

# **Collaboration Accord Between Canadian Heritage and the Francophone Community Sector of Nunavut**

Parties have signed the attached copy of the Collaboration Accord in its French version.  
The translated version of the Accord is for information only and does not bind the parties.

# FRANCOPHONE COMMUNITY OF NUNAVUT

## Collaboration Accord Between the Department of Canadian Heritage and the Francophone Community Sector of Nunavut

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# **INTRODUCTION**

- 1 The Government of Canada and Nunavut's Francophone community sector have a long history of working together for the common good of French-speaking Canadians living in Nunavut. We share a commitment to improving the quality of life of our fellow citizens and to fostering the development of vibrant, healthy communities. The presence of official-language minority communities contributes to the improvement of quality of life for all Canadians. Our relationship is built on a foundation of trust and mutual respect.
- 2 The Government of Canada has undertaken, via the *Official Languages Act*, to enhance the vitality of linguistic minority communities in Canada (Anglophones in Quebec and Francophones outside Quebec), to assist their development and to promote the full recognition and use of both official languages in Canadian society.
- 3 This *Collaboration Accord Between Canadian Heritage and the Francophone Community Sector of Nunavut* largely mirrors the accord signed in December 2001 by the Prime Minister and representatives of Canada's voluntary sector (*An Accord Between the Government of Canada and the Voluntary Sector*).

## ***Background***

- 4 The relationship between the Government of Canada and official-language minority communities has led to significant progress since 1970. The Canada-Francophone Community of Nunavut Agreement signed in 1999 has helped strengthen Nunavut's Francophone community.
- 5 The *Action Plan for Official Languages* adopted in March 2003 reaffirms the Government of Canada's commitment to linguistic duality. The *Action Plan* creates a horizontal accountability and coordination framework to report to Canadians on the results achieved in three main areas: an exemplary public service, education, and the development of official-language minority communities. The framework applies to all federal institutions. In addition, ten departments and agencies receive funding under the *Action Plan*. Within both government and the communities themselves, community development architects and partners have grown more numerous and more diverse.

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- 6 Nunavut's Francophone community sector and Canadian Heritage have been working in direct cooperation since Nunavut was created in 1999. This cooperation has had positive impacts on the Francophone community sector. For example, the community has implemented various institutions and structures, including a new Francophone school and daycare, an economic development and employability network (Réseau de développement économique et d'employabilité, RDÉE), and a Francophone school board in Nunavut. The Association des francophones du Nunavut (AFN) is the primary Francophone organization in the territory. It represents all fields of involvement in Nunavut's Francophone community sector. The Francophone community sector's existing resources include the management and maintenance of a community radio station and communication tools such as Le Toit du Monde, Nunavoix, and the Carrefour de la francophonie nordique. Nunavut's Francophone community sector is taking steps to obtain full responsibility for school management.
- 7 As a community development architect, the community sector is one of three pillars of Canadian society, along with the public and private sectors. Our quality of life, our economic strength, and the vitality of our democratic institutions depend on the vibrancy of these interdependent sectors and the support they provide to one another. Volunteers and staff working in community organizations are actively involved in making a difference and improving their communities. They deliver services critical to Canadians, advocate for common causes, and support economic and community development in Canada.
- 8 Historically, Canadians, driven by compassion, have built the community sector and contributed to developing most of the public services we now consider essential components of a society that values human dignity and equal opportunity for all. All of these services took root as volunteer initiatives. Today, the public and volunteer sectors both take part in providing these services. The community sector remains a key provider of services in the province's minority official language. The Department acknowledges this important contribution that Nunavut's Francophone community sector makes to the Franco-Nunavummiut community.
- 9 Community organizations bring their knowledge, expertise, and awareness of community and individual needs to public policy debates, and help identify priorities for governments. By encouraging people to participate and work together for common causes, the sector strengthens citizen involvement, gives voice to the voiceless, allows for multiple perspectives to be heard on a variety of issues, and provides opportunities for people to practice the skills of democratic life.

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- 10 The community sector provides opportunities for volunteers to contribute to the life of their communities. The term “volunteer” refers to all who work by choice, without remuneration, on causes or for people outside their personal sphere. People volunteer formally, through organizations, or informally by participating and helping others. Volunteering takes different forms in different cultures and different regions of the country. Women and men who volunteer are committed to making a difference and believe deeply in the work they are doing.
- 11 Volunteers are involved in all three sectors, but the community sector is the only one developed by volunteers and that fully solicits their involvement. The rich network of organizations called the community sector is one of the strengths for which Canada is known around the world. It helps make Canada a prosperous country characterized by mutual support and social solidarity.

### ***The Parties to this Accord***

#### **Francophone Community Sector of Nunavut**

- 12 This Accord applies to the Francophone community sector of Nunavut. The Francophone community sector consists of organizations that exist to serve a public benefit, are self-governing, do not distribute any profits to members, and depend to a meaningful degree on volunteers. Membership or involvement in these organizations is not compulsory, and they are independent and distinct, as institutions, from the formal structures of government and the private sector. Although many Francophone community organizations rely on paid staff to carry out their work, all depend on volunteers, at least on their boards of directors.

#### **The Department of Canadian Heritage**

- 13 This Accord applies to the Department of Canadian Heritage, by virtue of the *Official Languages Act*.

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## ***Scope of the Accord***

- 14 The Accord's focus is on the relationship between the Francophone community sector and Canadian Heritage. Both the Department and the Francophone community sector have relationships with other federal departments and agencies, other levels of government (territorial and local), private sector entities, and government and quasi-government bodies. Each of these relationships has its own history and dynamics. The Accord recognizes the importance of these relationships but has no bearing on them.
- 15 The Accord further acknowledges that Canadian Heritage and the Francophone community sector may in some circumstances take different policy approaches or choose to address matters of common interest separately.

## ***Reason for the Accord***

- 16 Nunavut's Francophone community sector and Canadian Heritage have a strong cooperative relationship, through which they pursue common goals. Both sides believe, however, that they can benefit from formalizing the relationship with an accord to facilitate greater mutual understanding and more cooperative ways of working together.
- 17 Both the Francophone community sector and the Department of Canadian Heritage are large and diverse. It is important for each to know what to expect from the other, and to appreciate the roles, goals, and perspectives of the other.
- 18 Five years of cooperation through a Canada-Community Agreement have helped the relationship between the Department and the Francophone community sector evolve towards the shared goal of community-driven development. This Accord builds on previous efforts and seeks to improve the relationship, while respecting the limitations of each party.

# **THE ACCORD**

## **PART I – PURPOSE OF THE ACCORD**

- 19 The purpose of the Accord is to strengthen the ability of both the Francophone community sector of Nunavut and Canadian Heritage to better serve French-speaking citizens living in Nunavut and all Canadians.
- 20 This Accord derives its strength from the evolving relationship between the Francophone community sector and the Department of Canadian Heritage. While the Accord is not a legal document, it is designed to guide the evolution of this relationship by identifying the common values, principles, and commitments that will shape future practices. It focuses on what unites the Francophone community sector and government, honours the contributions of both, and respects their unique strengths and different ways of working.
- 21 The Accord attests to a public commitment of Canadian Heritage and of the Francophone community sector to work together in an open, transparent, consistent, and collaborative way. When working together, Canadian Heritage and the Francophone community sector seek to fulfill the commitments set out in the Accord, and in so doing enhance the quality of life of French-speaking citizens living in Nunavut and all Canadians.

## **PART II - VALUES**

- 22 The Accord is based on the following seven Canadian values that are most relevant to the relationship between Canadian Heritage and the Francophone community sector. These values are closely interrelated and together create a climate for improving and enhancing the lives of all Canadians:

### **Linguistic Duality**

- 23 ▪ Enhancing the vitality of official-language minority communities, supporting and assisting their development, and promoting the full recognition and use of both official languages in Canadian society;

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## **Democracy**

- 24 ▪ Upholding the right to associate freely, to express views freely and to engage in advocacy;

## **Active citizenship**

- 25 ▪ Promoting the active involvement or engagement of individuals and communities in shaping society, whether through political or voluntary activity or both;

## **Equality**

- 26 ▪ Respecting the rights of Canadians under the *Constitution Act of 1982*, the *Canadian Charter of Rights and Freedoms*, the *Canadian Human Rights Act*, and the *Official Languages Act*, as well as under the Nunavut *Human Rights Act* and *Official Languages Act*;

## **Diversity**

- 27 ▪ Respecting the rich variety of cultures, languages, identities, interests, views, abilities, and communities in Canada;

## **Inclusion**

- 28 ▪ Promoting the expression and representation of diversity and upholding the right of each to speak and be heard; and

## **Social Justice**

- 29 ▪ Ensuring full participation in the social, economic, and political life of communities.

## **PART III - PRINCIPLES**

30 The Accord is based on the following guiding principles:

### **Independence**

31 Canadian Heritage and the Francophone community sector are autonomous, have unique strengths and separate accountabilities, and agree that:

- 32 ▪ Canadian Heritage, within the mandate given to it by Parliament, is accountable to all Canadians for its actions, and has a responsibility to identify issues of national concern and mobilize resources to address them, establish policies, and make decisions in the best interest of all Canadians;
- 33 ▪ Francophone organizations are accountable to their supporters and to those they serve in providing services, organizing activities, and giving them collective voice at the local, territorial, national, and international levels;
- 34 ▪ The independence of Francophone community organizations includes their right within the law to challenge public policies, programs, and legislation and to advocate for change; and
- 35 ▪ Advocacy is inherent to debate and change in a democratic society and, subject to the above principles, it should not affect any funding relationship that might exist.

### **Interdependence**

36 The Francophone community sector and Canadian Heritage recognize that:

- 37 ▪ The actions of one can directly or indirectly affect the other, since both often share the same objective of common good, operate in the same areas of Canadian life, and serve the same clients; and
- 38 ▪ Each has complex and important relationships with others (other federal departments and agencies, provincial, territorial and local governments, business, labour, etc.), and the Accord is not meant to affect these relationships.

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## **Dialogue**

- 39 The Francophone community sector and Canadian Heritage, recognizing that sharing of ideas, perspectives, and experiences contributes to better understanding, improved identification of priorities, and sound public policy, agree that:
- 40 ▪ Dialogue should be open, respectful, informed, sustained, and welcoming of a range of viewpoints;
  - 41 ▪ Dialogue should respect each party's confidential information, and should build and maintain trust; and
  - 42 ▪ Appropriately designed processes and governance structures are necessary to achieve sustained dialogue.

## **Cooperation and Collaboration**

- 43 Canadian Heritage and the Francophone community sector agree that the social fabric of communities is strengthened and civic engagement is increased when they work together to address issues of mutual concern, and that:
- 44 ▪ Working together to identify common priorities or complementary objectives will facilitate cooperation and collaboration; and
  - 45 ▪ Working relationships should be flexible and respect what others contribute, as well as the challenges and constraints under which they operate.

## **Accounting to Canadians**

- 46 In addition to their separate accountabilities, the Francophone community sector and Canadian Heritage are accountable for maintaining the trust and confidence of Canadians by:
- 47 ▪ Ensuring transparency, high standards of conduct, and sound management in their work together; and
  - 48 ▪ Monitoring and reporting on the results.

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## **Transparency**

- 49 Canadian Heritage and the Francophone community sector must promote a mutual understanding of the context in which they operate and a clear understanding of the factors affecting decisions on each side. They agree that organizations in the community sector and the Department must communicate information on their functioning, practices, intentions, objectives, and results in a timely manner.

## **PART IV – COMMITMENTS TO ACTION**

- 50 The values and principles of the Accord are the basis for the development of the relationship between Canadian Heritage and the Francophone community sector. Success in building the relationship will depend on the actions and practices of both Canadian Heritage and the Francophone community sector for the benefit of French-speaking citizens living in Nunavut and all Canadians. In moving forward, the following commitments will be essential.

### **Shared Commitments**

- 51 The Francophone community sector of Nunavut and Canadian Heritage commit to:
- 52 ▪ Act in a manner consistent with the values and principles in this Accord;
  - 53 ▪ Develop the mechanisms and processes required to implement the Accord;
  - 54 ▪ Work together as appropriate to achieve shared goals and objectives;
  - 55 ▪ Support community-driven development; and
  - 56 ▪ Promote awareness and understanding of the contributions that each makes to Canadian society.

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## Canadian Heritage Commitments

- 57 Canadian Heritage, within its mandate under Part VII of the *Official Languages Act*, commits to:
- 58 ▪ Recognize and consider the implications of its legislation, regulations, policies, and programs on organizations in the Francophone community, including the importance of funding policies and practices:
    - 59 ▪ For the development of the relationship;
    - 60 ▪ To strengthen the means of action available to the Francophone community sector; and
  - 61 ▪ Recognize its need to engage the Francophone community sector in open, informed, and sustained dialogue so that the sector may contribute its experience, expertise, knowledge, and ideas in developing better public policies, in the design and delivery of programs, and in the implementation of the interdepartmental and intergovernmental roles as defined in Part VII of *the Official Languages Act*.

## Nunavut Francophone Community Sector Commitments

- 62 The Francophone community sector of Nunavut commits to:
- 63 ▪ Continue to identify important or emerging issues and trends in communities, and act on them or bring them to the attention of Canadian Heritage under its mandate (Part VII of the *Official Languages Act*) and of the Government of Canada in keeping with its *Action Plan on Official Languages*;
  - 64 ▪ Serve as a means for the voices and views of all parts of the Francophone community sector to be represented and heard by Canadian Heritage and the Government of Canada, ensuring the mobilization and engagement of the various elements of the sector; and
  - 65 ▪ Recognize the need for open, informed, and sustained dialogue within the Francophone community sector, so that it may:
    - 66 ▪ Articulate a common vision with respect to its overall development and an evolving sequence of strategic priorities in the form of a Global Development Plan; and consequently

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- 67       ▪ Make the choices necessary for the Francophone community sector to account for results under the Plan.

### **PART V – APPLICATION OF THE ACCORD**

68 The Francophone community sector of Nunavut and Canadian Heritage agree on:

- 69       ▪ The common results they wish to attain to enhance the development and vitality of Nunavut’s Francophone community, taking into account the key community issues they have identified;
- 70       ▪ The appropriate organizational structures for implementing the provisions of the Accord, at the Department of Canadian Heritage and in the Francophone community sector; and
- 71       ▪ The processes for implementing the Accord, for reporting to Canadians on the status of the relationship and the results that have been achieved, for agreeing on next steps, and for considering strategic opportunities for future collaboration.

72 The aim is that the Accord and its implementation plan will provide a framework for helping the Francophone community sector and Canadian Heritage better serve French-speaking citizens living in Nunavut and all Canadians.

#### ***1. Key Community Issues and Common Results***

73 The Francophone Community Sector and Canadian Heritage have noted the key issues affecting the Francophone community of Nunavut and agreed on common results to enhance the development and vitality of this community.

##### **1.1. Key Community Issues**

74 The key issues facing the Francophone community of Nunavut are the following:

- 75       ▪ The Francophones of Nunavut are playing an active role in building and developing an Inuit territory.

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- 76 ▪ The Francophone community sector of Nunavut holds firmly to the notion that Inuktitut has the same status and rights as English and French. The *Nunavut Land Claims Agreement* is the initial source of this recognition and is meant to support the full development of the Inuit language and culture in the territory. The Nunavut Francophone community sector believes that the vision of a mature Nunavummiut society must embrace the notion of trilingualism as a fundamental value.
- 77 ▪ The Francophones of Nunavut live in a unique economic and political setting in Canada, notably characterized by:
- 78 ▪ An absence of industry other than mining (18% of GDP) and, subordinately, construction (9%);
- 79 ▪ A rise in tourism (4.8%);
- 80 ▪ An economy largely fuelled by government payrolls (39%) and the service sector;
- 81 ▪ Affirmative action for the Inuit in hiring and business assistance;
- 82 ▪ Ownership and management of much of the territory by Inuit companies;
- 83 ▪ A decentralized territorial government run by consensus;
- 84 ▪ Low education levels among the Inuit elite;
- 85 ▪ A harsh climate;
- 86 ▪ A population concentrated in Iqaluit (20%); and
- 87 ▪ The Nunavut government's wish for Inuktitut to become the working language by 2020.
- 88 ▪ The Francophone community sector of Nunavut has limited sustainability due to the lack of a critical mass of Francophones or a qualified bilingual labour force. The high mobility of workers in Nunavut makes the recruitment and retention of Francophones in the territory a real challenge.
- 89 ▪ Another challenge in the Francophone community sector of Nunavut consists of creating Francophone living environments despite this very high mobility of citizens, and of volunteers.

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- 90 ▪ Nunavut is a developing jurisdiction where basic public services are still being put into place. The shortage of public services particularly affects Francophones, French language services being nearly nonexistent. The lack of services in French is most apparent in healthcare, education, and justice. In a number of sectors, implementing services for or by the Francophone community would pave the way to offering similar services in the majority language of Inuktitut.

### 1.2. Common Results

- 91 The Nunavut Francophone community and the Department of Canadian Heritage agree on the common results intended by their collaboration, based on the priorities identified by the community sector in the Nunavut Francophone community's Global Development Plan for the 2004-2009 five-year period.
- 92 The priorities identified by the Francophone community sector are the following:
- 93 ▪ For the culture sector: Stimulate and quench the community's thirst for culture (notably among youth);
- 94 ▪ For the communications sector: Ensure the growth of community media: CFRT-MF, Nunavoix, Toit du Monde, franconunavut.ca;
- 95 ▪ For the community development sector: Establish productive partnerships, particularly with the territorial government;
- 96 ▪ For the economic development and employability sector: Promote the institution and development of bilingual Franco-Nunavummiut businesses, notably in the field of tourism;
- 97 ▪ For the education sector: Assume full school management responsibility;
- 98 ▪ For the political/legal sector: Set up a community access point in Iqaluit for French language government services;
- 99 ▪ For the healthcare sector: Set up SAFRAN (French language healthcare network) to promote the provision of certain healthcare services in French;
- 100 ▪ For the infrastructure sector: Build the Carrefour de la francophonie.

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- 101 As part of its legislative mandate, Canadian Heritage will use the tools at its disposal to support the community sector's efforts to achieve these results. These tools notably include collaboration with the community sector and interdepartmental and intergovernmental cooperation, as described in Part V below.
- 102 The community sector is responsible for calling on the resources of the various departments and levels of government and initiating dialogue with representatives based on their areas of expertise and responsibilities in the provision of public services.

## **2. Cooperation and Collaboration**

### **2.1. Community Cooperation and Cohesion**

- 103 The vitality of Nunavut's Francophone community hinges on the joint efforts of many players, namely community networks and their individual organizations, community institutions, public and para-public institutions, and the private sector. It also hinges on getting people to volunteer their time and effort for a cause or the public good, and thus contribute to the life of their community.
- 104 This Collaboration Accord aims at encouraging cooperation in the community and cohesion among all architects of community development. It will require the joint effort of all such community development architects. These contributors include organizations and institutions that do not receive funding from *Cooperation with the Community Sector*.

#### **Community Forum: Nature and Role**

- 105 The Francophone community sector of Nunavut has a responsibility to promote cooperation and optimal efficiency among all community development architects. To do so, it establishes a preferred mechanism for territorial community cooperation called the Community Forum.
- 106 The Community Forum gives structure to the community development process and the selection and sequencing of strategic priorities. It facilitates the crafting of a Global Development Plan that integrates the contributions of all community development architects.

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- 107 The Community Forum is a mechanism where dialogue with various institutions is initiated to develop each institution's initiatives. The Forum seeks to include newcomers in its network and in Francophone institutions of Nunavut and welcome any group wishing to contribute to the territory's Francophone community.
- 108 The Community Forum develops consultation mechanisms that reflect local realities and take into account factors such as demography, geography, gender, and racial and ethnocultural minorities.
- 109 The Francophone community sector of Nunavut recognizes that the Community Forum currently exists. The forum meets annually, or more often as needed. It formulates positions, establishes common priorities, and recommends changes to the Global Development Plan at the general meeting of the Association des francophones du Nunavut, the coordinating organization and official representative of the Francophone community sector.

### **Operational Responsibility**

- 110 The Francophone community sector mandates the Association des francophones du Nunavut (AFN) to convene the Community Forum and manage territorial cooperation.
- 111 On behalf of the Francophone community sector, the Association des francophones du Nunavut:
- 112 ▪ Implements appropriate consultation mechanisms
  - 113 ▪ Ensures the global administrative efficiency of cooperation mechanisms within the Francophone community sector
  - 114 ▪ Develops a communications strategy in order to maintain contact with French-speaking citizens living in Nunavut and all Canadians and to promote community cooperation and cohesion.

### **Governance and Democratic Representation**

- 115 Nunavut's Francophone community sector determines the forums and structures where community cooperation takes place, as well as governance and democratic representation mechanisms, and can redefine them as needed. Decisions will be communicated to the Department of Canadian Heritage. The Department recognizes the democratic choices of Nunavut's Francophone community sector.

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## **2.2. Canadian Heritage–Francophone Community Sector Collaboration**

- 116 The broad social vision and the achievement of specific objectives within the Global Development Plan sometimes continue to require the collaboration or contribution of other stakeholders. These may include public, para-public, private, institutional, and community organizations, Francophone or non-Francophone. This collaboration is most likely to be productive when all appropriate parties bring their services, programs, resources, and knowledge to the table. This Accord promotes adopting this approach by creating a flexible, dynamic mechanism called the Collaborative Circle.

### **Collaborative Circle**

- 117 The Nunavut Francophone community sector and the Department of Canadian Heritage agree to create a Collaborative Circle to serve as an active forum for the sharing of information, promotion of awareness, planning of initiatives, and discussion of their relationship. The Collaborative Circle will always include the Francophone community sector and Canadian Heritage. The participation of other stakeholders in the Collaborative Circle shall be flexible. They will be called upon based on the nature, extent, and reach of the objectives being pursued.
- 118 The workings of the collaboration will be agreed upon by the Francophone community sector and the Department in accordance with results to be pursued, and with respect to principles of independence, interdependence, dialogue, cooperation, and accountability to all Canadians.
- 119 The Francophone community sector will define the process of designating community participants in the Collaborative Circle from time to time, depending on the nature and scope of objectives. The identity of designated participants, depending on the issues at hand, will be communicated to Canadian Heritage so as to promote constructive exchange.

### **Mobilizing Public Resources: Interdepartmental and Intergovernmental Cooperation**

- 120 The Francophone community sector and Canadian Heritage recognize the importance of continuing to work to mobilize public resources at all levels of government in order to advance toward the achievement of common results and the community's development objectives. Some efforts to mobilize public resources will stem from the work of the Collaborative Circle. Some initiatives will aim to mobilize resources in order to help various types of community organizations provide services to the public.

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### ***Relationship Between the Francophone Community Sector and the Government of Canada at the Territorial Level***

- 121 As stipulated in Part VII of the *Official Languages Act*, 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 to enhance the vitality of the English and French linguistic minority communities in Canada, to support and assist their development, and to foster the full recognition and use of both English and French in Canadian society.
- 122 The Francophone community sector and Canadian Heritage will work together to ensure that the members of the community have a better knowledge of the programs and services offered by federal institutions, and that the federal institutions get better acquainted with the Francophone community of Nunavut, its mechanisms and structures, its developmental priorities, and its particular characteristics in relation to their activities, programs and services.
- 123 The Department of Canadian Heritage supports Francophone community sector organizations' efforts to work with other federal institutions in order to facilitate the implementation of the community's development objectives. Notably, Canadian Heritage leads the *Interdepartmental Partnership with the Official-Language Communities*, an element of the *Community Life* program component that aims to encourage lasting partnerships between federal departments and official-language minority community associations or organizations. Canadian Heritage will use various levers at its disposal to support the efforts of the Francophone community sector.
- 124 The Francophone community sector and Canadian Heritage work together to identify those community development priorities that require an interdepartmental approach. The means of consultation and collaboration depend on the issues and on structures established at the federal, territorial, or local levels, according to areas of responsibility.
- 125 The Francophone community sector meets regularly with the Nunavut Federal Council, a territorial forum of Nunavut federal employees, to keep it up to date on priority community issues under the Global Development Plan. The Department of Canadian Heritage is in favour of maintaining this relationship with the Nunavut Federal Council.

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### ***Relationship Between the Francophone Community Sector and the Government of Nunavut and its Bodies***

- 126 In addition to *Cooperation with the Community Sector*, Canadian Heritage leads another key element of the *Community Life* program component - *Intergovernmental Cooperation on Minority-Language Services*, which aims to help provincial and territorial governments and municipalities provide official-language minority communities with services in their own language, along with the necessary infrastructure to provide these services.
- 127 Canadian Heritage encourages the territorial government to take the objectives of the Global Development Plan into account in its French language services plan. Canadian Heritage maintains close ties with officials from Francophone Affairs to assert the importance of the expected results of the Global Development Plan and the common results aimed for in this Accord.
- 128 Canadian Heritage also leads *Intergovernmental Cooperation on Minority-Language Education*, which aims to help provincial and territorial governments, directly or through the Council of Ministers of Education, Canada (CMEC), to offer to members of official-language minority communities an education in their own language.
- 129 The Francophone community sector is responsible for mobilizing resources in areas that concern other levels of government. It strives to emphasize those aspects of its Global Development Plan that normally require the involvement of territorial or arm's length public agencies in providing public services. This exercise may inform the Francophone community sector's cooperation and advocacy efforts. Canadian Heritage will use various levers at its disposal to support the efforts of the Francophone community sector.

### ***Interdepartmental Collaboration Forum***

- 130 During the term of the Accord, the community sector and the Department of Canadian Heritage agree to hold a joint meeting with senior officials from federal institutions governed by the *Action Plan for Official Languages*, to enable them to contribute fully to the implementation of the Global Development Plan and the vitality of Nunavut's Francophone community.

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## **2.3. Advocacy**

- 131 In keeping with the values and principles set out in this Accord, Nunavut's Francophone community sector seeks to engage in a dialogue on public policy. It hopes to interact with the various levels of government through the various stages of the public policy process in order to promote the exchange of knowledge and experience, and develop the best possible public policies that take fully into account the aspirations of French-speaking citizens living in Nunavut.
- 132 The Francophone community sector and the Department acknowledge the importance of advocacy. The strengthening of the sector's advocacy capacities aims at a better understanding of the processes through which governments and public institutions make their decisions; a greater ability to influence these processes; a better understanding of the determining factors in community development; and knowledge-based decision making.
- 133 The Department of Canadian Heritage and the Francophone community sector recognize that Nunavut public structures make decisions by consensus, not majority.

## **Official Representatives**

- 134 The Francophone community sector of Nunavut recognizes the Association des francophones du Nunavut (AFN) as the sector's official representative in advocacy and dialogue on public policy.
- 135 The Department of Canadian Heritage recognizes the Francophone community of Nunavut's democratic choices in selecting its official advocates.

## ***3. Implementation of the Accord***

- 136 In addition to the tools described in the previous sections, this collaboration between the Francophone community sector and Canadian Heritage includes a financial component. This section describes the financial aspects of *Cooperation with the Community Sector* and the accompanying accountability mechanisms.

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## 3.1. Commitment of a Budget Envelope

- 137 The budget envelope set aside for *Cooperation with the Community Sector* in Nunavut comes from the *Development of Official-Language Communities* Program and falls under its *Community Life* component. The program will be reviewed by the Treasury Board in 2008-2009, with a view to its renewal.
- 138 The amounts, allocation, and duration of this budget envelope are set out in Appendix B.
- 139 The size of the budget envelope is subject to the annual approval of appropriations by Parliament and to the continuance of current and projected budget levels of the *Development of Official-Language Communities* Program.
- 140 Canadian Heritage will seek to harmonize procedures to facilitate joint funding of projects when several departments or government entities are working on the same initiative, or on several initiatives with the same Francophone community organization.
- 141 Canadian Heritage's financial commitments will be made by means of contribution agreements and grants. The Department may use multiyear funding agreements, when the situation is appropriate and in accordance with its policies and procedures, in order to enhance the stability of organizations and their ability to engage in long-term planning. Canadian Heritage commits to introduce a reasonable and flexible period of transition when major changes to funding must be made.

## 3.2. Program – Supporting Action

- 142 According to the Program's terms and conditions, these investments are intended to support the communities' involvement in their own development and to provide community organizations with the ability to take action to achieve concrete and measurable outcomes that will contribute to the sustainability of the communities.
- 143 The Department is primarily interested in supporting activities that:
- 144 ▪ Provide structure or have a structural effect on the overall development of the communities or of a particular sector
  - 145 ▪ Contribute to enriching community life, developing a sense of identity, and welcoming diversity

## FRANCOPHONE COMMUNITY OF NUNAVUT

- 146 ▪ Target outcomes compatible with the objectives of the *Community Life* component and fit with the Department's priorities
- 147 The Department will give priority to activities aimed at achieving the common results of collaboration identified in this Accord.
- 148 All the organizations receiving such support, and the organization managing the Community Forum, can have access to multiyear funding in order to carry out their mandates and implement their action plans.

### **3.3. Project – Supporting Innovation**

- 149 According to the Program's terms and conditions, these investments are intended to encourage innovation in the development of official-language minority communities.
- 150 The Department is primarily interested in supporting projects that:
- 151 ▪ Are innovative and target the development of best practices
  - 152 ▪ Are compatible with the Department's priorities
  - 153 ▪ Address topical issues
- 154 The Department will give priority to projects aimed at achieving the common results of collaboration identified in this Accord.
- 155 The Funding Priority Proposal Table described in this Accord may recommend support for ad hoc or cyclical activities for which implementation does not require ongoing funding.

### **3.4. Interprovincial/Interterritorial Collaboration**

- 156 Canadian Heritage and the Francophone community sector agree that the development of Nunavut's Francophone community is stimulated by joint action with the minority Francophone communities in other territories or provinces. The Francophone community sector will seek to support, through the territorial budget envelope, activities of an interprovincial/interterritorial nature that contribute to the implementation of the Global Development Plan and the realization of common results. It undertakes to allocate a set proportion of the budget envelope to projects of this nature. The terms and conditions governing these projects will be subject to prior agreements between the participating provincial and territorial communities.

### **3.5. Process for Recommendations and Decisions**

#### **Community Proposals**

- 157 Over the last two Canada-Community agreements (1994-2004), best practices across the country have shown that a community-based process of resource allocation can become a great strength for community cohesion. In Nunavut, the community sector has refined its mechanism for determining strategic priorities; it has also gained some experience in defining the means to be used to determine and facilitate the distribution of funds.
- 158 The Francophone community sector and Canadian Heritage recognize the importance of the continuum between priority setting and funding allocation. One of the objectives for this cycle is to fine-tune the mechanisms leading to funding allocation decisions for the Francophone community sector.
- 159 All funding allocation procedures will be subjected to the requirements of Treasury Board policies.

#### ***Funding Priority Proposal Table***

- 160 Nunavut's Francophone community sector will establish a Funding Priority Proposal Table. The Table will be mandated to make proposals to the Department of Canadian Heritage regarding the distribution of funds available via the territorial *Cooperation with the Community Sector* budget envelope. These proposals concerning the allocation of funding per organization will be linked to the objectives and priorities of the Global Development Plan and the common results sought in this Accord.
- 161 The Table will use evaluation criteria and analytical tools developed by the Department in collaboration with the Association des francophones du Nunavut in its role as organization responsible for the community forum.
- 162 The Francophone community sector will establish the selection process for members of the Table. This process will respect the principles of good governance, democracy, transparency, and independence. It may be linked to other structures of the Francophone community sector and may be revised as needed. The Forum will inform Canadian Heritage of decisions regarding this process and the composition of the Table. To ensure the impartiality of Table proposals, the Table will adopt a conflict-of-interest policy.
- 163 Table members must ensure that confidential information concerning funding decisions to which they have access is not disclosed to third parties without the written consent of the Department.

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### **Canadian Heritage's Responsibilities**

- 164 It is the responsibility of the Department to analyze requests, examine them critically in a broader context, make final recommendations to the Minister of Canadian Heritage, and manage the decisional and administrative process. In its analysis of requests, the Department will take into special consideration the proposals of the Table regarding the allocation of funding.
- 165 The Minister is responsible for making the final decision on the specific allocation of funding in accordance with terms and conditions in force at the Department.
- 166 In order to maintain transparency, the final decision regarding allocation of funds will be communicated to the Proposal Table, as well as the general public, following the Minister's approval.
- 167 Canadian Heritage is responsible for determining procedures and tools relating to the presentation and analysis of requests. The Department recognizes the consequences that its policies and funding practices may have on the evolution of the relationship and on the strengthening of the Francophone community sector's capacity for action, and takes them into consideration. Tools will be developed with due attention to simplifying the administrative requirements, while respecting the terms and conditions of the Program and the Department's accountability framework, which may be modified from time to time.

### **Management Best Practices**

- 168 The Francophone community sector and the Department agree to jointly identify management best practices.
- 169 In compliance with Treasury Board policies, the Department has adopted a risk management approach, in order to assess and monitor the initiatives and ensure that the approach suits the level of funding as well as the size and nature of the organization. The *Risk-Based Audit Framework for Official Languages Support Programs* entails a recipient audit plan. Some organizations will be asked to participate in this monitoring exercise.
- 170 With a focus on ongoing performance improvement, Canadian Heritage may ask selected Francophone community organizations to participate in an organizational audit to be conducted according to a framework established by the Department. Participating groups will be financially compensated.

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## 3.6. Results and Performance

- 171 The Francophone community sector and Canadian Heritage agree on the importance of reporting to Parliament and to the citizens of Canada, on the progress achieved towards results with the funds invested.
- 172 Canadian Heritage and the Francophone community sector recognize that community development is a long-term process, that some fundamental results may be achieved only over long periods, possibly decades, and that it is important, at this time, to set strategies and means that will allow the assessment of results over the long term.
- 173 Canadian Heritage's *Official Languages Support Programs* are structured in accordance with the two types of results based on the commitments set out in Section 41 of the *Official Languages Act: Strong minority communities supported by many partners* and *Linguistic duality recognized and valued by all Canadians*.
- 174 To report on the progress achieved towards these results, Canadian Heritage must refer to the *Results-Based Management and Accountability Framework for Official Languages Support Programs*.
- 175 Activities supported by the *Cooperation with the Community Sector* sub-component must contribute to the attainment of intermediate and long-term results targeted by the *Official Languages Support Programs*.
- 176 The Government of Canada is developing community vitality indicators. These indicators will set benchmarks and allow a more precise measurement of the evolution of communities over time. Information on outputs produced by the Francophone community sector must be organized so that it feeds into the measurement of these vitality indicators.
- 177 Canadian Heritage will establish mechanisms for the standardization, gathering, and management of information on outputs towards 2007-2008, in consultation with the Association des francophones du Nunavut. In establishing these processes, Canadian Heritage will be sensitive to minimizing the administrative burden.
- 178 There are three levels of performance evaluation: an annual evaluation of outputs by groups receiving funds from *Cooperation with the Community Sector*; an evaluation of this Accord within the framework of a national evaluation of progress achieved through *Cooperation with the Community Sector* in 2007-2008; and the Program evaluation, to take place in 2008-2009.

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### ***Annual Outputs of Investments in Cooperation with the Community Sector***

- 179 Each funded organization reports on its annual outputs as linked to its contribution to the advancement of the Global Development Plan and the common objectives of the Accord.

### ***Cooperation with the Community Sector Progress Evaluation***

- 180 The Department will undertake an evaluation of its collaboration with the community sector and of progress made towards common results targeted in all community sector accords. This evaluation will include a segment on collaboration with Nunavut's Francophone community sector and will focus on the efficiency of collaboration mechanisms, the clarity and appropriateness of respective roles, and the quality and usefulness of outputs, in relation to the stated common results. This evaluation will be done in 2007-2008 in order to allow adjustments to the collaboration mechanisms and guide their renewal at the end of the term.
- 181 The Francophone community sector of Nunavut agrees to participate in the development of evaluation parameters, and to collaborate in the evaluation itself according to the final terms and conditions set out by Canadian Heritage. The Department will be responsible for performing the evaluation.

### ***Official-Language Communities Program Evaluation***

- 182 At term end in 2008-2009, the Department of Canadian Heritage must provide the Treasury Board with a summative evaluation of the *Development of Official-Language Communities* Program. The Corporate Review Branch, a third party independent of the Official Languages Support Branch, is responsible for conducting this evaluation.
- 183 To conduct program evaluations, the Department uses several methods. These include:
- 184 ▪ A review of relevant documents (e.g., record of achievements, annual report, plan of action)
  - 185 ▪ A review of literature (e.g., sociological research, statistical studies)
  - 186 ▪ Gathering and compiling of information (e.g., analysis of financial data, compilation of outputs, trend studies)
  - 187 ▪ Interviews with key contributors (e.g., representatives of community organizations and institutions, program managers, researchers)

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- 188 ▪ Polling (e.g., public opinion polls, questionnaires)
- 189 ▪ Focus groups (for example, with parents, with young people)
- 190 The Francophone community sector will be called upon to participate in many of these evaluation activities.

## CONCLUSION

- 191 Canadians expect a strong, vibrant, and engaged Francophone community in Nunavut, and seek to build a solid, just, and inclusive society where values and principles count, where the full range of human activities is encouraged, and where individuals and communities can realize their full potential. To better serve Canadians and help them achieve the society they want, Canadian Heritage and Nunavut's Francophone community sector seek to strengthen their relationship. This Accord is the start of that journey.

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**IN WITNESS WHEREOF**, the Minister of Canadian Heritage and Minister Responsible for Status of Women and the Acting Chairman of the Association des francophones du Nunavut, on behalf of the Francophone community sector of Nunavut, have signed this Collaboration Accord.

This Accord was concluded this 28<sup>th</sup> day of October 2005.

(Signed) Liza Frulla

(Signed) Marco Dussault

\_\_\_\_\_  
Minister of Canadian Heritage and Minister  
Responsible for Status of Women

\_\_\_\_\_  
Marco Dussault  
Acting Chairman, Association  
des francophones du Nunavut

**IN THE PRESENCE OF:**

**IN THE PRESENCE OF:**

(Signed) Hubert Lussier

Jacques Belleau, Secretary-Treasurer,  
Association des Francophones du Nunavut

\_\_\_\_\_  
Witness

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Signature

## **GLOSSARY OF TERMS**

### **Advocacy**

- <sup>192</sup> Advocacy is defined as "...the act of speaking or of disseminating information intended to influence individual behaviour or opinion, corporate conduct or public policy and law." Advocacy is one of many ways of participating in the process of developing public policies.  
(see: [www.vsi-isbc.ca/eng/relationship/accord.cfm](http://www.vsi-isbc.ca/eng/relationship/accord.cfm))

### **Community development contributors**

- <sup>193</sup> Community development contributors are individuals and institutions and organizations in the community, private, government, and quasi-government sectors that contribute to the development of their communities. Prominent among these contributors are the leaders of community associations and institutions, as well as community opinion leaders and different levels of government.

### **Evaluation**

- <sup>194</sup> The systematic collection and analysis of information on the performance of a policy, program, or initiative to make judgments about relevance, progress, or success and cost-effectiveness and/or to inform future programming decisions about design and implementation.

### **Output**

- <sup>195</sup> Direct products or services stemming from the activities of a policy, program, or initiative and delivered to a target group or population.

### **Accountability**

- <sup>196</sup> The basic rules that the Department must follow in making decisions, allocating funding, and demonstrating the results achieved through the use of public funds. Many of these rules also apply to the organizations that receive these public funds. These organizations also have their own accountability frameworks defined by legislation, by their own by-laws, and by their internal governance policies.

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## **Indicator**

- 197 A statistic or parameter that provides information on trends in the condition of a phenomenon and has significance extending beyond that associated with the properties of the statistic itself.

## **Quasi-governmental bodies or arm's length public agencies**

- 198 Public agencies refers to schools, hospitals, etc. that are at arm's length (to varying degrees) from government, but are mandated and funded by government.

## **Result**

- 199 The consequence attributed to the activities of an organization, policy, program, or initiative. Results is a general term that often includes both outputs produced and outcomes achieved by a given organization, policy, program, or initiative. In the government's agenda for results-based management and in *Results For Canadians*, the term *result* is more specific and does not include outputs. Results may be described as immediate, intermediate or final, direct or indirect, intended or unintended.

## **Planned results (Targets)**

- 200 Clear and concrete statement of results (including outputs and outcomes) to be achieved within the timeframe of parliamentary and departmental planning and reporting (1–3 years), against which actual results can be compared.

## **Strategic Outcome**

- 201 A long-term and enduring benefit to Canadians that stems from a department's mandate, vision, and efforts. It represents the difference a department or agency wants to make for Canadians and should be a clear measurable outcome within the department or agency's sphere of influence.

## **Support for action: details**

- 202 Funds in support of action shall aid regular and continuing activities such as:
- 203
- Citizens' participation and good governance (e.g., elements of democratic life - AGM and Board of Directors, administrative infrastructure, statements of account)

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- 204 ▪ Basic activities of the organization serving the development and improvement of community life (e.g., leadership training in youth groups, basic operations of a community centre, large public events)
- 205 ▪ Mobilization of community and public resources (e.g., analysis and research into support for advocacy and the skills needed to request support from various funding bodies)

### **Support for innovation: details**

- 206 Funds to support innovation shall aid intermittent or cyclical activities that do not require permanent funding. Such activities are of limited duration ranging from a few months to a few years. For example:
- 207 ▪ Pilot or demonstration projects designed to learn about influences on development and about services to the public
  - 208 ▪ Establishing and building new construction sites for community development
  - 209 ▪ Retooling the Francophone community sector to respond to new challenges
  - 210 ▪ Development of advocacy strategies linked to a particular initiative or a major decision in public policy

## Appendix A: Official Languages Support Programs – Expected Outcomes and Program Components

<p><b>Development of Official-Language Communities Program</b>  <b>Objective of the <i>Official Languages Act</i>:</b> To enhance the vitality of English and French linguistic minority communities in Canada and support and assist their development.</p>	<p><b>Enhancement of Official Languages Program</b>  <b>Objective of the <i>Official Languages Act</i>:</b> To promote the full recognition and use of English and French in Canadian society.</p>
<p>(See Part VII of the <i>Official Languages Act</i> on the next page.)</p>	
<p><b>Expected outcomes</b>  <b>Medium term</b></p> <ul style="list-style-type: none"> <li>• Members of minority communities: <ul style="list-style-type: none"> <li>○ Have greater access to quality education in their own language, in their community</li> <li>○ Have greater access to programs and services offered, in their language, by federal departments and agencies, provincial and territorial governments, and municipalities</li> <li>○ Have a greater ability to live in their own language, to participate in Canadian society and to ensure their long-term development</li> </ul> </li> <li>• The multiple partners working to foster community growth and vitality work together to better co-ordinate and target their efforts to support the development of the official-language minority communities.</li> </ul> <p><b>Long term</b></p> <ul style="list-style-type: none"> <li>• The sustainability of official-language minority communities in Canada is guaranteed.</li> <li>• Social cohesion in Canada is increased.</li> </ul>	<p><b>Expected outcomes</b>  <b>Medium term</b></p> <ul style="list-style-type: none"> <li>• A greater proportion of Canadians: <ul style="list-style-type: none"> <li>○ Have a working knowledge of both official languages</li> <li>○ Have a better understanding and appreciation of the benefits of linguistic duality</li> <li>○ Accept the rights of linguistic minorities and encourage their participation in Canadian society</li> </ul> </li> <li>• Federal departments and agencies become more aware of their responsibilities with respect to linguistic duality and more active in this regard.</li> <li>• The many partners fostering linguistic duality and the French language will work together to better co-ordinate and target their efforts in this regard.</li> </ul> <p><b>Long term</b></p> <ul style="list-style-type: none"> <li>• Canada is recognized at home and abroad as an officially bilingual country.</li> <li>• All Canadians recognize and support linguistic duality.</li> <li>• Social cohesion in Canada is increased.</li> </ul>
<p><b>Two program components</b>  <b>Community Life</b></p> <ul style="list-style-type: none"> <li>• Cooperation with the Community Sector</li> <li>• Intergovernmental Cooperation on Minority-Language Services</li> <li>• Interdepartmental Partnership with Official-Language Communities</li> <li>• Strategic Funds</li> <li>• Young Canada Works</li> </ul> <p><b>Minority-Language Education</b></p> <ul style="list-style-type: none"> <li>• Intergovernmental Cooperation</li> <li>• Cooperation with the Non-Governmental Sector</li> </ul>	<p><b>Two program components</b>  <b>Promotion of Linguistic Duality</b></p> <ul style="list-style-type: none"> <li>• Cooperation on Promotion</li> <li>• Support for Innovation</li> <li>• Support for Interpretation and Translation</li> </ul> <p><b>Second-Language Learning</b></p> <ul style="list-style-type: none"> <li>• Intergovernmental Cooperation</li> <li>• Cooperation with the Non-Governmental Sector</li> <li>• Young Canada Works</li> </ul>
<p><b>Other actions</b>  <i>Coordination of the federal commitment</i>  <i>Research</i></p>	<p><b>Other actions</b>  <i>Coordination of the federal commitment</i>  <i>Research</i>  <i>Promotion</i></p>

# FRANCOPHONE COMMUNITY OF NUNAVUT

## *Official Languages Act*

### **PART VII – ADVANCEMENT OF ENGLISH AND FRENCH**

#### Government policy

41. (1) 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.
- (2) Every federal institution has the duty to ensure that positive measures are taken for the implementation of the commitments under subsection (1). For greater certainty, this implementation shall be carried out while respecting the jurisdiction and powers of the provinces.
- (3) The Governor in Council may make regulations in respect of federal institutions, other than the Senate, House of Commons, Library of Parliament, office of the Senate Ethics Officer or office of the Ethics Commissioner, prescribing the manner in which any duties of those institutions under this Part are to be carried out.

#### Coordination

42. 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.

#### Specific mandate of Minister of Canadian Heritage

43. (1) The Minister of Canadian Heritage shall take such measures as that Minister considers appropriate to advance the equality of status and use of English and French in Canadian society and, without restricting the generality of the foregoing, may take measures to
- a) Enhance the vitality of the English and French linguistic minority communities in Canada and support and assist their development;
  - b) Encourage and support the learning of English and French by members of the public;
  - c) Foster an acceptance and appreciation of both English and French by members of the public;
  - d) Encourage and assist provincial governments to support the development of English and French linguistic minority communities generally and, in particular, to offer provincial and municipal services in both English and French and to provide opportunities for members of English or French linguistic minority communities to be educated in their own language;
  - e) Encourage and assist provincial governments to provide opportunities for everyone in Canada to learn both English and French;
  - f) Encourage and cooperate with the business community, labour organizations, voluntary organizations and other organizations or institutions to provide services in both English and French and to foster the recognition and use of these languages;
  - g) Encourage and assist organizations and institutions to project the bilingual character of Canada in their activities in Canada or elsewhere;
  - h) With the approval of the Governor in Council, enter into agreements or arrangements that recognize and advance the bilingual character of Canada within the governments of foreign states.

#### Consultation

- (2) The Minister of Canadian Heritage shall take such measures as that Minister considers appropriate to ensure public consultation in the development of policies and review of programs relating to the advancement and the equality of status and use of English and French in Canadian society.

#### Annual report to Parliament

44. The Minister of Canadian Heritage shall, within such time as is reasonably practicable after the termination of each financial year, submit an annual report to Parliament on the matters relating to official languages for which that Minister is responsible.

#### Consultations and negotiations with the provinces

45. Any minister of the Crown designated by the Governor in Council may consult and may negotiate agreements with the provincial governments to ensure, to the greatest practical extent but subject to Part IV, that the provision of federal, provincial, municipal and education services in both official languages is coordinated and that regard is had to the needs of the recipients of those services.

**Appendix B:**  
**2005-2006 Cooperation with the Community Sector Budget Envelope for Nunavut**

- 211 At the request of the Canadian Francophone and Acadian community sector, the Department of Canadian Heritage's financial commitment in support of the implementation of this Accord is identified for 2005-2006 only.
- 212 The budget envelope set aside for *Cooperation with the Community Sector* in Nunavut is \$272,000 for the twelve-month period from April 1, 2005, to March 31, 2006. It is allocated as follows:
- 213     ▪ The "Support for Action" component represents a maximum of 80% of the budget envelope.
- 214     ▪ The "Support for Innovation" component represents a minimum of 20% of the budget envelope and includes interprovincial/interterritorial investments, which represent a minimum of 1% of the territorial budget envelope.
- 215 An additional budget envelope of \$2 million is used to support structuring initiatives by the Canadian Francophone and Acadian community sector. Nunavut's Francophone organizations have been invited to submit their projects in accordance with established procedures.
- 216 The size of the budget envelope is subject to the annual approval of appropriations by Parliament. In case of a change in existing or planned budget levels for the *Development of Official-Language Communities* Program, this appendix may be amended by common agreement between the Department of Canadian Heritage and the Francophone community sector.