

Collaboration Accord Between Canadian Heritage and the Fransaskois Community Sector

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 SASKATCHEWAN

Collaboration Accord Between the Department of Canadian Heritage and the Fransaskois Community Sector

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INTRODUCTION

- 1 The Government of Canada and the Fransaskois community sector have a long history of working together for the common good of French-speaking Canadians living in Saskatchewan. 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 Fransaskois Community Sector* 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. Over the four cycles of Canada-Fransaskois Community Agreements from 1988 to 2004, new organizations have emerged and networks have grown stronger.
- 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 In Saskatchewan, the commitment of the Fransaskois community sector has led to the establishment of major institutions. The Division scolaire francophone n° 310 currently brings together 12 schools in nine school regions. The Institut français (created in 2004) affiliated to the University of Regina offers a bachelor's degree in education and houses a research unit on minority Francophone communities. Two school-community centres (Regina and Prince Albert) and thirteen cultural centres offer French language programs and services. School and community infrastructure projects are being developed in other communities. The provincial government adopted a French language services policy in September 2003; this attests to the government's commitment to improve the services offered to the French-speaking community. The province's Francophone communities are benefiting from the creation of major initiatives: Guichet unique, Réseau fransaskois de l'éducation et des communications à distance (RFÉCD), Réseau santé en français de la Saskatchewan, Réseau de développement économique et d'employabilité de la Saskatchewan (RDÉE) and its four sectors (knowledge economy, rural development, tourism, and youth), and Foyer d'accueil de Bellevue.
- 7 The community decided on a Fransaskois government in June 1999, in the form of an Assembly of community members democratically elected in each electoral district. The Fransaskois community sector adopted a strategic Global Development Plan that reflects the priorities of the community as a whole and aims to achieve four long-term impacts.
- 8 As a community development architect, Canada's 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 Saskatchewan's Francophone community sector 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.
- 9 The Canadian community sector has also been instrumental in the development of most of the public services we now consider essential components of a caring society: schools, hospitals, support for the underprivileged, and care for children in need. All of these services began as volunteer initiatives. Today, the Canadian public and volunteer sectors both take part in providing these services. In communities, the community sector remains a key provider of services in the minority official language. The Department acknowledges this important contribution of the Fransaskois community sector to the development of the province's Francophone community.

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- 10 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.
- 11 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.
- 12 Volunteers are involved in all three sectors, but it is the community sector that was developed by volunteers and continues to do the most to mobilize their efforts. The rich network of organizations known as 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

The Fransaskois Community Sector

- 13 This Accord applies to the Fransaskois community sector. This 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 Fransaskois community sector 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

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

Scope of the Accord

- 15 The Accord's focus is on the relationship between the Fransaskois community sector and Canadian Heritage. Both the Department and the Fransaskois 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.
- 16 The Accord also recognizes that many Fransaskois community sector organizations do not work directly with Canadian Heritage but nevertheless contribute to enhancing the vitality of Saskatchewan's Francophone community. It acknowledges that Canadian Heritage and Fransaskois community organizations may in some circumstances take different policy approaches or choose to address matters of common interest separately.

Reason for the Accord

- 17 The Fransaskois community sector and Canadian Heritage share a long tradition of joining forces to achieve common goals. Both sides believe, however, that there is benefit in formalizing the relationship with an accord that will facilitate greater mutual understanding and more cooperative ways of working together.
- 18 Both the Fransaskois 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.
- 19 Twenty-two years of cooperation through four cycles of Canada- Fransaskois Community Agreements 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 limitations of each party.

THE ACCORD

PART I – PURPOSE OF THE ACCORD

- 20 The purpose of the Accord is to strengthen the ability of both the Fransaskois community sector and Canadian Heritage to better serve French-speaking Canadians living in Saskatchewan.
- 21 This Accord derives its strength from the evolving relationship between the Fransaskois 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 Fransaskois community sector and government, honours the contributions of both, and respects their unique strengths and different ways of working.
- 22 The Accord attests to a public commitment of Canadian Heritage and of the Fransaskois community sector to work together in an open, transparent, consistent and collaborative way. When working together, Canadian Heritage and the Fransaskois community sector seek to fulfill the commitments set out in the Accord, and in so doing enhance the quality of life of French-speaking Canadians living in Saskatchewan.

PART II – VALUES

- 23 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

- 24 ▪ 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

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

Active Citizenship

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

Equality

- 27 ▪ 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

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

Inclusion

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

Social Justice

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

PART III – PRINCIPLES

31 The Accord is based on the following guiding principles:

Independence

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

- 33 ▪ 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;
- 34 ▪ Francophone organizations 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 levels;
- 35 ▪ The independence of Fransaskois community organizations includes their right within the law to challenge public policies, programs, and legislation and to advocate for change; and
- 36 ▪ 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

37 The Fransaskois community sector and Canadian Heritage recognize that:

- 38 ▪ 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
- 39 ▪ 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

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

Cooperation and Collaboration

- 44 Canadian Heritage and the Fransaskois 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:
- 45 ▪ Working together to identify common priorities or complementary objectives will facilitate cooperation and collaboration; and
 - 46 ▪ Working relationships should be flexible and respect what others contribute, as well as the challenges and constraints under which they operate.

Accounting to Canadians

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

Transparency

- 50 Canadian Heritage and the Fransaskois 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 and the Department must communicate information on their functioning, practices, intentions, objectives, and results in a timely manner.

PART IV – COMMITMENTS TO ACTION

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

Shared commitments

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

Canadian Heritage Commitments

- 58 Canadian Heritage, within its mandate under Part VII of the *Official Languages Act*, commits to:
- 59 ▪ Recognize and consider the implications of its legislation, regulations, policies, and programs on Fransaskois community sector organizations, including the importance of funding policies and practices for the further development of the relationship and the strengthening of the Fransaskois community sector's capacity; and
 - 60 ▪ Recognize its need to engage the Fransaskois 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*.

Fransaskois Community Sector Commitments

- 61 The Fransaskois community sector commits to:
- 62 ▪ Continue to identify important or emerging issues and trends in communities, and acting on them or bringing 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*;
 - 63 ▪ 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
 - 64 ▪ Recognize its need to engage an open, informed and sustained dialogue within the Fransaskois community sector, so that it may:
 - 65 ▪ Articulate a common vision with respect to its overall development and a sequence of strategic priorities in the form of a Global Development Plan; and consequently
 - 66 ▪ Make informed choices required for the Fransaskois community sector's accountability for results.

PART V – APPLICATION OF THE ACCORD

- 67 The Fransaskois community sector and Canadian Heritage agree on:
- 68 ▪ The common results they wish to attain to enhance the development and vitality of the Fransaskois community, taking into account the key community issues they have identified;
 - 69 ▪ The appropriate organizational structures to implement the provisions of the Accord, at the Department of Canadian Heritage and in the Fransaskois community sector; and
 - 70 ▪ 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.
- 71 The aim is that the Accord and its implementation plan will provide a framework for helping the Fransaskois community sector and Canadian Heritage better serve French-speaking Canadians living in Saskatchewan.

1. Key Community Issues and Common Results

- 72 The Fransaskois community sector and Canadian Heritage take note of the key issues affecting the Fransaskois community and agree on common results to enhance the vitality of this community.

1.1. Key Community Issues

- 73 The Fransaskois community has important concerns and faces numerous issues.
- 74 The community is concerned with the continuity of French and the retention of Francophones in the province.

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- 75 The number of individuals whose mother tongue is French is steadily decreasing (17,775 persons in 2001, equivalent to just fewer than 2% of the provincial population). The assimilation rate is the highest in the country. Moreover, 55% of Fransaskois households are exogamous households, and close to 90% of these adopt English as the language spoken at home. Francization initiatives and the development of the preschool sector seek to counter this movement.
- 76 Geographic dispersion, rural depopulation (linked to the economic situation in agriculture) and population aging affect the Francophone community in the same way as the majority population.
- 77 There is a shortage of skilled Francophone labour in the health and community development sectors, and a high turnover rate in the staff of Francophone organizations. This shortage is accentuated by the out-migration of youth who continue their French language education outside of the province. The development of French language postsecondary training (within the province) is a priority for the community.
- 78 Finally, the Francophone community of Saskatchewan seeks to achieve institutionalization in the eight activity areas of its Global Development Plan (GDP).

1.2. Common Results

- 79 The Department takes note of the four impacts targeted in the Fransaskois community's Global Development Plan; these impacts are:
- 80
- 81 ▪ An increase in the Francophone community's capacity to come together and in the visibility of French presence in Saskatchewan.
 - 82 ▪ An increase in the active offer of French language services on the part of the federal, provincial and municipal governments.
 - 83 ▪ An improvement in the capacity of key community institutions and organizations to offer services to the community on a permanent basis.
 - 84 ▪ An increase in the Francophone leadership's level of influence on provincial issues.
- 84 The Fransaskois community sector has developed performance indicators for each of these impacts.

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- 85 The Department takes note that the Global Development Plan includes eight activity areas (Education, Health, Communications, Family and spirituality, Sports and leisure, Economy, Arts, culture and heritage, and Political and legal) and six operational areas (Marketing, Democratic processes, Financial management, Infrastructure, Planning, and Human resources management).
- 86 Within the framework of this Accord, the Fransaskois community sector and the Department of Canadian Heritage agree to collaborate toward the achievement of the targeted impacts set out in the Fransaskois Global Development Plan by supporting implementation of the following:
- 87 ▪ A global approach aiming to increase the **appreciation** of the Fransaskois community's **value** in the province;
- 88 ▪ A collective and **innovative** approach to community development aiming to increase **social cohesion**;
- 89 ▪ A coordinated process in the community sector aiming to achieve common impacts and to reinforce **synergy**;
- 90 ▪ A **tripartite collaboration** process (Fransaskois community sector, federal government, provincial government) where appropriate; and
- 91 ▪ A **global approach to factors** that have an influence on the Fransaskois community sector's vitality, notably inclusion.

2. Cooperation and Collaboration

2.1. Community Cooperation and Cohesion

- 92 The vitality of the Fransaskois community hinges 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 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.

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- 93 This collaboration Accord aims at encouraging community cooperation and cohesion among all architects of community development. It will require the joint effort of all community development architects. 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, notably in sectors such as healthcare, community economic development, and education.

Governance

- 94 The Fransaskois community sector determines the fora and structures where community cooperation takes place, as well as governance mechanisms. The Fransaskois community sector may redefine these fora, structures and mechanisms from time to time. The Assemblée communautaire fransaskoise is currently exploring the concept of sociocracy (consent decision-making), which may serve as a reference to improve governance and representation mechanisms. The Department of Canadian Heritage will be informed of such decisions. The Department recognizes the governance choices of the Fransaskois community sector.

Community Fora: Nature and Role

- 95 The Fransaskois community sector has a responsibility to promote cooperation and optimal efficiency among all community development architects. To do so, it establishes and maintains a number of preferred fora for provincial community cooperation, or community fora, commonly known as: sectoral tables; inter/intraprovincials; interregionals; intraprovincials; and collaborative circles.
- 96 The community fora give structure to the community development process and the selection and sequencing of strategic priorities. They facilitate the crafting of a Global Development Plan that integrates the contributions of all community development architects.
- 97 The community fora are the preferred mechanism where dialogue with the various institutional architects is initiated. They seek to include emerging or marginalized groups in Saskatchewan's Francophone networks and institutions, and welcome any group wishing to contribute to the development of the province's Francophone community.
- 98 The community fora develop consultation mechanisms that reflect local, regional and sectoral realities and take into account factors such as demography, geography, gender, and racial and ethnocultural minorities. The community fora encourage cooperation within natural networks; they take into account the negotiating and priority-setting ability of some sectors.

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- 99 The Fransaskois community sector recognizes that the community fora presently exist as part of the community planning and cooperation mechanisms of the Assemblée communautaire fransaskoise (ACF). The community planning and cooperation policy details the mechanisms and responsibilities of all stakeholders.
- 100 All Fransaskois individuals and community organizations, including those not financially supported by the different funders, are encouraged to participate in the community planning and cooperation meetings to which they are invited. The success of these meetings hinges on the close collaboration between all stakeholders of the Fransaskois community.
- 101 The Fransaskois community sector and Canadian Heritage agree to work to maintain and consolidate existing community cooperation mechanisms; these mechanisms enable the mobilizing of all development architects in the continuation of community-building and the crafting and implementation of the Fransaskois Global Development Plan.

Operational Responsibility

- 102 The Fransaskois community sector recognizes the Assemblée communautaire fransaskoise (ACF) as the organization responsible for the convening of the community fora and for the operational management of provincial cooperation.
- 103 On behalf of the Fransaskois community sector, the Assemblée communautaire fransaskoise is, among other duties, responsible for:
- 104 ▪ Implementing the appropriate consultation mechanisms;
 - 105 ▪ Ensuring the global administrative efficiency of cooperation mechanisms within the Fransaskois community sector; and
 - 106 ▪ Developing a communications strategy in order to inform French-speaking citizens living in Saskatchewan and to promote community cooperation and cohesion.
- 107 The Fransaskois community sector has a responsibility to take an active part in the community fora and to create further opportunities for consultation and dialogue.

2.2. Canadian Heritage–Saskatchewan Francophone Community Sector Collaboration

- 108 The broad social project and the achievement of specific objectives within the community’s Global Development Plan continue to require, from time to time, 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 flexible, dynamic mechanisms called Collaborative Circles.

Collaborative Circles

- 109 The Fransaskois community sector and the Department of Canadian Heritage agree to create Collaborative Circles as issues arise. These are dynamic exchange mechanisms for the planning of targeted and strategic initiatives. Collaborative Circles are flexible. Participants are called upon based on the nature, extent, and reach of the objectives to be pursued.
- 110 The workings of the collaboration circles will be agreed upon by the Fransaskois 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.

Mobilizing Public Resources: Interdepartmental, Intradepartmental and Intergovernmental Cooperation

- 111 The Fransaskois 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 of the community’s development objectives. Some efforts to mobilize public resources will stem from the work of the Collaborative Circles. 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 Fransaskois Community Sector and the Government of Canada at the Provincial Level

- 112 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.
- 113 The Fransaskois 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 Fransaskois community, its mechanisms and structures, its developmental priorities and its particular characteristics in relation to their activities, programs and services.
- 114 The Department of Canadian Heritage supports the efforts of Fransaskois community sector stakeholders 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, 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 Fransaskois community sector.
- 115 The Fransaskois community sector and Canadian Heritage work together to identify priority community development issues that require an interdepartmental and intradepartmental approach. The means of consultation and collaboration depend on the issues and on structures established at the federal, provincial or local levels, according to the areas of responsibility.
- 116 The Department of Canadian Heritage continues to support the Saskatchewan Federal Council in developing a sustainable relationship with the Fransaskois community sector, so that, as provincial forum for federal government interdepartmental matters, it can fully contribute to the implementation of the Global Development Plan and the vitality of the community.

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Relationship Between the Francophone Community Sector and the Government of Saskatchewan and its Bodies

- 117 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.
- 118 Canadian Heritage encourages the provincial 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 for Francophone Affairs to assert the importance of the expected results of the Global Development Plan and the common results aimed for in this Accord.
- 119 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.
- 120 The Fransaskois community sector is responsible for mobilizing resources in the areas of responsibility of other levels of government. It strives to emphasize those aspects of its Global Development Plan that normally require the involvement of provincial or arm's length public agencies in providing public services. This exercise may inform the Fransaskois community sector's cooperation and advocacy efforts. Canadian Heritage will use various levers at its disposal to support the efforts of the Fransaskois community sector.

Interdepartmental and Intergovernmental Collaboration

- 121 The Fransaskois community sector and the Department of Canadian Heritage agree to work to develop and organize strategies for consultation and cooperation with provincial French language service coordinators and with regional coordinators for section 41 of the *Official Languages Act* in federal institutions.

2.3. Advocacy

- 122 In keeping with the values and principles stated in this Accord, the Fransaskois 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 French-speaking citizens living in Saskatchewan.
- 123 The Fransaskois 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.

Key Representative Organization and Key Interlocutors

- 124 The Fransaskois community sector recognizes the Assemblée communautaire fransaskoise (ACF) as the sector's key representative organization in advocacy and dialogue on public policy.
- 125 The Fransaskois community sector further recognizes community network leaders as key interlocutors on issues of special interest. It further emphasizes the importance of interdependence and the merit of maintaining a balance between overall advocacy and sectoral and regional advocacy efforts.
- 126 The Department of Canadian Heritage recognizes the democratic choices of the Fransaskois community sector in selecting its key advocates.

3. Implementation of the Accord

- 127 In addition to the tools described in the previous sections, the collaboration between the Fransaskois community sector 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. Commitment of a Budget Envelope

- 128 The budget envelope set aside for *Cooperation with the Community Sector* in Saskatchewan comes from the *Development of Official-Language Communities* Program and falls under its *Community Life* component. The program will be reviewed by Treasury Board in 2008-2009, with a view to its renewal.
- 129 The amounts, allocation, and duration of this budget envelope are set out in Appendix B.
- 130 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.
- 131 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 Fransaskois community organization.
- 132 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 to 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

- 133 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.
- 134 The Department is primarily interested in supporting activities that:
- 135
- Provide structure or have a structural effect on the overall development of the communities or of a particular sector;

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- 136 ▪ Contribute to enriching community life, developing a sense of identity and welcoming diversity;
- 137 ▪ Target outcomes compatible with the objectives of the *Community Life* component and conform to the Department's priorities.
- 138 The Department will give priority to supporting activities aimed at achieving the common results of collaboration identified in this Accord.
- 139 All the organizations receiving such support, and the organization managing the community fora, can have access to multiyear funding in order to carry out their mandates and implement their action plans.

3.3. Project – Supporting Innovation

- 140 According to the Program's terms and conditions, these investments are intended to encourage innovation in the development of official-language minority communities.
- 141 The Department is primarily interested in supporting projects that:
- 142 ▪ Are innovative and target the development of best practices;
- 143 ▪ Are compatible with the Department's priorities; or
- 144 ▪ Address topical issues.
- 145 The Department will give priority to supporting projects aimed at achieving the common results of collaboration identified in this Accord.
- 146 The Funding Evaluation and Proposal Committee referred to 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

- 147 Canadian Heritage and the Fransaskois community sector agree that the development of the Fransaskois community is stimulated by joint action with the minority Francophone communities in other provinces or territories. The Fransaskois community sector will seek to support, through the provincial 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

- 148 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 Saskatchewan, the Fransaskois community sector has refined its mechanism to determine strategic priorities; it has also gained some experience in defining the means to be used to determine and facilitate the distribution of the budget envelope.
- 149 Community mechanisms leading to funding allocations are an integral part of the community cooperation process defined by the Assemblée communautaire fransaskoise. These mechanisms are crafted so as to ensure the Fransaskois community sector's empowerment and accountability in relation to its aspirations and to the broad social project of the Fransaskois community. The Francophone community sector and Canadian Heritage recognize the importance of the continuum between priority setting and funding allocation; they agree to work at further refining this process by exploring new approaches to funding during the cycle ending in 2008-2009.
- 150 All funding allocation procedures will be subjected to the requirements of Treasury Board policies.

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Funding Evaluation and Proposal Committee

- 151 The Assemblée communautaire francosaskoise will establish a Funding Evaluation and Proposal Committee. The Committee will be mandated to make proposals to the Department of Canadian Heritage regarding the distribution of funds available via the provincial *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.
- 152 The Committee will use evaluation criteria and analytical tools developed by the Department in collaboration with the Assemblée communautaire francosaskoise, the organization responsible for the operational management of the community fora.
- 153 Saskatchewan's Francophone community sector will establish the selection process for members of the Committee. This process will respect the values and principles stated in this Accord. Canadian Heritage and the community sector will be informed of decisions regarding this process and the composition of the Committee. Once established, the Committee will act independently and its analyses and decisions will be guided by the common interest of the community sector as a whole. The Committee's composition and the carrying out of its mandate are governed by the Assemblée communautaire francosaskoise's multiple capacity regulations and conflict of interest policy.
- 154 Committee 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.

Canadian Heritage's Responsibilities

- 155 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 proposals of the Committee regarding the allocation of funding.
- 156 The Minister is responsible for making the final decision on the specific allocation of funding in accordance to terms and conditions in force at the Department.

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- 157 In order to maintain transparency, the final decision regarding allocation of funds will be communicated to the Funding Evaluation and Proposal Committee, as well as the general public, following the Minister's approval.
- 158 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 Fransaskois community sector's capacity for action, and takes them into consideration. Tools will be developed with due attention to simplifying 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

- 159 The Fransaskois community sector and the Department agree to jointly identify management best practices.
- 160 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.
- 161 With a focus on ongoing performance improvement, Canadian Heritage may ask selected Fransaskois 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.

3.6. Results and Performance

- 162 The Fransaskois 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.
- 163 Canadian Heritage and the Fransaskois 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.

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- 164 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*.
- 165 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*.
- 166 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*.
- 167 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 Fransaskois community sector must be organized so that it feeds into the measurement of these vitality indicators.
- 168 Canadian Heritage will establish mechanisms for the standardization, gathering, and management of information on outputs towards 2007-2008, in consultation with the Assemblée communautaire fransaskoise. In establishing these processes, Canadian Heritage will be sensitive to minimizing the administrative burden.
- 169 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 within the framework of a national evaluation of progress achieved through community sector accords in 2007-2008; and the Program evaluation, to take place in 2008-2009.

Annual Outputs of Investments in the Cooperation with the Community Sector

- 170 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.

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Cooperation with the Community Sector Progress Evaluation

- 171 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 component on collaboration with the Fransaskois community sector and 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 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.
- 172 The Fransaskois community sector agrees to participate in the development of evaluation parameters, and to collaborate in the evaluation itself according to the final modalities set out by Canadian Heritage. The Department will be responsible for executing the evaluation.

Official-Language Communities Program Evaluation

- 173 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.
- 174 To conduct program evaluations, the Department uses several methods. These include:
- 175 ▪ A review of relevant documents (e.g., record of achievements, annual report, plan of action);
 - 176 ▪ A review of literature (e.g., sociological research, statistical studies);
 - 177 ▪ Gathering and compiling of information (e.g., analysis of financial data, compilation of outputs, trend studies);
 - 178 ▪ Interviews with key contributors (e.g., representatives of community organizations and institutions, program managers, researchers);
 - 179 ▪ Polling (e.g., public opinion polls, questionnaires);
 - 180 ▪ Discussion groups (for example, with parents, with young people).
- 181 The Fransaskois community sector will be called upon to participate in many of these evaluation activities.

CONCLUSION

¹⁸² Canadians expect a strong, vibrant, and engaged Fransaskois community in Saskatchewan, 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 the Fransaskois 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 President of the Assemblée communautaire fransaskoise, on behalf of the Fransaskois community sector, have signed this Collaboration Accord.

This Accord was concluded this 28th day of November 2005.

(Signed) Liza Frulla

(Signed) Marie-France Kenny

Minister of Canadian Heritage and Minister
responsible for Status of Women

President,
Assemblée communautaire fransaskoise

IN THE PRESENCE OF:

IN THE PRESENCE OF:

(Signed) Hubert Lussier

(Signed) Joseph Poirier

Witness

Witness

Signature

Signature

GLOSSARY OF TERMS

Accountability

- 183 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

- 184 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)

Community development architects

- 185 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 and different levels of government.

Evaluation

- 186 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

- 187 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.

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Output

- 188 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)

- 189 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

- 190 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

- 191 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.

Sociocracy

- 192 The term *sociocracy* refers to a decision-making and governance process that enables an organization to conduct itself like a living organism. In short, sociocracy is the creative power of self-organization. The decision-making process of a sociocratic organization is *consent*, meaning the absence of objection motivated by valid arguments. "A community is healthy when the ideals it pursues lives with its members and the talents of each one is recognized."

Strategic Outcome

- 193 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.

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Support for action: details

- 194 Funds in support of action shall aid regular and continuing activities such as:
- 195 ▪ Citizens' participation and good governance (e.g., elements of democratic life – Annual General Meeting and Board of Directors, administrative infrastructure, statements of account);
 - 196 ▪ 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);
 - 197 ▪ 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

- 198 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:
- 199 ▪ Pilot or demonstration projects designed to learn about influences on development and about services to the public;
 - 200 ▪ Establishing and building new construction sites for community development;
 - 201 ▪ Retooling the Fransaskois community sector to respond to new challenges;
 - 202 ▪ 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>Development of Official-Language Communities Program <i>Objective of the Official Languages Act:</i> To enhance the vitality of English and French linguistic minority communities in Canada and support and assist their development.</p>	<p>Enhancement of Official Languages Program <i>Objective of the Official Languages Act:</i> 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>Expected outcomes Medium term</p> <ul style="list-style-type: none"> • Members of minority communities: <ul style="list-style-type: none"> ○ 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 official-language minority communities. <p>Long term</p> <ul style="list-style-type: none"> • The sustainability of official-language minority communities in Canada is guaranteed. • Social cohesion in Canada is increased. 	<p>Expected outcomes Medium term</p> <ul style="list-style-type: none"> • A greater proportion of Canadians: <ul style="list-style-type: none"> ○ Have a working knowledge of both official languages ○ Have a better understanding and appreciation of the benefits of linguistic duality ○ 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. <p>Long term</p> <ul style="list-style-type: none"> • 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.
<p>Two program components Community Life</p> <ul style="list-style-type: none"> • Cooperation with the Community Sector • Intergovernmental Cooperation on Minority-Language Services • Interdepartmental Partnership with Official-Language Communities • Strategic Funds • Young Canada Works <p>Minority-Language Education</p> <ul style="list-style-type: none"> • Intergovernmental Cooperation • Cooperation with the Non-Governmental Sector 	<p>Two program components Promotion of Linguistic Duality</p> <ul style="list-style-type: none"> • Cooperation on Promotion • Support for Innovation • Support for Interpretation and Translation <p>Second-Language Learning</p> <ul style="list-style-type: none"> • Intergovernmental Cooperation • Cooperation with the Non-Governmental Sector • Young Canada Works
<p>Other actions <i>Coordination of the federal commitment</i> <i>Research</i></p>	<p>Other actions <i>Coordination of the federal commitment</i> <i>Research</i> <i>Promotion</i></p>

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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 Saskatchewan**

- 203 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.
- 204 The budget envelope set aside for *Cooperation with the Community Sector* in Saskatchewan is \$2,381,000 for the twelve-month period from April 1, 2005, to March 31, 2006. It is allocated as follows:
- 205 ▪ The "Support for Action" component represents a maximum of 80 percent of the budget envelope;
- 206 ▪ The "Support for Innovation" component represents a minimum of 20 percent of the budget envelope and includes interprovincial/interterritorial investments, which represent a minimum of 1% of the provincial budget envelope.
- 207 An additional budget envelope of \$2 million is used to support structuring initiatives by the Canadian Francophone and Acadian community sector. Fransaskois community sector organizations have been invited to submit their projects in accordance with established procedures.
- 208 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 Fransaskois community sector.