Collaboration Accord Between the Department of **Canadian Heritage** and the **Community Sector of the English-speaking** Communities of Quebec, represented by the Quebec **Community Groups Network**

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INTRODUCTION

- The Government of Canada and Quebec's English-speaking Community Sector have a long history of working together for the common good of Canadians. We share a commitment to improving the quality of life in Canada and to fostering the development of vibrant, healthy official language minority 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.
- 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.
- This Collaboration Accord Between the Department of Canadian Heritage and the Community Sector of the English-speaking communities of Quebec, represented by the Quebec Community Groups Network, 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

- The relationship between the Government of Canada and the official-language minority communities has led to significant progress since 1970. Over the two cycles of Canada-Community Agreements from 1994 to 2004, new organizations have emerged and networks have grown stronger.
- 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. This 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.

- In 2001, the English-speaking community of Quebec stood at 918,958 and represented 12.9% of Quebec population, down from 13.1% in 1996. Members of the English-speaking community are increasingly bilingual: 60% of English-speaking Quebecers claim to be bilingual, with over 80% of the 15-24 year age group speaking both languages.
- Montreal is a vibrant urban centre, and the English-speaking community is a dynamic component of its economic, cultural and academic life. The English-speaking community in Montreal has many world-class assets and strong institutional leadership. Developing relationships of mutual benefit between the world-class aspirations and strong urban assets of Montreal and the community development needs of smaller, often isolated communities, represents a major challenge.
- 8 The English-speaking community has lived through a decade of major changes in the public environment. A key concern during the last decade was stopping the erosion of institutions and services.
- 9 The province-wide restructuring of health care services in Quebec has had a double impact on the English-speaking community through the consolidation of service delivery as well as structural (administrative) changes that have had an impact on the community's ability to ensure access to English-language services. The potential conflict between the right to receive service in English and the right of health workers to speak French remains unresolved. The English-speaking communities must also provide for a higher proportion of seniors than amongst the general population, and this situation is further amplified in rural and remote communities.
- The 1998 realignment of schools along linguistic rather than religious lines resulted in the restructuring of the English-language school sector, but left unresolved the issue of replenishment of student population given the restrictions imposed on access to English-language instruction. These restraints, combined with a falling birth rate and restrictions on English-language immigrants to the province, pose significant challenges to the maintenance and development of this important institutional sector.
- The amalgamation of municipalities has reconstituted one of the important places of traditional political engagement by the English-speaking community. Municipal mergers and the expanded responsibilities of municipal regional councils have diluted the presence of the English-speaking leadership in many areas, as well as diffused the proportion of English-speaking populations required to receive services in their own language.

- The 1994 Official Languages Accountability Framework and the 2003 *Action Plan for Official Languages* have fostered the development of relationships between the community and several federal departments, some of which have become important partners. Over the past ten years, collaboration has helped the community maintain an important institutional network, consolidate the network of organizations serving English-speaking Quebecers, and foster the emergence of specialized Community actors, notably in the health, heritage, employment and cultural communities, economic development and education sectors. The Quebec Community Groups Network (QCGN) has played a key role in this, and has completed a Community Development Plan which sets in place a vision for the English-speaking communities of Quebec and establishes strategies for achieving community development goals between 2005 and 2010.
- Along with the public and private sectors, the Community Sector is one of three pillars of Canadian society. 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 Sector organizations are actively involved in making a difference in improving their communities. They deliver services critical to Canadians, advocate for common causes, and support economic and community development in Canada.
- The Community Sector has also been instrumental in the development of most of the public services we rely on today as essential manifestations of a caring society, such as schools, hospitals, assistance to the disadvantaged, and care for children in need. All of these began as community initiatives. Currently, both the public and Community Sectors are involved in the delivery of these services. In some communities, the Community Sector still remains the key purveyor of services in the minority official language. The Department acknowledges the important contribution of Quebec's English-speaking Community Sector to the vitality of those communities.
- 15 Community Sector organizations bring their knowledge, expertise and compassion in working with communities and individuals to public policy debates and identify priorities to 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.

- 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.
- Volunteers are involved in all three sectors but it is the Community Sector that has been built by volunteers and continues to do the most to mobilize their efforts. The rich network of organizations, called the Community Sector, helps make Canada the humane, caring and prosperous nation it is, and is one of the strengths for which Canada is known around the world.

The Parties to This Accord

Quebec's English-speaking Community Sector, as represented by the Quebec Community Groups Network

- This Accord applies to the Community Sector of the English-speaking communities of Quebec, one of Canada's two national linguistic minority communities.
- The Community Sector within the English-speaking communities of Quebec 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 Community Sector organizations rely on paid staff to carry out their work, all depend on volunteers, particularly on their boards of directors.
- The Quebec Community Groups Network (QCGN) is recognized as the official representative and interlocutor of Quebec's English-speaking Community Sector with the Government of Canada and the Department of Canadian Heritage. As such, the QCGN plays a pivotal role in facilitating the development of a constructive and positive relationship between the Government of Canada, its different departments and agencies and the English-speaking communities of Quebec, including their Community Sectors.

The Department of Canadian Heritage

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

Scope of the Accord

- The Accord focuses on the relationship between the Community Sector of the English-speaking communities of Quebec, as represented by the QCGN, and Canadian Heritage. Both the Department and the Community Sector have relationships with other federal departments and agencies, other levels of government (provincial 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 it does not apply to them.
- The Accord also recognizes that many Community Sector organizations do not work directly with Canadian Heritage but nevertheless contribute to enhancing the vitality of Quebec's English-speaking communities. It acknowledges that there are circumstances where Canadian Heritage and Community Sector organizations may advocate different courses of action or choose to tackle issues of common interest separately.

Reason for the Accord

- Quebec's English-speaking Community Sector and Canadian Heritage share a long tradition of joining forces to achieve common goals. Both parties believe that there is benefit in formalizing the relationship with an accord that will foster greater mutual understanding and increased cooperation.
- The Accord will help both the Community Sector and the Department of Canadian Heritage, which are large and diverse, to know what to expect from each other, and to appreciate the roles, goals, and perspectives of the other.
- Ten years of cooperation through two cycles of Canada-Community Agreements have helped the relationship between the Department and the Community Sector evolve towards the shared goal of a community-driven development. This Accord builds on previous efforts and seeks to improve the relationship, while respecting limitations of each party.

THE ACCORD

PART I - PURPOSE OF THE ACCORD

- The purpose of the Accord is to strengthen the ability of both the Community Sector, as represented by the QCGN, and Canadian Heritage to better serve English-speaking Canadians living in Quebec.
- This Accord derives its strength from the evolving relationship between the 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 Community Sector and government, honours the contributions of both, and respects their unique strengths and different ways of working.
- The Accord attests to the public commitment of Canadian Heritage and of the Community Sector to work together in an open, transparent, consistent and collaborative way. When working together, Canadian Heritage and the Community Sector seek to fulfil the commitments set out in the Accord, and in so doing enhance the quality of life of all English-speaking Canadians living in Quebec.

PART II - VALUES

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

Linguistic Duality

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;

Democracy

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

Active Citizenship

• Welcoming the active involvement or engagement of individuals and communities in shaping society, whether through political or voluntary activity or both;

Equality

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*;

Diversity

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

Inclusion

Welcoming the expression and representation of diversity and upholding the right of each to speak and be heard; and

Social Justice

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

PART III - PRINCIPLES

The Accord is based on the following guiding principles:

Independence

- ³⁹ Canadian Heritage and the Community Sector, as represented by the QCGN, are autonomous, have unique strengths and separate accountabilities, and agree that:
- 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;
- Community Sector organizations, as represented by the QCGN, are accountable to their supporters and to those they serve in providing services, organizing activities and giving collective voice at the local, provincial, national and international level;
- The independence of Community Sector organizations includes their right within the law to challenge public policies, programs and legislation and to advocate for change; and
- 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

- The Community Sector, as represented by the QCGN, and Canadian Heritage recognize that:
- 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

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.

Dialogue

- The Community Sector, as represented by the QCGN, 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:
- Dialogue should be open, respectful, informed, sustained and welcoming of a range of viewpoints;
- Dialogue should respect each party's confidential information, should build and maintain trust; and
- Appropriately designed processes and governance structures are necessary to achieve sustained dialogue.

Cooperation and Collaboration

- Canadian Heritage and the Community Sector, as represented by the QCGN, 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:
- Working together to identify common priorities or complementary objectives will facilitate cooperation and collaboration; and
- Working relationships should be flexible and respect what others contribute, as well as the challenges and constraints under which they operate.

Accounting to Canadians

- In addition to their separate accountabilities, the Community Sector, as represented by the QCGN, and Canadian Heritage are accountable for maintaining the trust and confidence of Canadians by:
- Ensuring transparency, high standards of conduct and sound management in their work together; and
- Monitoring and reporting on the results.

Transparency

Canadian Heritage and the 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 Community Sector organizations, as represented by the QCGN, and the Department must communicate information on their functioning, practices, intentions, objectives and results in a timely manner.

PART IV - COMMITMENTS TO ACTION

The values and principles of the Accord are the basis for the development of the relationship between Canadian Heritage and the Community Sector, as represented by the QCGN. Success in building the relationship will depend on the actions and practices of both Canadian Heritage and the Community Sector, as represented by the QCGN, for the benefit of English-speaking citizens living in Quebec. In moving forward, the following commitments will be essential:

Shared Commitments

- The Community Sector, as represented by the QCGN, and Canadian Heritage commit to:
- Acting in a manner consistent with the values and principles in this Accord;
- Developing the mechanisms and processes required to implement the Accord:

- Working together as appropriate to achieve shared goals and objectives;
- Supporting community-driven development; and
- Promoting awareness and understanding of the contributions that each makes to Canadian society.

Canadian Heritage Commitments

- Canadian Heritage, within its mandate under Part VII of the *Official Languages Act*, commits to:
- Recognizing and considering the implications of its legislation, regulations, policies and programs on Community Sector organizations, including the importance of funding policies and practices for the further development of the relationship and the strengthening of the Community Sector's capacity; and
- Recognizing its need to engage the Community Sector, as represented by the QCGN, 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 inter-departmental and intergovernmental roles as defined in Part VII of *the Official Languages Act*.

Community Sector Commitments

- Quebec's English-speaking Community Sector, as represented by the QCGN, commits to:
- Continuing to identify important or emerging issues and trends in communities, and acting on them or bringing them to the attention of Canadian Heritage, within its mandate (Part VII of the *Official Languages Act*), and of the Government of Canada, in relation to the *Action Plan for Official Languages*;
- Serving as a means for the voices and views of all parts of the Community Sector to be represented and be heard by Canadian Heritage and the Government of Canada, ensuring the mobilization and engagement of all elements of the sector; and
- Recognizing its need to engage an open, informed and sustained dialogue within the community, so that:

- The sector, via the QCGN, may articulate a common vision with respect to community development and the setting of strategic priorities, in the form of a Community Development Plan; and therefore
- The sector, via the QCGN, may make informed choices required for its accountability on results.

PART V - APPLICATION OF THE ACCORD

- Quebec's English-speaking Community Sector, as represented by the QCGN, and Canadian Heritage agree to:
- Establishing common results in working together to enhance the vitality of English-speaking communities of Quebec, taking into account the key issues affecting the community that are identified;
- Establishing organizational structures, within Canadian Heritage and within the Community Sector, to implement the provisions of the Accord; and
- Establishing 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.
- The aim is that the Accord and its application, outlined in Part V, will help the Community Sector and Canadian Heritage better serve English-speaking Canadians living in Quebec. The vision statement of the Community Development Plan, adopted by the QCGN after broad community consultations, articulates this aim in the following terms:
- "The English-speaking communities of Quebec choose to flourish in all aspects of Quebec society in all regions and sectors. The vitality of the communities will be strengthened by the engagement of their youth, and their evolving cultural diversity and heritage.
- The Community thrives on networks and institutions that are accessible and provide support to English-speakers in the sectors of health care, education and life-long learning, employment and economic development, justice, heritage, the arts and all other aspects of community development.
- The English-speaking communities need to be active participants in the social, economic and political life of Quebec and Canada."
- The QCGN is recognized as the official representative and interlocutor of Quebec's English-speaking Community Sector with the Government of Canada and the Department of Canadian Heritage. As such, the QCGN plays a pivotal role in mobilizing the networks and institutions serving English-speaking Canadians living in Quebec, and will continue to do so in the future.

1. Key Community Issues and Common Results

The Community Sector and Canadian Heritage take note of the key issues affecting the English-speaking communities of Quebec and agree on common results to enhance the vitality of these communities.

1.1. Key Community Issues

- Among the key issues affecting the English-speaking community of Quebec are:
- The increasingly multicultural nature of the English-speaking community, especially in the Montreal area, requires particular attention to meet the complex needs of language, culture, race, religion, gender and age within ethno-cultural communities. A more coherent structure is necessary to bring together the English-speaking ethno-cultural communities to ensure that their challenges are defined and addressed.
- The differences between urban, rural and remote communities must also be appreciated. The English-speaking communities of Quebec are scattered over a latitudinal distance of 2,000 km. Many of the smaller communities are separated from government and institutional services by hours of travel. They exist below the threshold of "where numbers warrant" for English-language services. The isolated and disparate nature of these communities calls for greater attention to specific priorities such as transportation, communications and economic development.

1.2. Common Results

- Canadian Heritage takes note of the main development strategies stated in the Community Development Plan:
- Build and promote a sense of cultural identity;
- Strengthen visibility and participation in Quebec society;
- Secure a future for English-speaking youth in Quebec;
- Communications and networking: encourage greater dialogue within the English-speaking communities and the larger community;

- Provide greater access to services and programs;
- 93 Promote bilingualism; and
- Empower the community through research and knowledge.
- The Department commits to working with the broad Community Sector towards the achievement of the proposed strategic direction for the QCGN, and toward the following objectives:
- To generate knowledge to build an evidence base;
- To promote and support community development initiatives;
- To assess and influence government policies that affect the development of English-speaking communities in Quebec; and
- To enhance the organizational and professional competence and capacity of community organizations so that they can respond more effectively to their respective communities and client groups.
- The Department also takes note of the QCGN's supporting objectives to enhance membership and revisit governance mechanisms, and to build capacity towards improved management, administration and communications.

2. Cooperation and Collaboration

2.1 Community Cooperation and Cohesion

- The vitality of Quebec's English-speaking communities depends on the joint efforts of many development architects, namely community networks and their individual organizations, community institutions, public and para-public institutions, and the private sector. It also depends on mobilizing volunteers to contribute, without compensation, to a cause, to public welfare and to the life of their community.
- This Collaboration Accord aims at encouraging community cooperation and at bringing together the architects and stakeholders of community development. These may include groups that are funded by *Cooperation with the Community Sector*, as well as institutions and organizational networks that do not receive funding from that envelope, for example, those in the areas of health, community economic development and education.

Through lessons learned in the Community Development Plan and the Strategic Planning process of the QCGN, the Community Sector organizations and institutions are building learning-organizations and consolidating the communities' knowledge base and practical experience in community stewardship and in community-based development. In order to pursue this work, the Community Sector, as represented by the QCGN, will establish the following mechanisms.

Community Forum: Mobilizing Role of the Quebec Community Groups Network

- Canadian Heritage recognizes and supports the Community Sector's efforts to build dynamic and efficient structures.
- The QCGN, composed of community organizations, institutions and other community stakeholders who are committed to work together, has as its mission to promote the vitality of English-speaking communities of Quebec by responding to their priority needs and expectations. As such, it agrees under this accord, to create and facilitate mechanisms and procedures which will ensure the development of a positive and constructive working relationship between the Community Sector of the English-speaking communities of Quebec and the Department of Canadian Heritage.
- 106 Working with the broader Community Sector, the QCGN agrees to:
- Set up appropriate consultation mechanisms;
- Ensure the global administrative efficiency of cooperation mechanisms within the Community Sector; and
- Develop a communications strategy in order to inform members of Quebec's English-speaking communities and to promote community cooperation and cohesion.

Community Forum: Nature and Role

Quebec's English-speaking Community Sector has a need to promote cooperation and mutual support among all community development architects. To achieve this, the QCGN agrees to develop and facilitate a Community Forum that will promote provincial cooperation and mutual support among community architects in the English-speaking communities of Quebec.

- The Community Forum will have a key role in building consensus on the issues facing the English-speaking communities in Quebec. It will help to identify and shape strategic priorities and approaches to community development and by doing so will contribute to the ongoing evolution of the English-speaking communities of Quebec.
- The outcomes of its deliberations will inform the work of the QCGN and the many other community architects that will have participated in the Forum.
- The Community Forum will encourage dialogue with various institutions, groups and architects within the English-speaking communities of Quebec. The Community Forum will seek to include and integrate un-represented or under-represented groups or regions in its deliberations. It will seek to welcome and include in its deliberations any group wishing to contribute to the vitality of the English-speaking communities of Quebec.
- The QCGN agrees to develop the Community Forum as part of its ongoing programming. The QCGN will ensure that consultation mechanisms are used prior to holding a community forum in order to ensure optimal focus and productive deliberations. It will ensure that community fora are developed taking into consideration local, regional and sector realities, as well as the demographic, geographic, gender, racial and ethnic composition of the English-speaking communities of Quebec.
- The QCGN and Canadian Heritage have set as a common objective for the period 2005-2009 a broadening of the base of community development architects who actively participate in the Community Fora that will be organized.
- The QCGN, through the consultation process leading to its Strategic Plan, has identified the following elements for broadening participation:
- 117 Cooperation among existing community networks and architects;
- Institutional participation in the broad-based Community Fora to be developed;
- Integration of institutional contributions into the shaping of a global vision for the English-speaking communities of Quebec, the setting of strategic priorities, and their active participation in the achievement of the overall Community Development results for the English-speaking communities of Quebec.

Governance and Democratic Representation

- The Community Sector has and will continue to define the fora and structures for community cooperation and mutual support, as well as the governance and cooperation structures and procedures that they may desire to establish from time to time. Decisions taken by different fora within the English-speaking communities of Quebec, which have an impact upon their relationship with the Department of Canadian Heritage, will be communicated to the Department of Canadian Heritage. The Department recognizes the democratic choices of Quebec's English-speaking Community Sector.
- Canadian Heritage takes note of the Quebec Community Groups Network's objective to develop a new membership policy and strategy, and a new governance model.

2.2. Community - Canadian Heritage Collaboration Forum

- The broad social project and the achievement of specific objectives within the Community Development Plan sometimes require the collaboration or contribution of multiple stakeholders. These may include public, para-public, private, institutional and community organizations, from both the minority and majority language groups.
- This collaboration is most likely to be productive when all appropriate parties bring their services, programs, resources and knowledge to bear on specific issues that need to be addressed.
- In order to encourage such a collaborative approach, the Accord establishes the possibility of creating issue-specific mechanisms called Collaboration Fora.
- These Fora will be organized jointly by the Department of Canadian Heritage and the QCGN, on behalf of the Community Sector in the English-speaking communities of Quebec.

Collaboration Forum

The QCGN, on behalf of the Community Sector of the English-speaking communities of Quebec, and the Department of Canadian Heritage agree to establish Collaboration Fora when required to plan strategic, issue-specific, targeted actions, as well as discuss the status of their cooperative efforts on the identified issues.

- Participation in these fora by various stakeholders among and within the Community Sector, Canadian Heritage and other development architects is flexible; it will be solicited jointly by the QCGN and the Department according to the nature and scope of the issues to be addressed and the objectives to be pursued.
- The Collaboration Forum's operational guidelines will be agreed upon by the Department and the QCGN (on behalf of the Community Sector) in accordance with common results, and respecting the principles of independence, interdependence, dialogue, cooperation and accountability to all Canadians.
- The QCGN, on behalf of and in consultation with Community Sector architects, will define and review from time to time the process of designating community participants to Collaboration Fora, depending on the nature and scope of objectives at hand.

Mobilizing Public Resources: Interdepartmental and Intergovernmental Cooperation

The Community Sector and Canadian Heritage recognize the importance of working to mobilize public resources at all levels of government in order to advance toward the achievement of common goals and community development objectives. Some of these efforts could flow from the work of the Collaboration Fora. Some efforts could aim to mobilize resources to help various types of community institutions in offering services to the public.

Relationships Between the Community Sector and the Government of Canada at the Provincial Level

- 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.
- The Community Sector, as represented by the QCGN, 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 English-speaking community of Quebec, its mechanisms and structures, its developmental priorities and its particular characteristics in relation to their activities, programs and services.

- The Department of Canadian Heritage supports Community Sector organizations' efforts to strengthen their relationships 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 which 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 Community Sector.
- The Community Sector via the QCGN and Canadian Heritage agree to work together to identify those community development priorities which may require an interdepartmental approach. The possible means of consultation and collaboration among the different actors involved in possible issues requiring interdepartmental collaboration will depend on: the issues to be addressed; the interest and willingness of concerned actors to work together; as well as structures established at the federal, provincial or local levels, according to each actors areas of responsibilities.
- The Department of Canadian Heritage will support the Quebec Federal Council in developing a sustainable relationship with the Community Sector as represented by the QCGN, so that the Council may contribute to the implementation of the sector's development plan and to the vitality of the community. The Federal Council plays an important role in coordinating the work of federal departments and agencies in the province, in part with respect to commitments under the *Official Languages Act*.

Relations Between the Community Sector and the Government of Quebec and its Creations

- 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.
- 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.

The Community Sector is responsible for mobilizing resources in the areas of responsibility of other levels of government. The sector strives to emphasize those elements of its development plan that relate to services normally offered by provincial, municipal and arm's length public agencies. This exercise could shape the Community Sector's cooperation and advocacy efforts. Canadian Heritage will use various levers at its disposal to support the efforts of the Community Sector.

Interdepartmental Consultation Forum

The Department of Canadian Heritage, together with the QCGN, agrees to organize a biennial meeting with key stakeholders working on behalf of Section 41 of the *Official Languages Act* in federal institutions.

2.3. Policy Dialogue

- In keeping with the values and principles stated in this Accord, the Community Sector seeks to engage in a dialogue on public policy. It hopes to interact with the different 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 English-speaking citizens living in Quebec.
- The Community Sector and the Department acknowledge the importance of advocacy in this regard. 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. 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.

Key Community Interlocutors

- The Community Sector of the English-speaking communities of Quebec recognizes the QCGN as the sector's primary interlocutor in advocacy and dialogue on public policy at the national, regional and provincial levels.
- The Community Sector further recognizes that other community leaders can act as interlocutors on issues of specific interest.

The Department of Canadian Heritage recognizes the Quebec Englishspeaking community's democratic choices in selecting its key interlocutors.

3. Implementation of the Accord

In addition to the tools described in the previous sections, the collaboration between the Community Sector, as represented by the QCGN, and Canadian Heritage includes a financial component. This section describes the financial elements of the *Cooperation with the Community Sector* and the accompanying accountability mechanisms.

3.1. Cooperation with the Community Sector Envelope

- The funds reserved for *Cooperation with the Community Sector* in Quebec are funds from the *Development of Official-Language Communities* Program and fall under its *Community Life* component. The Treasury Board Secretariat will review the Program in 2008-2009, in keeping with the program renewal cycle.
- The amounts, distribution and duration of the funding envelope are specified in appendix B.
- The size of the budgetary envelope is subject to the annual approval of appropriations by Parliament and to the continuance of current projected budgets of the *Development of Official-Language Communities* Program.
- Canadian Heritage, when appropriate, will try 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 community organization.
- Canadian Heritage's financial commitments and legal undertakings will be made by means of grants and contribution agreements. 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 capacity 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

- 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.
- 152 The Department is primarily interested in supporting activities that:
- Provide structure or have a structural effect on the overall development of the communities or of a particular sector;
- Contribute to enriching community life, developing a sense of identity and welcoming diversity; and
- Target outcomes compatible with the objectives of the *Community Life* component and conform to the Department's priorities.
- The Department will give priority to supporting activities targeting the common results identified in this Accord.

3.3. Project - Supporting Innovation

- According to the Program's terms and conditions, these investments are intended to encourage innovation in the development of official-language minority communities.
- The Department is primarily interested in supporting projects that:
- Are innovative and target the development of best practices;
- Are compatible with the Department's priorities; or
- Address topical issues.
- The Department will give priority to supporting projects targeting the common results identified in this Accord.
- The Preliminary Funding Recommendation Committee referred to in this Accord also recommends support for one-time activities with a clear start and end date for which implementation does not require ongoing funding.

3.4. Process for Recommendations and Decisions

Preliminary Funding Recommendations

- 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 be a factor in community cohesion. Throughout the Community Development Plan exercise, the QCGN has refined the mechanism to determine the strategic priorities of the community. Under the previous Canada-community agreements, it also gained experience in defining the means to be used to link distribution of funds to priorities and results.
- 165 Canadian Heritage and the Community Sector recognize the importance of the continuum between the Quebec Community Groups Network's priority setting processes within the Community Development Plan exercise and funding allocation processes; they agree to work towards the fine-tuning of these funding allocation mechanisms.
- All funding allocation procedures will be subject to Treasury Board policies.

Preliminary Funding Committees

- The Community Sector, through the QCGN, will establish committees to make preliminary recommendations on the ranking of both program and project funding requests. The Committees will be mandated to make preliminary recommendations to the Department of Canadian Heritage regarding the distribution of funds available via the *Cooperation with the Community Sector* sub-component. These recommendations will be linked to the priorities of the Community Development Plan and the common results sought in this Accord.
- The Committees will use evaluation criteria and analytical tools developed by the Department based on consultation with the QCGN.
- Canadian Heritage will work with the QCGN to establish the selection process for the members of the Committees. This process will respect the principles of good governance, democracy, transparency and independence. The Committees will also include representation of community stakeholders not presently funded by the Program. This procedure may be revised from time to time.

- Preliminary recommendations will be made with the community's best interest in mind; the Committees' analyses and decisions will be made independently of the specific interests of any given organization.
- Members of the Committees will ensure that any confidential information to which they have access regarding funding decisions will not be revealed to third parties unless the Department gives its written consent.

Final Funding Recommendations

- 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 consideration the recommendations of the Committees regarding funding and seek further discussions as appropriate.
- The Minister is responsible for making the final decision on the specific allocation of funding in accordance with the terms and conditions governing the Department.
- In order to maintain transparency, the final decision regarding allocation of funds will be communicated to the Committees and to the public following the Minister's approval.
- 175 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 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

The Department agrees to work jointly with the Community Sector to identify best management practices.

- 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.
- With a focus on ongoing performance improvement, Canadian Heritage may ask selected 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.

3.5. Results and Performance

- The Community Sector and Canadian Heritage agree on the importance of reporting to Parliament and to the citizens of Canada, on the results achieved with the funds invested.
- Community development is a long-term process, and some fundamental results may be achieved only over long periods, possibly decades. Canadian Heritage and the Community Sector recognize that that it is important, at this time, to set strategies and means that will allow the assessment of results over the long term.
- 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.
- 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*.
- Activities supported by the *Cooperation with the Community Sector* subcomponent must contribute to the attainment of intermediate and long-term results targeted by the *Official Languages Support Programs*.
- 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 Community Sector must be organized so that it feeds into the measurement of these vitality indicators.

- The Department of Canadian Heritage takes note of the QCGN's prospective research initiative to develop community development scenarios in the English-speaking communities of Quebec based upon key vitality factors.
- In 2007-2008, Canadian Heritage will establish mechanisms for the standardization, gathering and management of information on outputs in consultation with the QCGN. In establishing these processes, Canadian Heritage will be sensitive to minimizing the administrative burden for Community Sector organizations.
- There are three levels of performance evaluation: an annual evaluation of outputs by groups receiving funds from the *Cooperation with the Community Sector*; an evaluation of this Accord as part of a country-wide evaluation of progress achieved through *Cooperation with the Community Sector* in 2007-2008; and the Program evaluation, to take place in 2008-2009.

Annual Outputs of Investments in the Cooperation with the Community Sector

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

Cooperation with the Community Sector Progress Evaluation

- The Department will undertake an evaluation of progress towards the achievement of results for all of the collaboration accords with official-language minority communities. This will include a component on collaboration with Quebec's English-speaking Community Sector. This evaluation will focus on the efficiency of collaboration mechanisms, the clarity and relevance of respective roles, and the quality and relevance of outputs, in relation to the Accord's stated common objectives. 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.
- The Department will involve Quebec's English-speaking Community Sector in the development of evaluation parameters, and in the evaluation itself according to the final modalities set out by Canadian Heritage. The Department will be responsible for executing the evaluation.

Development of Official-Language Communities Program Evaluation

- For the end of the term, 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.
- 192 To conduct program evaluations, the Department uses several methods. These include:
- A review of relevant documents (e.g., record of achievements, annual report, plan of action);
- A review of literature (e.g., sociological research, statistical studies);
- Gathering and compiling of information (e.g., analysis of financial data, compilation of outputs, trend studies);
- Interviews with key contributors (e.g., representatives of community organizations and institutions, program managers, researchers);
- Polling (e.g., public opinion polls, questionnaires); and
- Discussion groups (for example, with parents, with young people).
- The Community Sector will be called upon to participate in many of these evaluation activities.

CONCLUSION

Canadians expect strong, vibrant and engaged English-speaking communities in Quebec, 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 potential. To better serve Canadians and help them achieve the society they want, Canadian Heritage is committed to strengthening its relationship with Quebec's English-speaking Community Sector. This Collaboration Accord provides the basis for making progress towards this goal. The Department of Canadian Heritage and the QCGN, as the recognized representative of the Community Sector in the English-speaking communities of Quebec, are both committed to the successful implementation of this Collaboration Accord.

IN WITNESS WHEREOF, the Minister of International Cooperation and Minister for La Francophonie and Official Languages and the President of the Quebec Community Groups Network have signed this Collaboration Accord.			
This Accord was concluded this 9 th day of June 2	2006.		
(Signé) Josée Verner	(Signé) Martin Murphy		
The Honourable Josée Verner Minister of International Cooperation and Minister for La Francophonie and Official Languages	Mr Martin Murphy President Quebec Community Groups Network		
IN THE PRESENCE OF:	IN THE PRESENCE OF:		
(Signé) Anne-Kateri Foley Name of witness	(Signé) Debra Hook Name of witness		
Signature	Signature		

GLOSSARY OF TERMS

Accountability

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.

Advocacy

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 Appendix C: 'Diagram of the Public Policy Process'.

(see also: www.vsi-isbc.ca/eng/relationship/accord.cfm)

Community development architects

203 Community development architects 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 architects are the leaders of community associations and institutions, as well as community opinion leaders.

Evaluation

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

Indicator

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.

Outcome

An external consequence attributed to an organization, policy, program or initiative that is considered significant in relation to its commitments.

Outcomes may be described as: immediate, intermediate or final, direct or indirect, intended or unintended. See also Result.

Output

Direct products or services stemming from the activities of a policy, program or initiative, and delivered to a target group or population.

Planned Results (Targets)

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

Quasi-governmental bodies or arm's length public agencies

The term "Arm's length 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

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 refers exclusively to outcomes.

Strategic Outcome

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

- Funds in support of action should aid regular and continuing activities such as:
- Citizens' participation and good governance (e.g. elements of democratic life such as the Annual general meeting and Board of Directors, administrative infrastructure, financial management structure);
- Basic activities of the organization that structure community development and community life (e.g. leadership training in youth groups, basic operations of a community centre, large public events); and/or
- Mobilization of community and public resources (for example analysis and research into support for advocacy and the skills needed to obtain funding support from various sources).

Support for innovation: details

- Funds to support innovation should 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:
- Pilot or demonstration projects designed to learn about determinants of community development or about service delivery models;
- Exploring new fields of community development;
- 219 Retooling the Community Sector to respond to new challenges; and/or
- 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

Development of Official-Language Communities Program

Objective of the OLA: To enhance the vitality of English and French linguistic minority communities in Canada and support and assist their development.

Enhancement of Official Languages Program

A greater proportion of Canadians:

benefits of linguistic duality;

Objective of the OLA: To promote the full recognition and use of English and French in Canadian society.

(See Part VII of the Official Languages Act on following page.)

Expected outcomes

Medium term

- Members of minority communities:
 - have greater access to quality education in their own language, in their community;
 - have greater access to programs and services offered, in their language, by federal departments and agencies, provincial and territorial governments, and municipalities;
 - have a greater ability to live in their own language, to participate in Canadian society and to ensure their long-term development.
- 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 officiallanguage minority communities.

Long term

- The sustainability of official-language minority communities in Canada is guaranteed.
- Social cohesion in Canada is increased.

Expected outcomes

- Medium term
 - have a working knowledge of both official languages;
 - have a better understanding and appreciation of the
 - accept the rights of linguistic minorities and encourage their participation in Canadian society.
- Federal departments and agencies become more aware of their responsibilities with respect to linguistic duality and more active in this regard.
- The many partners fostering linguistic duality and the French language will work together to better co-ordinate and target their efforts in this regard.

Long term

- Canada is recognized at home and abroad as an officially bilingual country.
- All Canadians recognize and support linguistic duality.
- Social cohesion in Canada is increased.

Two program components

Community Life

- Cooperation with the Community Sector
- Intergovernmental Cooperation on Minority-Language Services
- Interdepartmental Partnership with Official-Language Communities
- Strategic Funds
- Young Canada Works

Minority-Language Education

- Intergovernmental Cooperation
- Cooperation with the Non-Governmental Sector

Two program components Promotion of Linguistic Duality

Cooperation on Promotion

- Support for Innovation
- Support for Interpretation and Translation

Second-Language Learning

- Intergovernmental Cooperation
- Cooperation with the Non-Governmental Sector
- Young Canada Works

Other actions

Coordination of the federal commitment Research

Other actions

Coordination of the federal commitment Research Promotion

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 in Canada;
 - (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 those languages;
 - (g) encourage and assist organizations and institutions to project the bilingual character of Canada in their activities in Canada or elsewhere; and
 - (h) with the approval of the Governor in Council, enter into agreements or arrangements that recognize and advance the bilingual character of Canada with the governments of foreign states.

Public 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.

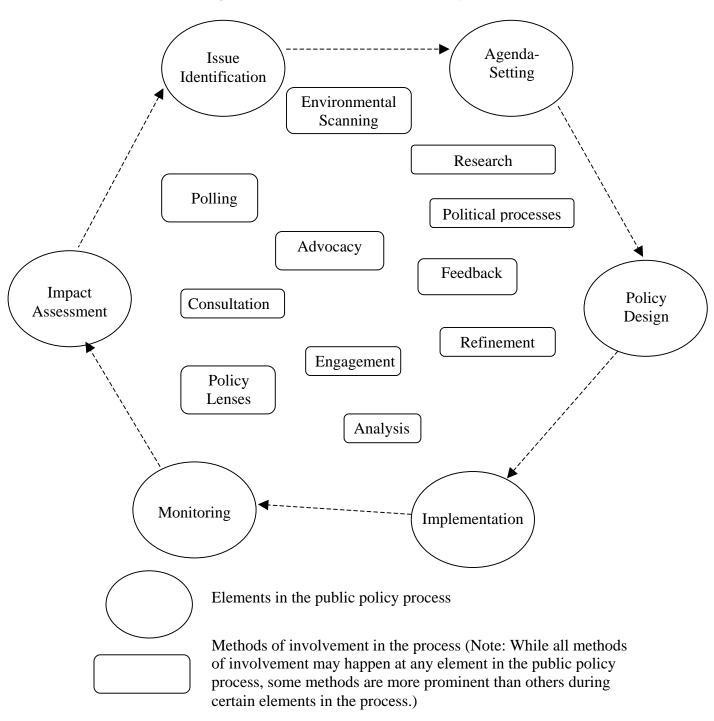
Consultation and negotiation with the provinces

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: Cooperation with the Community Sector Envelope for Quebec

- At the request of Quebec's English-speaking Community Sector, as represented by the QCGN, Canadian Heritage's financial commitment to support the implementation of this Accord is identified for 2006-07 only.
- The Cooperation with the Community Sector envelope for Quebec amounts to \$3,376,000 for the 12-month period starting April 1st, 2006 and ending March 31st, 2007. The envelope is divided as follows:
- Approximately 80 percent of the total envelope is allocated to the 'Program Supporting Action' component; and
- Approximately 20 percent of the total envelope is allocated to the 'Project Supporting Innovation' component.
- Additional project funds, over and above the Community Sector envelope for Quebec, may be obtained through the Development of Official-Language Communities Program's Strategic Fund.
- The size of the budget envelope is subject to the annual approval of appropriations by Parliament. In the event of a change in current or projected budgetary levels for the Development of Official-Language Communities Program, this appendix may be modified accordingly.

Appendix C: Diagram of the Public Policy Process



Source: A Code of Good Practice on Policy Dialogue Developed by the Joint Accord Table of the Voluntary Sector Initiative, October 2002.