting and assisting their development (Part VII, section 41).

Provincial official languages acts

(Nfld., N.S., N.B., P.E.I., Que., Ont., Man., Sask., Alta, B.C., Yukon, N.W.T., Nunavut)

Official Languages Act (1969)

An Act Recognizing the Equality of the Two Official Linguistic Communities in New Brunswick (1981) (Bill 88)

- By these acts and under sections 16 to 20 of the *Canadian Charter of Rights and Freedoms*, this province is declared officially bilingual.
- Bill 88 was made part of the Constitution of Canada in 1993 (section 16.1).

French Language Services Act (2000)

- This Act applies to most departments and agencies of the provincial government and provides that all the province's acts and regulations shall be written in both languages.
- It should be noted that the government has a Francophone Affairs Division, has established a Comité consultatif des communautés acadiennes, and has designated a minister responsible for Francophone affairs.

Charter of the French Language (1977) (Bill 101)

- This Act makes French the province's official language and recognizes the primacy of the provision of service in French as regards commercial signage, the language of instruction and the language of work.
- "In general, the prevailing rule in the administration and intermediary agencies is that the language of service is usually French, and that the level of services in English or in another language is a question of internal administration that the municipalities, hospitals and school boards determine in function of their clientele's needs. [...] These bodies, which must be duly recognized by the Office de la langue française, have some leeway in their internal operations that allows them to use both French and another language. The object of granting this recognition is not to create bilingual bodies or to authorize them to provide bilingual services, since all public agencies in Quebec are allowed to do so, whatever their official status. The privileges that recognized bodies enjoy entitle them to post signs in French and another language, with French being more prominent; to have a bilingual name; and to use both French and another language in their internal communications and in communications they may have with other recognized bodies. [...] The latest statistics show that 107 municipalities in the Montreal region and the townships of southeastern Quebec have special status under the law. The same is true for 19 school boards and 83 health and social service establishments. These establishments, like all the others, receive the financing they are entitled to from the government of Quebec. [...] More to sanction established practices than to create new law, the Quebec legislator enshrined in the *Act respecting health services and*

social services the right of English-speaking people to 'receive health services and social services in the English language'" (Chevrier, 1997: 34-35).

French Language Services Act (1986) (Bill 8)

- This Act allows the provision of service in French in 23 designated regions where the concentration of Francophones is at least 10%. It does not give French the status of an official language of the province, but designates 185 agencies that must provide services in French. It also allows the use of the two official languages in legislative debates and in the drafting and publication of laws.

Courts of Justice Act (1984)

- This Act permits the use of the two official languages in the province's courts.

Manitoba Act, 1870 (section 23)

- This section allows the use of the two official languages in legislative debates and in the drafting and publication of laws. "There is no provincial law supporting the province's obligations under section 23 of the *Manitoba Act, 1870* because the 1890 law abolishing bilingualism was declared unconstitutional by the Supreme Court of Canada in 1979" (*Profil de la communauté francophone du Manitoba*, 2000: 15) [our translation].

French Language Services Policy (1989, revised 1999)

- It should be noted that this policy does not have the force of law, but allows for greater visibility of French in the province. The 1999 revision permits the provision of service in French in three designated regions where the proportion of Francophones is highest.

Language Act (1988) (Bill 2)

- This Act declares the province unilingual, but makes French an optional language in the debates of the Legislative Assembly. It allows the adoption of new legislation in English only or in English and French. At present, the province has over 30 bilingual laws, chosen in consultation with the province's French-speaking community.
- This Act also allows the use of French in 6 provincial courts. "Legal services, however, are not guaranteed, and the use of French in criminal proceedings is difficult because of the lack of qualified staff" (*Atlas de la francophonie* [our translation] <http://franco.ca/atlas/francophonie/francais/impre.cfm?Id=6>).

Languages Act (1988)

- This Act declares the province unilingual, but makes French an optional language in 4 provincial civil courts (oral communications) and in the debates of the Legislative Assembly. All new legislation is therefore enacted and published in English.
- It should be noted that a policy on the language of education also allows the provision of certain services to the public in French (Language Policy in Education).

Yukon Languages Act (1988)

- This Act guarantees the provision of government services in both languages. It allows the use of English and French in legislative debates, in the courts and in the drafting and publication of laws.

Northwest Territories Act, 1870 (section 110)

- This section allows the use of both official languages in legislative debates, in the courts and in the drafting and publication of laws.

Official Languages Act (1984)

- This Act, modelled on the federal government's *Official Languages Act* (1969),

provides for the equality of English and French in all government services.

- This Act recognizes not only English and French as official languages, but also the following Aboriginal languages: Chipewyan, Cree, Dogrib, Gwich'in, Inuktitut, (including Inuvialuktun and Inuinnaqtun) and Slavey (including Northern and Southern Slavey). These languages may be used in legislative debates, in the courts and for the provision of government services. This Act has constitutional status, that is, it cannot be amended without the consent of the Parliament of Canada.

Northwest Territories Official Languages Act (1984)

This Act applies to Nunavut under section 29. In addition, government documentation (particularly with regard to justice, health and the Legislative Assembly) must be available in both languages. It should be noted that an Official Languages Act is to be tabled shortly in the Legislative Assembly of Nunavut.

National memorandum Sources: Entente de collaboration multipartite sur le développement artistique et culturel des communautés francophones et acadienne du Canada. 1998;
Canada-Community Agreements. 1993-1999 and 1999-2005;
Treasury Board Secretariat. 2000. Official Languages. Full Sail Ahead. Ottawa: Treasury Board Secretariat;
Canadian Heritage. 1999-2002 Action Plan on the Implementation of Section 41 of the Official Languages Act. [Internet, site consulted in February 2001: <http://www.pch.gc.ca/offlangoff/publications/plan/1999-2002/english/contexte.html>];
Protocole d'entente entre le Gouvernement du Canada et le Réseau de la communauté anglophone en situation minoritaire du Québec portant sur le développement des ressources humaines. 1998;
Protocole d'entente entre le Gouvernement du Canada et la Corporation du Comité national de développement des ressources humaines de la francophonie canadienne. 1998.

* Note that the Canada Council for the Arts has also funded English-language publishing and theatre in Quebec, as well as the promotional activities of Anglo-Quebec authors (TBS, 2000: 9).

[Previous Page](#) | [Table of Contents](#) | [Next Page](#)



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Français | Home | Contact Us | Help | Search | canada.gc.ca

ARCHIVED - Appendix 5 Agreements between the federal government and the provincial and territorial governments with respect to the vitality and development of the official language minority communities

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Name of agreement [Our translation]	Date	Signatories	Brief description
<i>Labour market development agreements</i>	1999	<p><i>Government of Canada:</i></p> <ul style="list-style-type: none"> Human Resources Development Canada <p><i>Provincial and territorial governments:</i></p> <ul style="list-style-type: none"> The signatories vary depending on the province (Minister of Intergovernmental Affairs, Minister of Economic Development, Minister of Education (and Occupational Training), Prime Minister, Minister of Community Services, Minister of Health and Social Services, etc.). Ontario has no agreement. 	<p>Agreements providing either that Human Resources Development Canada shall continue, under a joint management arrangement, to ensure the delivery of programs and services pursuant to the Official Languages Act (co-management agreements), or that the provincial governments shall assume full responsibility for the design, delivery and evaluation of active employment measures and national employment service functions (transfer agreements). The language clauses differ from one agreement to another (providing, in some cases, for consultation of the communities or the provision of services in both languages where numbers warrant).</p>
<i>Federal-provincial-</i>	1995-1996 2000-2001	<p><i>Government of Canada:</i></p> <ul style="list-style-type: none"> Canadian Heritage 	<p>These agreements facilitate the provision of services to the official language minority communities in the areas of health, the</p>

<i>territorial agreements on the promotion of official languages</i>	and 1999-2000 2004-2005	<i>Provincial and territorial governments:</i> <ul style="list-style-type: none"> • 9 provincial governments (excepting, to date, Alberta and two territories (through Departments of Francophone Affairs, Intergovernmental Affairs or Education)) 	economy, justice, social services and recreation, and promotion of the recognition and use of the two official languages. The content of the agreements and their means of implementation may vary from one province or territory to another.
<i>Multilateral memorandum of understanding on minority language education and second language instruction (at the national level)</i>	1993-1994 1997-1998 and 1998-1999 2002-2003	<i>Government of Canada:</i> <ul style="list-style-type: none"> • Canadian Heritage <i>Provincial and territorial governments:</i> <ul style="list-style-type: none"> • Council of Ministers of Education, Canada 	The memorandum of understanding sets out the framework of the federal-provincial-territorial partnership on official languages instruction.
<i>Federal-provincial-territorial agreements (bilateral) on minority language education and second language instruction</i>	Development of action plan: 1998-1999 to 1999-2000 The agreements cover a three-year period: 2000-2001 (separate negotiation process under way in each province and territory) to 2002-2003	<i>Federal Government:</i> <ul style="list-style-type: none"> • Canadian Heritage or Secretary of State <i>Provincial and territorial governments:</i> <ul style="list-style-type: none"> • Department of Education of each province and territory 	These agreements, reached after the development of an action plan by each province and territory, must facilitate access to mother-tongue education by the official language minorities and second language instruction by the official language majorities. They set out the specific parameters of the partnership between the federal government and each province and territory.
<i>Five-year agreement on the Ontario school management system</i>	1998	<i>Government of Canada:</i> <ul style="list-style-type: none"> • Canadian Heritage <i>Government of Ontario :</i> <ul style="list-style-type: none"> • Ministry of Education 	Special agreement on funding to complete the province's system of Francophone school management.
<i>Canada-Alberta co-operation agreement on French-language health services</i>	1997	<i>Government of Canada:</i> <ul style="list-style-type: none"> • Canadian Heritage <i>Government of Alberta :</i> <ul style="list-style-type: none"> • Department of Health 	This agreement is intended to improve access to French-language health services for the population.

Sources: *Accord de coopération Canada-Alberta sur les services de santé en français.* 1997; Fontaine, Yvon, et al. January 1999. *No Turning Back: Official Languages in the Face of Government Transformations.* Ottawa: Task Force on Government Transformations and Official Languages; Canadian Heritage. *1999-2002 Action Plan on Implementation of Section 41 of the Official Languages Act.* [Internet, site consulted in February 2001: <http://www.pch.gc.ca/offlangoff/publications/plan/1999-2002/english/contexte.html>];

Canadian Heritage. *Federal-Provincial Agreements. Official Languages in Education and Promotion of Official Languages.*
[http://www.pch.gc.ca/offlangoff/publications/plan/index_e.html];
Memorandum of understanding on minoritylanguage education and second language instruction. 1998-1999 to 2002-2003.

[Previous Page](#) | [Table of Contents](#) | [Next Page](#)

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Top of page

[Important Notices](#)



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ARCHIVED - Appendix 6 Funding of the Canada-community agreements for programming and development projects, by province and territory, 1994-1999

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Signatories	Operations (programming)**	Development projects***	Grand total
Fédération des francophones de Terre-Neuve et du Labrador (1995-1999)	1995-1996: \$661,414 1996-1997: \$616,026 1997-1998: \$586,684 1998-1999: \$581,684 Total: \$2,445,808	1995-1996: \$122,348 1996-1997: \$130,400 1997-1998: \$134,600 1998-1999: \$138,500 Total: \$525,848	\$2,971,656
Société St-Thomas-d'Aquin (P.E.I.) (1995-1999)	1995-1996: \$586,378 1996-1997: \$508,390 1997-1998: \$463,906 1998-1999: \$483,391 Total: \$1,997,065	1995-1996: \$82,622 1996-1997: \$104,610 Total: \$461,935	\$2,459,000
Fédération acadienne de la Nouvelle-Écosse (1995-1999)	1995-1996: \$1,150,000 1996-1997: \$1,050,000 Total: \$4,100,000	1995-1996: \$160,000 1996-1997: \$190,000 Total: \$775,000	\$4,875,000
Forum de concertation des organismes acadiens du Nouveau-Brunswick (1995-1999)	1995-1996: \$1,508,280 1996-1997: \$1,386,109 1997-1998: \$1,319,576 Total: \$5,458,724	1995-1996: \$148,374 1996-1997: \$183,560 1997-1998: \$203,873 1998-1999: \$220,469 Total: \$756,276	\$6,215,000
Quebec Community Group Network (1995-1999)		1995-1996: \$2,274,581 1996-1997: \$2,094,179 1997-1998: \$2,027,344 1998-1999: \$2,027,344	\$8,423,448
Coalition pour le développement et l'épanouissement de la communauté franco-ontarienne et des minorités raciales francophones de l'Ontario (1995-1999)	1995-1996: \$3,050,008 1996-1997: \$2,964,105 1997-1998: To be determined 1998-1999: To be determined Subtotal: \$6,014,113	1995-1996: \$443,867 1996-1997: \$290,550 1997-1998: To be determined 1998-1999: To be determined Subtotal: \$734,417	\$12,843,671
Société franco-manitobaine		1994-1995: \$2,290,300	\$10,672, 890

(1994-1999)		1995-1996: \$2,179,040 1996-1997: \$2,167,850 1997-1998: \$2,067,850 1998-1999: \$1,967,850	
Association culturelle franco-canadienne de la Saskatchewan (1993-1996) (1996-1999)		1993-1994: \$3,400,000 1994-1995: \$3,300,000 1995-1996: \$3,300,000	\$10,000,000
	1996-1997: \$1,978,000 1998-1999: \$1,485,000 Total: \$5,192,000	1996-1997: \$172,000 1998-1999: \$165,000 Total: \$508,000	\$5,700,000
Association canadienne-française de l'Alberta (1994-1999)		1994-1995: \$2,453,015 1995-1996: \$2,355,865 1996-1997: \$2,462,071 1997-1998: \$2,462,071	\$11,995,093
Fédération des francophones de la Colombie-Britannique (1995-1999)	1996-1997: \$1,050,000 1997-1998: \$980,000 1998-1999: \$980,000 Total: \$4,073,218	1996-1997: \$460,440 1997-1998: \$478,700 1998-1999: \$475,297 Total: \$1,972,782	\$6,046,000
Association franco-yukonnaise (1995-1999)	1995-1996: \$195,819 1996-1997: \$188,600 1997-1998: \$179,900 1998-1999: \$179,900 Total: \$744,219	1995-1996: \$116,400 1996-1997: \$102,405 1997-1998: \$100,927 1998-1999: \$100,081 Total: \$419,813	\$1,164,032
Fédération franco-ténoise (T.N.-O.) (1995-1999)	1995-1996: \$281,831 1996-1997: \$256,255 1997-1998: \$248,077 1998-1999: \$247,207 Total: \$1,033,370	1995-1996: \$243,334 1996-1997: \$234,211 1997-1998: \$224,954 1998-1999: \$224,131 Total: \$926,630	\$1,960,000
Association des francophones du Nunavut	N/A	N/A	N/A
Société nationale de l'Acadie	N/A	N/A	N/A
National organizations (1995-1999)	1995-1996: \$2,738,710 1996-1997: \$2,499,110 1997-1998: \$2,420,810 1998-1999: \$2,420,810 Total: \$10,079,440	1995-1996: \$493,200 1996-1997: \$464,200 1997-1998: \$428,400 1998-1999: \$409,900 Total: \$1,741,700	\$11,875,140

Sources: Canada-Community Agreements. 1994-1999;
Financial tables provided by the FCFA.

* Note that the funding provided for in the agreements comes from the Support to official language community organizations and institutions component of the Promotion of Official Languages Program. It does not include all the additional funding that might be provided to organizations of the various Francophone and Acadian communities under other programs and measures of the federal government.

** Funding given to organizations to carry out ongoing activities consistent with the objectives of the Agreement, community priorities and the funding criteria. Practically speaking, these are the annual activities and operating costs of the organizations.

*** Funding given to organizations to carry out specific activities consistent with the objectives of the Agreement and with the profile and collective vision of the community, but not forming part of the organizations' regular programming. These are activities having a beginning and an end whose implementation must not require ongoing funding.



ARCHIVED - Appendix 7 Funding of the Canada-community agreements for programming and development projects, by province and territory, 1999-2005

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Funding* of the Canada-community agreements for programming and development projects, by province and territory, 1999-2005

Signatories	Operations (programming)**	Development projects***	Total
Fédération des francophones de Terre-Neuve et du Labrador (1999-2004)	\$748,800 per year? (5 yrs)	\$187,200 per year (5 yrs) 20% of grand total	\$936,000 per year Grand total: \$4,680,000
Société St-Thomas-d'Aquin (P.E.I.) (1999-2004)	\$568,000 for 1st year \$610,400 for the other (4 yrs)	\$195,000 for 1st year \$152,600 for the other (4 yrs) 20 % of grand total	\$730,000 per year Grand total: \$3,815,000
Fédération acadienne de la Nouvelle-Écosse (1999-2004)	\$1,596,000 per year (5 yrs) - At the start of each year, the funding applications evaluation committee proposes an overall distribution of the funds available in two funding envelopes (for programming and for special projects). The envelope for development projects must amount to at least 20% of the total envelope. - A financial contribution is made annually to cover functions related to community coordination.		Grand total: \$7,980,000
Forum de concertation des organismes acadiens du Nouveau-Brunswick (1999-2004)	\$2,198,000 per year (5 yrs) - At the start of each year, the funding applications evaluation committee proposes an overall distribution of the funds available in two funding envelopes (for programming and for special projects). The envelope for development projects must amount to at least 20% of the total envelope. - A financial contribution is made annually to cover functions related to community coordination.		Grand total: \$10,990,000

Quebec Community Groups Network (1999-2004)	\$2,432,800 per year (5 yrs)	\$608,200 per year (5 yrs) 20 % of grand total	\$3,041,000 per year Grand total 15 205 000 \$
Comité de direction pour le renouvellement de l'entente (Ontario) (2000-2005)	\$3,575,000 per year (5 yrs)	\$450,000 per year (5 yrs)	\$4,425,000 per year Grand total: \$22,125,000
	- A maximum of \$400,000 is provided for the administration of community mechanisms related to the operation of the agreement. Any portion of this sum not required for administration will be reallocated to the projects section.		
Société franco-manitobaine (1999-2004)	\$2,363,000 per year (5 yrs)		Grand total: \$11,815,000
	<p>- At the start of each year, the joint committee proposes an overall distribution of the funds available in two funding envelopes (for programming and for development projects). The envelope for development projects must amount to at least 20% of the total envelope.</p> <p>- A contribution amounting to 5% of the total annual envelope will be allocated to community coordination, the implementation of agreement mechanisms and its ongoing evaluation.</p> <p>-The community agrees to allocate a minimum of 1% of its total envelope to interregional projects.</p>		
Assemblée communautaire fransaskoise (1999-2004)	\$2,145,000 per year (5 yrs)		Grand total: \$10,725,000
	<p>- At the start of each year, the joint committee proposes an overall distribution of the funds available in two funding envelopes (for programming and for development projects). The envelope for development projects must amount to at least 20% of the total envelope.</p> <p>- A contribution amounting to 5% of the total annual envelope will be allocated to community coordination, the implementation of agreement mechanisms and its ongoing evaluation.</p> <p>-The community agrees to allocate a minimum of 1% of its total envelope to interregional projects.</p>		
Association canadienne-française de l'Alberta (1999-2004)	\$2,676,000 per year (5 yrs)		Grand total: \$13,380,000
	<p>- At the start of each year, the joint committee proposes an overall distribution of the funds available in two funding envelopes (for programming and for development projects). The envelope for development projects must amount to at least 20% of the total envelope.</p> <p>- A contribution amounting to 5% of the total annual envelope will be allocated to community coordination, the implementation of agreement mechanisms and its ongoing evaluation.</p> <p>-The community agrees to allocate a minimum of 1% of its total envelope to interregional projects.</p>		
Fédération des francophones de la Colombie-Britannique (1999-2004)	\$2,237,000 per year (5 yrs)	\$2,412,000 per year (5 yrs)	\$4,649,000 per year Grand total: \$12,060,000
	- At the start of each year, the joint committee proposes an overall distribution of the funds available in two funding envelopes (for programming and for development projects). The envelope for		

	development projects must amount to at least 20% of the total envelope. - A contribution amounting to 5% of the total annual envelope will be allocated to community coordination, the implementation of agreement mechanisms and its ongoing evaluation. -The community agrees to allocate a minimum of 1% of its total envelope to interregional projects.		
Association franco-yukonnaise (2000-2005)	\$364,000 per year (5 yrs) - At the start of each year, the joint committee proposes an overall distribution of the funds available in two funding envelopes (for programming and for development projects). The envelope for development projects must amount to at least 20% of the total envelope. -The community agrees to allocate a minimum of 1% of its total envelope to interregional projects.		Grand total: \$1,820,000
Fédération franco-ténoise (T.N.-O.) (2000-2005)	\$311,400 per year (5 yrs)	\$207,600 per year (5 yrs)	\$519,000 per year Grand total: \$2,595,000
	- At the start of each year, the joint committee proposes an overall distribution of the funds available in two funding envelopes (for programming and for development projects). The envelope for development projects must amount to at least 20% of the total envelope. -The community agrees to allocate a minimum of 1% of its total envelope to interregional projects.		
Association des francophones du Nunavut (1999-2004)	\$245,000 per year (5yrs) - At the start of each year, the joint committee proposes an overall distribution of the funds available in two funding envelopes (for programming and for development projects). The envelope for development projects must amount to at least 20% of the total envelope. - A contribution amounting to 5% of the total annual envelope will be allocated to community coordination, the implementation of agreement mechanisms and its ongoing evaluation. -The community agrees to allocate a minimum of 1% of its total envelope to interregional projects.		Grand total: \$1,225,000
Société nationale de l'Acadie (1999-2004)	\$151,000 per year (5 yrs) The SNA can propose that specific projects or activities likely to help achieve the agreement's objectives be carried out.		Grand total: \$755,000
National organizations (1999-2004)	\$3,680,000 per year (5 yrs) - The table of national organizations agrees that 20% of the funds shall be allocated to the project envelope.		Grand total: 18,400,000

Sources: Canada-Community Agreements. 1994-1999;

Financial tables provided by the FCFA.

National organizations??\$3,680,000 per year (5 yrs)?**Grand total:** \$18,400,000 (1999-2004)

Association des ??\$245,000 per year (5 yrs)?**Grand total:** \$1,225,000 francophones du Nunavut

Fédération franco-ténoise ?\$311,400 per year?\$207,600 per year ?\$519,000 per year (N.W.T.?(5 yrs)?(5 yrs)?**Grand total:** \$2,595,000

(2000-2005)

Association franco-??364 000 \$ per year (5 yrs)?**Grand total:** 1 820 000 \$
yukonnaise

Société franco-??\$2,363,000 per year (5 yrs)?**Grand total:** \$11,815,000
manitobaine

* It should be noted that the funding provided for in the agreements comes from the Support to official language community organizations and institutions component of the Promotion of Official Languages Program. It does not include all the additional funding that might be provided to organizations of the various Francophone and Acadian communities under other programs and measures of the federal government.

** Funding given to organizations to carry out ongoing activities consistent with the objectives of the Agreement, community priorities and the funding criteria. Practically speaking, these are the annual activities and operating costs of the organizations.

*** Funding given to organizations to carry out specific activities consistent with the objectives of the Agreement and with the profile and collective vision of the community, but not forming part of the organizations' regular programming. These are acvtivities having a beginning and an end whose implementation must not require ongoing funding.

[Previous Page](#) | [Table of Contents](#) | [Next Page](#)



ARCHIVED - Appendix 8 The players involved in coordinating activities related to the Canada-community agreements and their roles, 1999-2005

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Signatories	Management of agreement	Members	Roles
Fédération des francophones de Terre-Neuve et du Labrador (1999-2004)	-Management committee -Francophone affairs steering committee	- 1 co-chair from PCH - 1 community co-chair - 5 community representatives (including one representative of a youth association - 3 representatives from PCH - Representatives from the federal government, the provincial government and the Francophone community	-Analysis of funding applications based on the organization's comprehensive development plan -Implementation of the comprehensive plan -Administration and implementation of the agreement -Decisions taken by consensus -Development of policies on conflict of interest -Agreement secretariat provided by the FFTNL -No coordination mechanism specified in the agreement -Government discussion and coordination table (interdepartmental) designed to support activities of the Francophone community
Société St-Thomas-d'Aquin (P.E.I.) (1999-2004)	-Management committee	- 1 co-chair from PCH - 1 elected community co-chair - 2 community representatives (with voting rights) - 1 ex-officio member of the executive office of the SSTA (without voting rights) - 2 representatives from PCH	-Receive funding applications and the regional and provincial action plans updated annually by the community -Possible coordination with the management committees of the federal-provincial agreements on promotion of the official languages and on official languages education -Coordination provided by the general assembly of the SSTA-Decisions taken by consensus -Agreement secretariat provided jointly by PCH and the SSTA -Youth clause acknowledging the importance of consultation of youth organizations

<p>Fédération acadienne de la Nouvelle-Écosse (1999-2004)</p>	<ul style="list-style-type: none"> -Provincial round table -Joint committee 	<ul style="list-style-type: none"> - President of the FANE - A group representing each of the 10 regions of Nova Scotia - 9 sectoral organizations (including one youth organization) - 3 representatives of educational institutions - 1 co-chair from PCH - 1 community co-chair (chair of the round table) - 3 representatives elected by the round table - 1 representative from PCH 	<ul style="list-style-type: none"> -Promotion of a coordinated approach between organizations and institutions working for community development by establishing: 1) development priorities; 2) links of co-operation and collaboration between the regions and the organization and institutions of the Acadian community - Review of programming and projects submitted by the groups, bearing in mind the comprehensive community development plan and the priorities established by the provincial round table -Decisions taken by consensus, though members have the right to vote -Agreement secretariat provided jointly by the FANE and PCH
<p>Forum de concertation des organismes acadiens du Nouveau-Brunswick (1999-2004)</p>	<ul style="list-style-type: none"> -Forum coordinating committee -Funding applications evaluation committee 	<p>President of the Société des Acadiens et Acadiennes du N.-B. (SAANB)</p> <ul style="list-style-type: none"> - 1 representative of each of the sectors recognized by the Forum - 1 representative of the SAANB - 1 co-chair from PCH - 1 community co-chair (elected by the Forum) - 5 community representatives - 2 representatives of PCH 	<ul style="list-style-type: none"> -Clarify the priorities for action of the Acadian community based on the comprehensive development plan and promote a coordinated approach within the community -The SAANB provides the administrative management and secretariat for the coordinating -Promotes interdepartmental activities -Examine the development priorities submitted by the coordinating committee based on the funds provided for in the agreement -Recommend the overall allocation of the available funds -Agreement secretariat provided by PCH
<p>Quebec Community Groups Network (1999-2004)</p>	<ul style="list-style-type: none"> -Network of associations representing Quebec's Anglophone community -Management committee 	<ul style="list-style-type: none"> - Representatives of independent organizations from the Network (with voting rights) - 1 representative of PCH (without voting rights) - 1 co-chair from PCH - 1 elected community co-chair (president of the QCGN) - 4 elected representatives of the QCGN - 1 representative of PCH 	<ul style="list-style-type: none"> -Promote a coordinated approach by organizations working for community development that is as effective as possible -Receive the community's comprehensive development priorities -Ensure community representation on the management committee -Review the priorities established by the QCGN for community development and the recommendations made for the allocation of resources -Ensure the implementation of the agreement -Evaluate the progress and effectiveness of intergovernmental coordination -Agreement secretariat provided by PCH
<p>Comité de direction pour le renouvellement de l'entente (executive committee for renewal of the agreement (Ontario) (2000-2005)</p>	<ul style="list-style-type: none"> - Executive committee -Management committee -Applications committee 	<ul style="list-style-type: none"> - 16 community representatives - 1 co-chair from PCH - 1 community co-chair (elected by the executive committee) - 6 community representatives (elected by the executive committee) 	<ul style="list-style-type: none"> -Clarify the community's strategic priorities and promote coordination among the organizations involved -In case of conflict, PCH and the community representatives will jointly agree on the appointment of a mediator -Forward to the applications committee the community's comprehensive development plan and the annual work plan and ensure follow-up on recommendations in relation to funding applications -Promote interdepartmental activities

		<ul style="list-style-type: none"> - 2 representatives of PCH - 2 representatives of PCH - 5 community representatives 	<ul style="list-style-type: none"> -Coordinate evaluation of the agreement -Agreement secretariat provided by PCH -Examine funding applications and propose the allocation of funds among the various organizations and projects, bearing in mind the priorities established in the comprehensive development plan -Answerable to the management committee and the Minister of PCH
Société franco-manitobaine* (1999-2004)	<ul style="list-style-type: none"> -Priorities management committee -Council of organizations -Joint agreement committee 	<ul style="list-style-type: none"> - 6 representatives elected by the council of organizations - 6 community representatives (3 from rural areas, 3 from urban areas) - President of the SFM - Representatives of some 28 community organizations - 1 co-chair from PCH - 1 community co-chair (elected by the SFM) - 1 representative of the SFM - 4 representatives of the priorities management committee - 1 representative of the council of organizations - 1 representative of PCH 	<ul style="list-style-type: none"> -Evaluate the community's development priorities annually and ensure the implementation of the comprehensive development plan -Promote a coordinated approach -Technical and administrative support provided by SFM -Body representing provincial and sectoral Franco-Manitoban organizations -Forum for coordination among organizations intended to promote partnerships -Prepare the comprehensive development plan -Allocate funding among organizations that request it -Agreement secretariat provided jointly by the SFM and PCH
Assemblée communautaire fransaskoise* (1999-2004)	<ul style="list-style-type: none"> -Fransaskois community assembly -Joint coordinating committee 	<ul style="list-style-type: none"> - Members elected in each of the 12 electoral districts (2 members in the districts of Regina, Saskatoon and Prince Albert) - President elected by universal suffrage in the province - 1 co-chair from PCH - 1 community co-chair (president of the ACF) - 5 representatives of the ACF - 2 representatives of PCH 	<ul style="list-style-type: none"> -Acting as a representation body, the ACF is responsible for receiving the development priorities emerging from the community round tables, implementing the comprehensive development plan and encouraging coordination among the organizations working for community development -Responsible for receiving the priorities from the community and allocating programming and project funding -Agreement secretariat provided by the ACF in co-operation with PCH
Association canadienne-française de l'Alberta* (1999-2004)	<ul style="list-style-type: none"> -Joint committee 	<ul style="list-style-type: none"> - 1 co-chair from PCH - 1 community co-chair (president of ACFA) - 5 community representatives (including one youth representative) - 2 representatives of PCH 	<ul style="list-style-type: none"> -Review funding proposals in light of the comprehensive development plan and prepare the list of priority projects -Youth clause acknowledging the importance of consultation with youth organizations -No coordination mechanism specified in the agreement -Agreement secretariat provided jointly by ACFA and PCH
Fédération des francophones de la Colombie-Britannique* (1999-2004)	<ul style="list-style-type: none"> -Provincial coordinating committee -Management 	<ul style="list-style-type: none"> - 5 representatives of the regions - 6 representatives of target sectors 	<ul style="list-style-type: none"> -Propose and recommend community development priorities -Promote coordination with community organizations -Note that the FFCB must appoint a resource person

	committee	(including youth) - 2 representatives of the FFCB - 1 co-chair from PCH - 1 community co-chair (president of the FFCB) - 4 community representatives (DG of the FFCB and 3 members of the provincial coordinating committee) - 1 representative of PCH	assigned to the interdepartmental committee on behalf of the community. -Receive the priorities determined by the coordinating committee and allocate programming and project funding -Agreement secretariat provided by the FFCB
Association franco-yukonnaise* (2000-2005)	-Territorial round table -Joint committee	- President of the AFY - 2 representatives of the AFY - 3 representatives of community organizations - 1 co-chair from PCH - 1 community co-chair (president of the AFY) - 3 community representatives (chosen by the round table) - 2 representatives of PCH	-Integrate the development priorities of the organizations and incorporate them into the comprehensive development plan -Promote a coordinated approach by the organizations concerned -Receive the priorities determined by the round table and recommend to PCH how to allocate programming and project funding -Agreement secretariat provided jointly by the AFY and PCH -Youth clause acknowledging the importance of consultation with youth organizations
Fédération franco-ténoise (N.W.T.)* (2000-2005)	-Pilot project in administrative devolution to the FFT -Evaluation committee	- FFT board of directors - 1 observer from PCH - 3 representatives of the network of associations (with voting rights) - 1 observer from PCH - 1 observer from the N.W.T. government - DG of the FFT acting as a resource person	-Receive and deal with applications for financial assistance from the community -Coordinate the community consultation and priority-setting process -Should a difference of opinion arise between PCH and the FFT that cannot be resolved by negotiation, the parties agree to submit it to mediation -Analyze applications for annual operating and development funds -Make recommendations to the general assembly of the FFT as to the nature and funding of programming -Agreement secretariat provided by the FFT
Association des francophones du Nunavut* (1999-2004)	-Local round tables -Joint committee	- Each table consists of 2 to 5 members of the AFN - 1 co-chair from PCH - 1 community co-chair (appointed by the general assembly of the AFN) - 2 community representatives - 1 representative of PCH	-Determine community priorities -At the territorial level, the board of directors of the AFN serves as a round table for programming and projects of territorial interest. -Propose an allocation of funding that must be forwarded to PCH (this department agrees to take into account the allocation of funds proposed by the joint committee) -Agreement secretariat provided by the AFN
Société nationale de l'Acadie (1999-2004)	No specification	No specification	No specification
National organizations (1999-2004)	-Table of national organizations -Sectoral round tables -Coordinating	- 21 national organizations - Organizations divided into 4 key sectors: education, theatre and	-Serve as a forum for discussion and circulation of information -Receive reports from the other committees and endorse them -Promote coordinated action by key sector

<p>committee -Special committees -Management committee</p>		<p>culture, the economy and communications, target clients</p> <ul style="list-style-type: none"> - 1 elected representative from each of the sectoral round tables and special committee (coordination provided by the FCFA) - Community and PCH representatives - 1 co-chair from PCH - 1 community co-chair - 1 elected representative from each of the 4 sectoral tables - 4 persons from the community recommended by the sectoral tables (West and North, Ontario, Atlantic represented on it) - 3 representatives from PCH 	<ul style="list-style-type: none"> -Each sector forwards to the coordinating committee the definition of its needs, an action plan and its annual or multi-year priorities. -Draft an overall plan, respecting the priorities of each sector and special committee, to be forwarded to the management committee -Act as strategic and political spokesperson for the table of national organizations -Coordinate evaluation of the agreement's mechanisms, the discussions surrounding management of the agreement and the meetings of the special committees -Committees established on an ad hoc basis -Take into account the allocation of funds of the comprehensive plan arising from the special committees -Propose measures to organizations concerning the optimum use of available resources and measures to simplify existing administrative procedures -Examine applications equitably and impartially -Agreement secretariat provided jointly by the FCFA and PCH -In case of direct conflict, it is imperative to withdraw from the discussion
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Sources: Canada-Community Agreements. 1999-2005;

Comparative tables of the Canada-community agreements provided by the FCFA.

* Note that, for the western provinces and the territories, a western and northern interprovincial and interterritorial committee has been established. It consists of community representatives from each of the joint coordinating committees of the Canada-community agreements for these provinces/territories (i.e., each of the community co-chairs, or a representative, and each of the departmental co-chairs, or a representative). PCH is responsible for the smooth operation of this committee.

[Previous Page](#) | [Table of Contents](#)