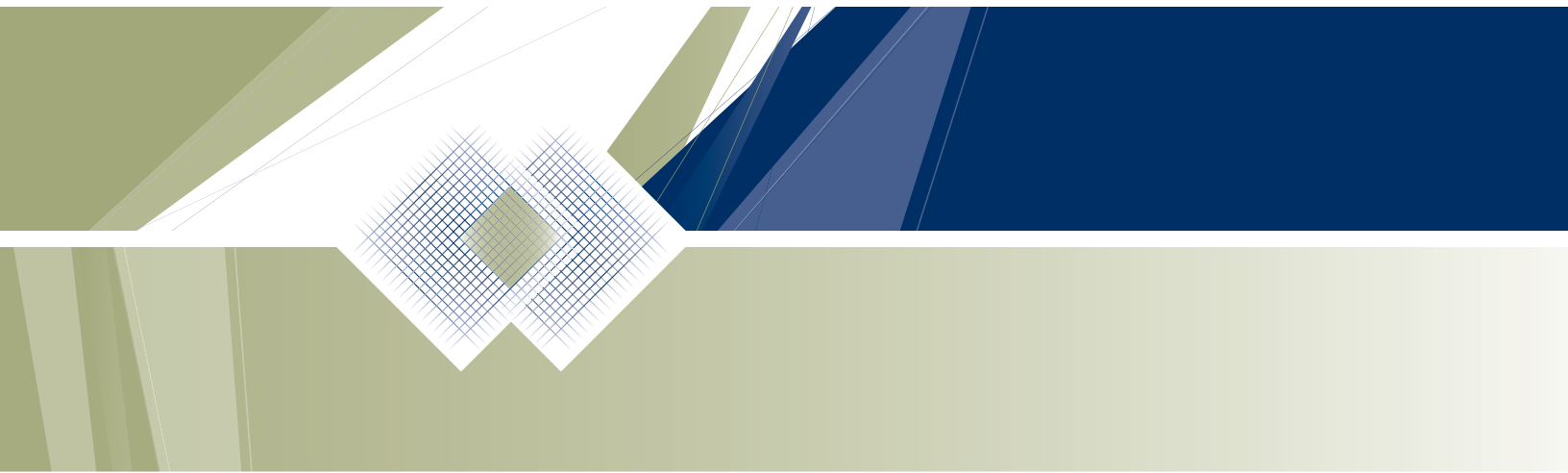




Office of the
Commissioner of
Official Languages

Commissariat
aux langues
officielles

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



The Halifax Francophone Community

October 2007

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

The other community studies (Winnipeg and Sudbury) conducted as part of the vitality indicators for official language communities action-research program are available on the Web site of the Office of the Commissioner of Official Languages: www.ocol-clo.gc.ca.

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Summary Presentation

In the fall of 2006, the Office of the Commissioner of Official Languages initiated a research program on vitality indicators for official language communities in Canada. In the first phase, SOCIUS Research and Consulting conducted three community studies to clarify the concept of vitality. The **objectives** of this action-research were the following:

- Highlight the success factors and best practices in vitality in the selected communities and sectors;
- Identify useful and valid vitality indicators for other official language communities;
- Offer vitality evaluation tools into which these indicators could be included;
- Inform government institutions and communities of the relevance of working toward an ongoing, detailed and enlightening evaluation of vitality.

The community studies looked at Francophone communities in Winnipeg, Sudbury and Halifax*, three cities Statistics Canada describes as census metropolitan areas, with a minority of at least 10,000 people with French as the first official language spoken.

City	Population with French as the first official language spoken	% of the population
Winnipeg	24,855	4.1
Sudbury	43,245	28.2
Halifax	10,200	2.9

Source: Statistics Canada, *2001 Census*

Four specific **sectors** of vitality were the focus of the research to limit its scope: community governance, health care, immigration and access to government services.

Following are a few general comments on the methodology used for these three community studies, followed by a brief description of the results of the Office of the Commissioner of Official Languages. Finally, in conclusion, we propose courses of action to follow up on the research.

¹ Johnson, Marc L., and Paule Doucet. *A Sharper View: Evaluating the Vitality of Official Language Communities*. Ottawa: Office of the Commissioner of Official Languages of Canada, 2006 (online: www.ocol-clo.gc.ca/docs/e/vitality_vitalite_e.pdf).

* The community studies (Winnipeg, Sudbury and Halifax) produced during this action-research on vitality indicators for official language communities are available on the Web site of the Office of the Commissioner of Official Languages: www.ocol-clo.gc.ca.

1. Research Methodology

These community studies draw on the report entitled *A Sharper View: Evaluating the Vitality of Official Language Communities*,¹ which gives an overall definition of community vitality:

A community's ability to take charge of its development based on several types of resources (demographic, political and legal, social, economic and cultural), that are transformed for the benefit of the community through dynamic leadership.

This report also revealed the importance of a **community evaluation** of vitality, namely an approach through which community organizations define development and vitality objectives for their community in the form of expected outcomes, and evaluate the achievement of these objectives using indicators and a systematic data collection and analysis process. This action-research aims to respond to this need in a practical way. Community evaluation is clearly a tool that helps strengthen community vitality.

However, the community studies presented for this research did not attempt to evaluate the degree of vitality achieved by the three communities in the study, but rather to develop with these communities a tool that would help them conduct a community evaluation of their own vitality.

The research was conducted from a participatory focus, using task forces comprised of individuals who are considered leaders in their communities.

These groups, facilitated by

SOCIUS consultants, contributed to several study components, including the definition of outcomes that reflect community vitality and measurement indicators, as well as the identification of the communities' needs, capacities and best practices in terms of vitality.

The development of logic models was the core of the exercise. **Logic models** are flow charts illustrating how a community seeks to attain a given level of vitality. They are the result of a process identifying the community's development objectives in different sectors that contribute to vitality. These objectives are expressed in the form of expected outcomes. For example, for the health care sector, a community may decide that its final outcome is that "the Francophone community is healthy." To achieve this, it defines different areas of activity where action is needed, such as research, delivery of services in French, development of professional resources, etc. The community then specifies the series of expected outcomes linking the actions to be undertaken and the final outcome. Once the logic models have been developed, the community defines indicators to measure the achievement of each outcome, as well as the corresponding sources of information. In practice, this means that different activities of the community or its associations will contribute to a series of expected or achieved outcomes in the longer term. Some activities are mutually reinforcing, while others need to be carried out in sequence to produce given results.

The methodology used does, however, have some **limitations**. Developing logic models that represent the community's development objectives in a given sector is a time-consuming synthesizing exercise that should be extended over a longer period of time in order to obtain a broader consensus on expected outcomes. It was not always easy for participants to accurately separate the features, practices, challenges or objectives of a city as a whole and those specific to the minority Francophone community, or the issues specific to the Francophone community of the selected city compared to those of the Francophone community of the province as a whole. In some cases, local development issues are the same for the majority and the minority. In others, the local community's issues intersect with those of the regional or provincial community. Finally, the overview of the four target sectors in these studies does not provide a full picture of community vitality as a whole. To do so, an exercise covering all dimensions of community vitality (e.g., education, economy, human capital, culture, etc.) needs to be carried out.

² See hereinafter the short bibliography on community evaluation.

2. Community Study Results

The three community studies produced the following results:

- A customized method for community evaluation;
- A list of successes in enhancing community vitality;
- An overview of needs in community evaluation capacity;
- Increased interest in community evaluation;
- Enlightening information for government institutions;
- Practical tools for community evaluation.

2.1. A Customized Method for Community Evaluation

The community studies helped to establish a community evaluation method using logic models and vitality indicators for official language official language communities. This method is based on the best practices identified in papers on community development evaluation in Canada and abroad, as well as the needs Canadian community organizations express in this area. The method was fine-tuned in cooperation with the task forces from the three communities studied.

The following principles guide this method:²

- **Participation:** It is important to adopt a participatory, inclusive approach for all community stakeholders.
- **Process and outcomes:** The evaluation must deal not only with outcomes, but also processes in order to understand how goals were achieved and what means were used to that end.
- **Indicators:** They serve to measure community vitality using a certain number of key aspects (even though they can never account for the full complexity of a phenomenon such as vitality). Some criteria are used to ensure the optimal use of indicators:

- o Conciseness: Limit the number of aspects and indicators to get a clearer picture of progress;
- o Comparison: Select indicators that can be repeatedly measured;
- o Objectivity and subjectivity: Combine factual indicators and indicators of perception in data collection activities for evaluation purposes;
- o Flexibility: Be able to adapt an evaluation framework with new indicators as needed, to capture ongoing changes.

2.2. A List of Successes in Enhancing Community Vitality

In order to identify the target strategic vitality outcomes for each community studied, it was necessary to review the successes and challenges specific to each one. The challenges are expressed as expected outcomes in the logic models in the corresponding studies. The task forces identified a wide range of successes in enhancing community vitality. These are not practices that research demonstrated to be effective, but successes that reflect the perspective of the players working in the setting where they were achieved. Nevertheless, these lists can be used as reference points for other official language communities.

2.3. An Overview of Needs in Community Evaluation Capacity

A number of recent studies have documented the need to build the evaluation and research capacity of community organizations in Canada.³ Our research team observed that the three communities share these same needs. For example, volunteer organizations often lack the internal capacity, staff, time and money to conduct evaluations. They do not always have access to technology or appropriate methods. Finally, they criticize inconsistency in the terminology funding agencies use, to the extent that some concepts mean different things to different people.

2.4 Increased Interest in Community Evaluation

Even though community evaluation is a challenge for community organizations, concrete interest was still noted

among leaders, specifically in the role community evaluation could have in strengthening their position with funding agencies or in a constructive dialogue.

2.5. Enlightening Information for Government Institutions

The three community studies conducted can raise awareness among various levels of government on the needs and priorities of communities with regard to enhancing their vitality. These studies describe the achievements of communities and the challenges still to be met. The logic models show a series of outcomes that the communities plan to attain and that often involve government institutions. This information should allow different governments to better respond to their moral and legal responsibilities toward official language minorities in their respective areas of jurisdiction.

2.6. Practical Tools for Community Evaluation

These community studies are tools the three communities could use to conduct a community evaluation of their vitality. At the same time, the studies serve as models that can inspire other official language communities that wish to better understand and enhance their vitality.

3. Future Action: Implementing Community Evaluation

As a result of these community studies, it was possible to develop a method and initiate a process of community evaluation in three Francophone minority communities. This pioneering initiative also highlighted the fact that the communities currently lack the capacity and resources to fully benefit from a community evaluation. To create favourable conditions to this end, several courses of action are proposed below. First and foremost, they deal with strengthening communities, then with the government support, communities would be entitled to receive for community evaluation.

³ See Bozzo, 2002; Hall *et al.*, 2003; Hébert *et al.*, 2005; Murray and Bourgeois, 2006.

3.1. Community Capacity

Two courses of action target capacity building for official language communities:

3.1.1. Community evaluation training

Official language communities recognize the importance of participating in community evaluations, and even conducting evaluations themselves, but need to build their research and evaluation capacity to do so. Thus, it would be useful for them to collectively undertake a training and information-sharing initiative. A group project, initiated by one or more representative organizations, would have a better chance of succeeding and reaching a greater number of communities. This project could be reflected in training initiatives, but also in the development and sharing of resources and best practices, specifically through information and communication technologies. From a community-planning standpoint, organizations could certainly benefit from building up their research capacity.

3.1.2. Community evaluation coaching resources

Official language communities would like to participate in a more active community evaluation approach, but community players have neither the time nor the resources required. Stakeholders should be able to access external resources to assist them in this process. When referring to coaching resources, we are thinking of evaluation professionals who are able to train and support community members, as well as perform or review evaluation-related tasks.

3.2. Government Support for Community Evaluation

The various levels of government, specifically institutions working in the sectors studied, should take note of this research. The different logic models are presented as summary tables of community successes and needs to be met. These community studies should also encourage other institutions to work together with communities to develop similar tools. The Office of the Commissioner of Official Languages is already working with some Quebec Anglophone communities to develop a local profile of needs and vitality indicators.⁴

3.2.1. Support for evaluation capacity building among communities

Various levels of government in Canada are required to support the development and enhance the vitality of official language communities. Since these communities are accountable for the government financial support they receive, governments should assist them in building their evaluation capacity. This support could take different forms, such as earmarking part of the grants to organizations for evaluation; funding training and coaching initiatives; and making available the skills of their own research and evaluation professionals.

3.2.2. Shared governance of community vitality evaluation terms and conditions

As official language communities feel responsible for evaluating their vitality and as governments are required to make decisions on the terms and conditions of this evaluation, it would be appropriate for governments to implement shared governance mechanisms so that communities can participate in choosing the indicators and evaluation methods to be used.

3.2.3. Access to more information on official language communities

Since official language communities are considered under the Act as having specific development needs, and since information is required to properly understand these needs, governments should continue to support the expansion of data sources that take into account the linguistic variable in Canada, particularly within local communities. Thus, the post-census survey that Statistics Canada and the Official Languages Secretariat conducted, an excellent initiative in this direction, should be made again at regular intervals to provide longitudinal data on these communities. Other federal institutions should also do more to incorporate linguistic considerations and variables in future studies and research projects.

⁴ A second series of community studies, *Vitality Indicators 2*, was initiated for three Quebec Anglophone communities, in Quebec City, the Eastern Townships and the Lower North Shore.

3.2.4 More open research policies

In terms of research, federal institutions should strive to better plan, coordinate and structure research on official languages and ensure the knowledge is shared with official language communities. The institutions should start by making their research available to the communities and endeavouring to disseminate this knowledge more widely. They should also more systematically incorporate a language or local component in government research to support public policy.

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The Halifax Francophone Community

Introduction

This community study reports on research conducted on the Halifax Francophone community in the fall of 2006 at the initiative of the Office of the Commissioner of Official Languages. Part of a broader action-research program on official language community vitality indicators, its objective is to define vitality indicators for this official language community, and to provide the community with the tools to conduct its own evaluation and report on it to governments.

The context of this initiative is described in the following pages (Section 1). An overview of the Halifax Francophone community follows (Section 2), as well as a presentation of the indicators the task force selected (Section 3). There are considerations on the information sources that help verify the indicators (Section 4) and on the capacity building needs for community evaluation (Section 5). Finally, a community evaluation approach is proposed (Section 6).

1. Context

1.1. Community Studies

In 2005, the Office of the Commissioner of Official Languages initiated a series of studies and activities aimed at better understanding the issues affecting the vitality of official language communities. After conducting an environmental scan of the research and community vitality evaluation practices,¹ it initiated studies of vitality indicators in three Francophone minority communities.

The research program aims to shed light on the community context in the aftermath of the amendments to the *Official Languages Act* of Canada that Parliament adopted in November 2005. These amendments gave federal institutions greater responsibilities for enhancing the vitality of official language communities. While the communities are very much aware of this right, they are concerned with the challenges they face in enhancing their vitality. To support development and vitality, the communities themselves, along with the institutions, must establish the major factors for vitality, find ways to take action for development and measure the changes over time.

Three Francophone minority communities were chosen for this study: Winnipeg, Manitoba; Sudbury, Ontario; and Halifax, Nova Scotia.² The study of each community, including this one, reports on what is already being done to enhance vitality and attempts to establish evaluation indicators. As community vitality covers a wide array of factors, the Office of the Commissioner decided to first focus on four sectors: community governance, immigration, health care and access to government services. However, these sectors are bound to provide a fragmented view of vitality, which is a much broader phenomenon.

The choice of communities is based on the following rationale: we wanted to study urban Francophone reality in three regions. We selected communities with at least 10,000 Francophones, with varying demographic weights compared to the Anglophone majority. The choice of three communities within census metropolitan areas helped to draw the profile of the different urban areas where other Francophone communities live. Finally, by selecting four identical sectors for the three communities, the study was able to examine the constants and variations of one sector in different regions.

¹ Johnson, Marc L., and Paule Doucet. *A Sharper View: Evaluating the Vitality of Official Language Communities*. Ottawa: Office of the Commissioner of Official Languages of Canada, 2006 (online: www.ocol-clo.gc.ca/docs/e/vitality_vitalite_e.pdf).

² This first series of studies on vitality indicators includes two other community studies available on the Web site of the Office of the Commissioner of Official Languages (www.ocol-clo.gc.ca): *The Winnipeg Francophone Community* and *The Sudbury Francophone Community*.

City	Population with French as the first official language spoken	% of the population
Winnipeg	24 855	4,1
Sudbury	43 245	28,2
Halifax	10 200	2,9

Source: Statistics Canada, 2001 Census

1.2. Methodology

Research consultants designed and implemented the research methodology. One objective was to create community evaluation tools to serve the communities. A participatory methodology was therefore chosen and a task force composed of community members with recognized experience or expertise in the target sectors was created. Participant selection was based on local sector networks, the advice of researchers specializing in community studies and suggestions from the Office of the Commissioner. Participation was on an individual basis, and the views of participants were solely theirs and did not necessarily reflect those of their employers or host organizations. The task force focused on establishing success factors and best practices for vitality, as well as defining key evaluation indicators. Participants were able to build evaluation capacity and obtain tools to continue evaluating vitality in their communities.

First, the consultants reviewed existing literature on best practices in community vitality evaluation and made an extensive list of expected outcomes and corresponding indicators. The list served as the raw material for the task force's study. At the first meeting, the task force first chose the expected outcomes that would ideally identify significant community vitality in the four target sectors. The outcomes were compiled into a logic model, a flow chart illustrating the connection between activities and expected outcomes over the short, medium and long term. At the second meeting, the task force selected the indicators to evaluate how well expected outcomes were met and discussed the data sources to be used for the community evaluation.

It was on the basis of this work and other data gathered on the Halifax Francophone community that the consultants then proceeded to prepare this study.

2. Overview of Halifax Francophone Community

2.1. Population

2.1.1. History

Halifax today covers what was long Mi'kmaq territory. In this area, then known as Chebucto (Large Port), the British Crown established a military settlement in 1749.

Halifax Acadians and Francophones began to organize in 1903 with the foundation of the Alliance française, a social and cultural association. In search of employment, they gradually began to settle in Halifax, especially during the two World Wars, and establish local and provincial organizations. In the 1990s, Halifax and its suburbs, Dartmouth, Bedford and Sackville, were amalgamated. Today they make up the Halifax Regional Municipality.

2.1.2. Demographics

In 2001, the Halifax metropolitan region had a population of 355,945 with around 10,200 having French as the first official language spoken.³ This represents an increase of nearly 6% from the previous census. In 1996 and 2001, Halifax Francophones accounted for slightly less than 3% of the total population for the region.⁴ However, the Halifax metropolitan region has the highest concentration of French-speaking residents in Nova Scotia.

³ The following data covers Census Division 9 (Halifax riding) and is taken from *Highlights: Profiles of Official Language Minority Communities*.

⁴ Also see *Profil communautaire 2005 – Communauté acadienne et francophone de la région métropolitaine d'Halifax*.

2.1.3. Language

As with other official language communities, maintaining their language is a challenge for Halifax Francophones. The Language Continuity Index that compares persons speaking French at home (4,069) with those for whom French is their mother tongue (10,743) was 0.38 for Halifax in 2001, a slight improvement over 1996. Almost all of these Francophones are bilingual (98.1%).

2.1.4. Age

The Halifax Francophone population tends to be aging: youth (0 to 14) make up 9.7% of the community, while seniors (65 and older) account for 12.4%. This is an unfavourable situation when compared to the Anglophone majority in the region.

2.1.5. Origins

While a large number of Halifax Francophones are originally from other provinces, relatively few come from the international Francophone community. Fifty-seven percent of the Halifax Francophone population were born outside Nova Scotia. This percentage is high compared with the Anglophone majority, or even other Canadian official language communities. Moreover, 7.1% of Halifax Francophones were born outside Canada, which is virtually the same as for the Anglophone majority.

2.1.6. Socioeconomic Conditions

Francophones in the Halifax region earn slightly higher average incomes than the Anglophone majority. Furthermore, both communities essentially have the same level of higher education (university degree).

2.2. Organizational Capacity

Around 25 community organizations serve Francophones in the Halifax metropolitan region. Even though it is not a federative or umbrella organization per se, the Conseil communautaire du Grand-Havre (CCGH) plays a leadership role in the overall development of the community. Moreover, the presence of many provincial organizations makes Halifax a hub for the province's Francophone

community. The following table shows the Francophone community organizations that have their headquarters or main activities in the metropolitan region.

Francophone community organizations in Halifax
Seniors and women <ul style="list-style-type: none"> • Fédération des femmes acadiennes de la Nouvelle-Écosse • Regroupement des aînées et aînés de la Nouvelle-Écosse
Arts and culture <ul style="list-style-type: none"> • Conseil culturel acadien de la Nouvelle-Écosse • Les voix d'Acadie Choir • Société Grou Tyme
Councils, commissions and economic development committees <ul style="list-style-type: none"> • Association métropolitaine pour l'établissement des immigrants • Conseil de développement économique de la Nouvelle-Écosse
Parish councils and social clubs <ul style="list-style-type: none"> • Club Richelieu • Mission Sainte-Famille
Education <ul style="list-style-type: none"> • Alliance française d'Halifax-Dartmouth • Canadian Parents for French – Nova Scotia • Conseil scolaire acadien provincial • Fédération des parents acadiens de la Nouvelle-Écosse • Société La garderie le petit voilier • Training Centre: Université Sainte-Anne
Museum management <ul style="list-style-type: none"> • Acadian House Museum / L'Acadie de Chezzetcook
Youth <ul style="list-style-type: none"> • Conseil jeunesse provincial • Canada World Youth
Communications and technology organizations <ul style="list-style-type: none"> • Radio-Halifax-Métro • Site P@C – Université Sainte-Anne
Community development organizations <ul style="list-style-type: none"> • Association des juristes d'expression française de la Nouvelle-Écosse • Conseil communautaire du Grand-Havre • Fédération acadienne de la Nouvelle-Écosse
Health organization <ul style="list-style-type: none"> • Réseau Santé Nouvelle-Écosse

2.3. Best Practices by Target Sectors

In the course of the study, the task force attempted to identify some best practices that help enhance the vitality of the Halifax Francophone community in the four sectors selected. This section completes the overview of the Halifax Francophone community with a list of outstanding best practices.

2.3.1. Community Governance

- The Conseil communautaire du Grand-Havre (CCGH) organizes an annual event to acknowledge community volunteers. During this event, the **Community Volunteer of the Year** prize is awarded. The CCGH also pays tribute to its **community heroes**.
- The Conseil communautaire du Grand-Havre offers **ongoing support to community organizations**. It does so through various means, such as room rentals at reduced rates, postal services, logistical and promotional support, and a large number of cooperative activities.
- The Fédération acadienne de la Nouvelle-Écosse schedules a **best practices coffee break** during its annual general meetings. This activity enables participants to get together and discuss common challenges. Some of the topics discussed include seeking diversified funding sources, volunteer recruitment, youth exodus and French language promotion.

2.3.2. Health Care

- Halifax has a **regional committee** of the Réseau Santé Nouvelle-Écosse.
- The Réseau Santé Nouvelle-Écosse sets up a Nova Scotia **directory of French health care providers** in partnership with the Nova Scotia Department of Health. Posted on the Department's Web site, the directory was developed to give Nova Scotia Acadians and Francophones easier access to health care Services in French. Useful information about the Halifax region can also be found on the Web site.

- In October 2006, the IWK Health Centre launched a new Web site (www.iwk.nshealth.ca) with information in French for the first time in its history. Better access to information in French enhances communications between the institution and Halifax Francophone families.

2.3.3. Immigration

- Himself an immigrant, the **Assistant Director General** of the Fédération acadienne de la Nouvelle-Écosse is also responsible for French immigration issues within the organization.
- **Nova Scotia's immigration strategy** states that the Nova Scotia Acadian and Francophone community is a partner for immigration issues and will be consulted as the strategy is implemented.

2.3.4. Access to Government Services

- The **Halifax and Region Military Family Resource Centre (Halifax and Shearwater)** offers a full range of programs and services to promote a healthy lifestyle for all those who share the unique experience of military life. Personal development, community orientation, youth development and parenting support are some of the programs the Centre offers.

3. Vitality Indicators in the Halifax Francophone Community

This section provides a visual representation of the community's needs and priorities using logic models. A logic model, otherwise known as a flow chart, illustrates the links between the objectives or expected outcomes and the efforts made to enhance vitality in a specific sector (e.g., immigration) in a community. For each target sector, it presents the logic model the task force developed and the indicators corresponding to the expected outcomes. In the following logic models, the shaded areas indicate activities, outputs or outcomes already underway. The non-shaded sections of the table indicate remaining challenges.

3.1. Community Governance

The logic model for the community governance sector focuses on five main areas of activity.

Networking and dialogue: Community governance depends on a series of activities allowing Acadians and Francophones in the region to meet and discuss. Events are organized to contribute to community dialogue and facilitate exchange between individuals. In the short term, these activities are expected to enhance cooperation between stakeholders (Outcome 1).

Planning: For the Acadian and Francophone community of the Halifax metropolitan region, strong leadership means efficient, integrated community planning. Community organizations are usually concerned with ensuring consistency in all planning efforts. In the short term, a regional and multisectoral development plan is expected (Outcome 2).

Training and research: Training volunteers and staff at local organizations, including non-profit associations, some educational institutions and local

media, is an important asset for the Acadian and Francophone community of the Halifax metropolitan region. The community wishes to have access to existing programs or to develop new tools of its own to provide ongoing training for stakeholders. As a result, volunteers and staff will be appropriately trained (Outcome 3).

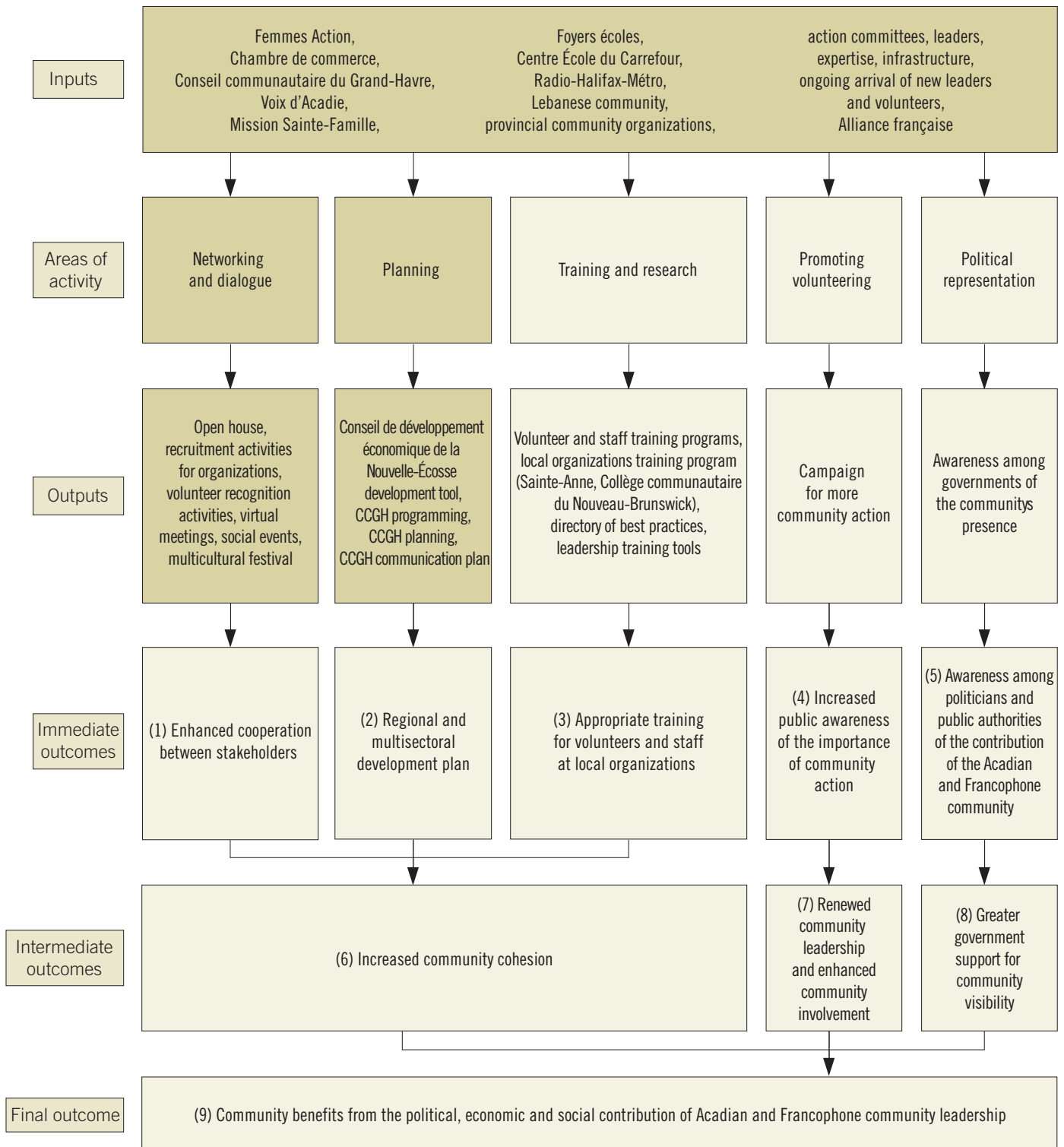
Promoting volunteering: The Halifax region benefits from a constant flow of Acadian and Francophone newcomers – either new immigrants or migrants from other provinces. One challenge is to integrate these newcomers through volunteering. Campaigns for more community action are the preferred means to promote volunteering. In the short term, this type of activity should lead to increased public awareness of the importance of community action through volunteering (Outcome 4).

Political representation: Strong community leadership requires political representation activities to make governments fully understand the importance of the Halifax Acadian and Francophone community. In the immediate term, these activities should raise awareness among politicians and public officials of the contribution of the Acadian and Francophone community (Outcome 5).

In the medium term, each of these five activities should, in its own way, increase community cohesion (Outcome 6), renew community leadership and enhance community involvement (Outcome 7), and ensure greater government support for community visibility (Outcome 8).

In the long term, the entire community should benefit from the political, economic and social contribution of Acadian and Francophone community leadership (Outcome 9).

Logic Model: Halifax – Community Governance Sector



Evaluation Tool – Community Governance Sector

Expected outcomes	Indicators	Data sources
1. Enhanced cooperation between stakeholders	a) Number of partnerships b) Number of projects completed	a) Organizations' administrative records b) Literature review
2. Regional and multisectoral development plan	a) Diversity of the sectors selected b) Integration of the plan into a provincial plan	a) Literature review b) <i>Ibid.</i>
3. Appropriate training of volunteers and staff at local organizations	a) Number of courses offered b) Number of participants c) Participant satisfaction	a) Organizations' administrative records b) <i>Ibid.</i> c) Participant survey
4. Increased public awareness of the importance of community action through volunteering	a) Number of committee members	a) Organizations' administrative records
5. Awareness among politicians and public officials of the contribution of the Acadian and Francophone community	a) Number of meetings with politicians and public officials b) Number of politicians and public officials on community committees	a) Literature review (annual reports) b) Organizations' administrative records
6. Increased community cohesion	a) Number of activities or events involving more than two community partners b) Number of participants in community activities or events c) Number of volunteers during community activities or events	a) CCGH administrative records b) CCGH administrative records c) CCGH administrative records
7. Renewed community leadership and enhanced community involvement	a) Number of volunteers b) Percentage of new volunteers	a) CCGH administrative records b) <i>Ibid.</i>
8. Greater government support for community visibility	a) Number of government consultations of communities	a) Public officials' records
9. Community benefits from the political, economic and social contribution of Acadian and Francophone community leadership	a) Average number of volunteer hours per capita b) Number of participants in activities c) Percentage of financial support from governments and the private sector	a) Census statistics b) CCGH administrative records c) Organizations' administrative records

3.2. Health Care

The discussions and analysis that helped to develop the logic model for the health care sector are based on seven major areas of activity.

Research: To take action on health care services and Francophones' health, the first step is an assessment for better knowledge of the community's needs (Outcome 1). Research is viewed as the first step in the planning cycle of health care services for Halifax Francophones.

Raising awareness in the Francophone community on the importance of the need for services in French:

Obtaining health care services in French must be accompanied by raising awareness in the Francophone community on the importance of using such services and their benefits. However, the activity should be accompanied by tools to raise public awareness of services offered in French and the importance of well-being (Outcome 2).

Translation and technology: The current health care system uses tools such as Web sites, brochures and posters for patients. Translation of these tools has begun, and the Francophone community already has better access to information, promotional materials and services in French (Outcome 3). These activities should contribute to Outcome 2.

Coordination and networking: Coordination and networking activities can impact access to information, materials and services in French (Outcome 3). Effective procedures must be established to share information, best practices and resources between government officials, regional health boards and the community. This can be achieved through Internet directories, partnerships or forums for community stakeholders.

Influence of policies on French language services:

It is futile to think that the goodwill of stakeholders is enough to ensure equal access to health care services in French. Access to information, materials and services in French (Outcome 3) requires legislative measures that actively involve health care system officials in a progressive approach.

Training: Human resources are essential in providing health care services in French. Encouraging the implementation and continuation of ongoing training programs for professionals and the public should lead to better-structured training for health care professionals (Outcome 4).

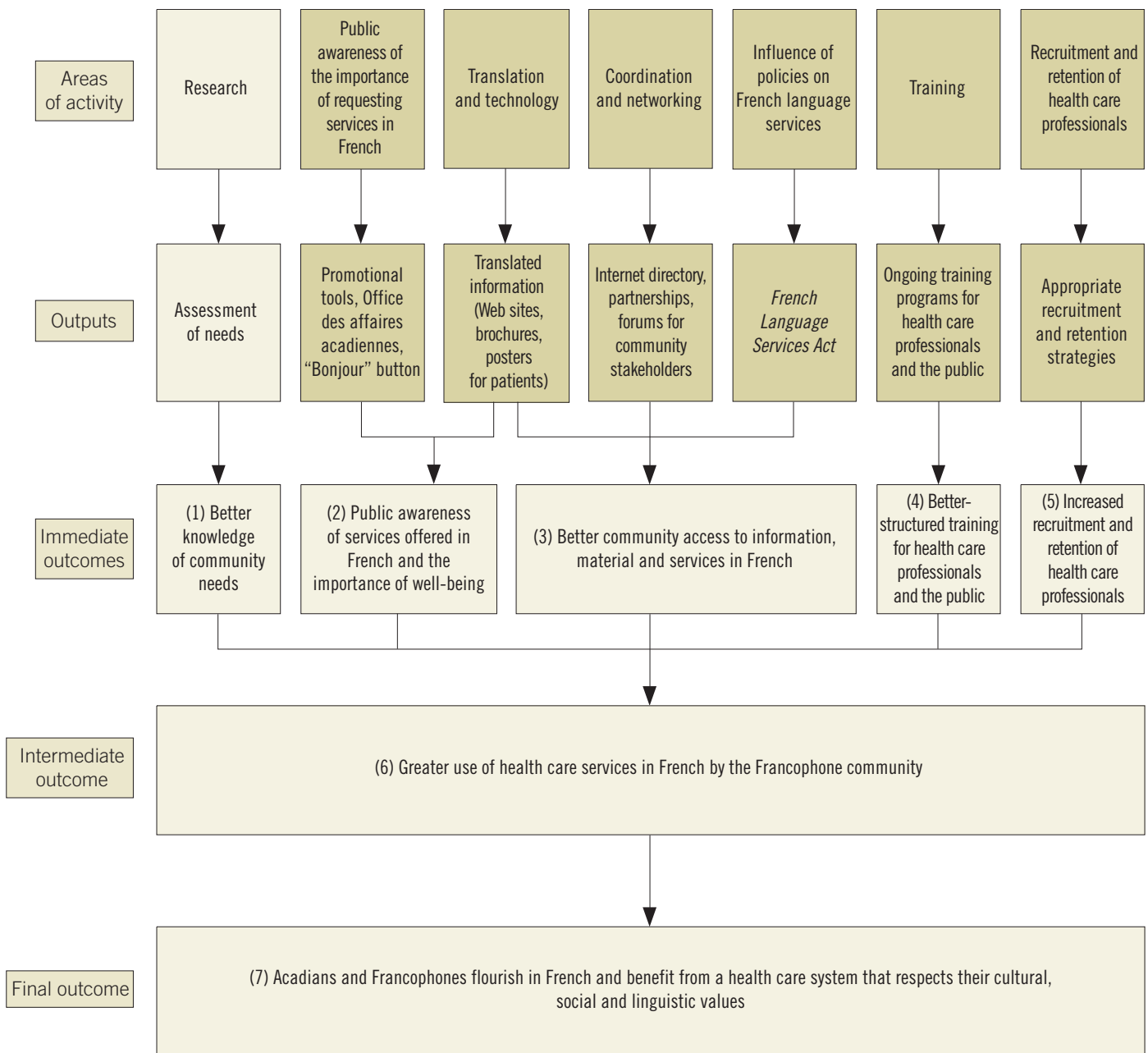
Recruitment and retention of health care professionals:

Providing health care services in French requires a critical mass of available health care professionals. Developing and implementing appropriate strategies will enable the Halifax Acadian and Francophone population to increase recruitment and retention of health care professionals (Outcome 5).

The combined efforts in these different areas should, in the medium term, result in the Francophone community making greater use of health care services in French (Outcome 6).

In the long term, these efforts should allow Acadians and Francophones to flourish in French and benefit from a health care system that respects their cultural, social and linguistic values (Outcome 7).

Logic Model: Halifax – Health Care Sector



Evaluation Tool – Health Care Sector

Expected outcomes	Indicators	Data sources
1. Better knowledge of community needs	a) Number of consultations b) Number of persons consulted	a) Health institutions' administrative records b) <i>Ibid.</i>
2. Public awareness of services offered in French and the importance of well-being	a) Number of persons using primary health care services in French b) Number of persons consulting the directory	a) Health institutions' administrative records b) Santé en français' administrative records
3. Better community access to information, materials and services in French	a) Number of persons visiting Web sites with French content b) Number of persons requesting literature and health care services in French c) Number of awareness-raising initiatives in the community d) Number of health care services in French e) Number of health care professionals who speak French f) Perception of the main obstacles to access	a) Health institutions' administrative records b) <i>Ibid.</i> c) Literature review d) Health care institution's administrative records <u>or</u> interviews with institution officials e) Santé en français' health records f) Interviews with organization officials and a user survey
4. Better-structured training for health care professionals and the public	a) Number of training programs offered b) Number of requests for training programs in French	a) Santé en français' health records b) <i>Ibid.</i>
5. Increased recruitment and retention of health care professionals	a) Number of initiatives targeting health care professionals b) Number of professionals taking advantage of these initiatives	a) Interviews with organization officials b) <i>Ibid.</i>
6. Greater use of health care services in French by the Francophone community	a) Shorter waiting lists b) Level of use of services in French c) Level of ease in requesting services in French	a) Health institutions' administrative records b) User survey c) <i>Ibid.</i>
7. Acadians and Francophones flourish in French and benefit from a health care system that respects their cultural, social and linguistic values	a) Number of interactions with health care professionals concerning mental health b) Youth suicide rate c) Number of preventive visits (including statistics on women) d) Number of senior citizens receiving long-term care in their language	a) Data on Statistic Canada health indicators ⁵ b) <i>Ibid.</i> c) <i>Ibid.</i> d) <i>Ibid.</i>

⁵ Statistics Canada data on health make little use of the language variable. The only reliable source in this respect is the *Canadian Community Health Survey* (CCHS), but the data is not broken down by province and territory: see CANSIM, Table 105-0111: Profile of Linguistic Minorities of the *Canadian Community Health Survey* (CCHS 1.1 and 2.1), (mother tongue and first official language spoken), by gender, Canada, province and territory, occasional data. It may be worthwhile for official language communities to request that these data be collected and published, pursuant to the *Official Languages Act*.

3.3. Immigration

The logic model for the immigration sector is based on four main areas of activity.

Research and planning: All immigration-related actions must be anchored in solid research and meticulous planning. This requires literature reviews and consultations to better understand the needs of both the community and of immigrants (established or potential). The resulting studies, strategies and action plans will contribute to immediate results: a Francophone population and a business community that are well aware of the social, economic and cultural contribution of immigrants to Halifax (Outcomes 1 and 2).

Awareness-raising: Awareness-raising must operate on two levels. First, it should target the general public and the business community through brochures and other means of communication. This activity, together with research and planning, will produce the outcomes mentioned previously. Furthermore, awareness-raising must also target established immigrants in the region, a large group that must be kept informed (Outcome 3).

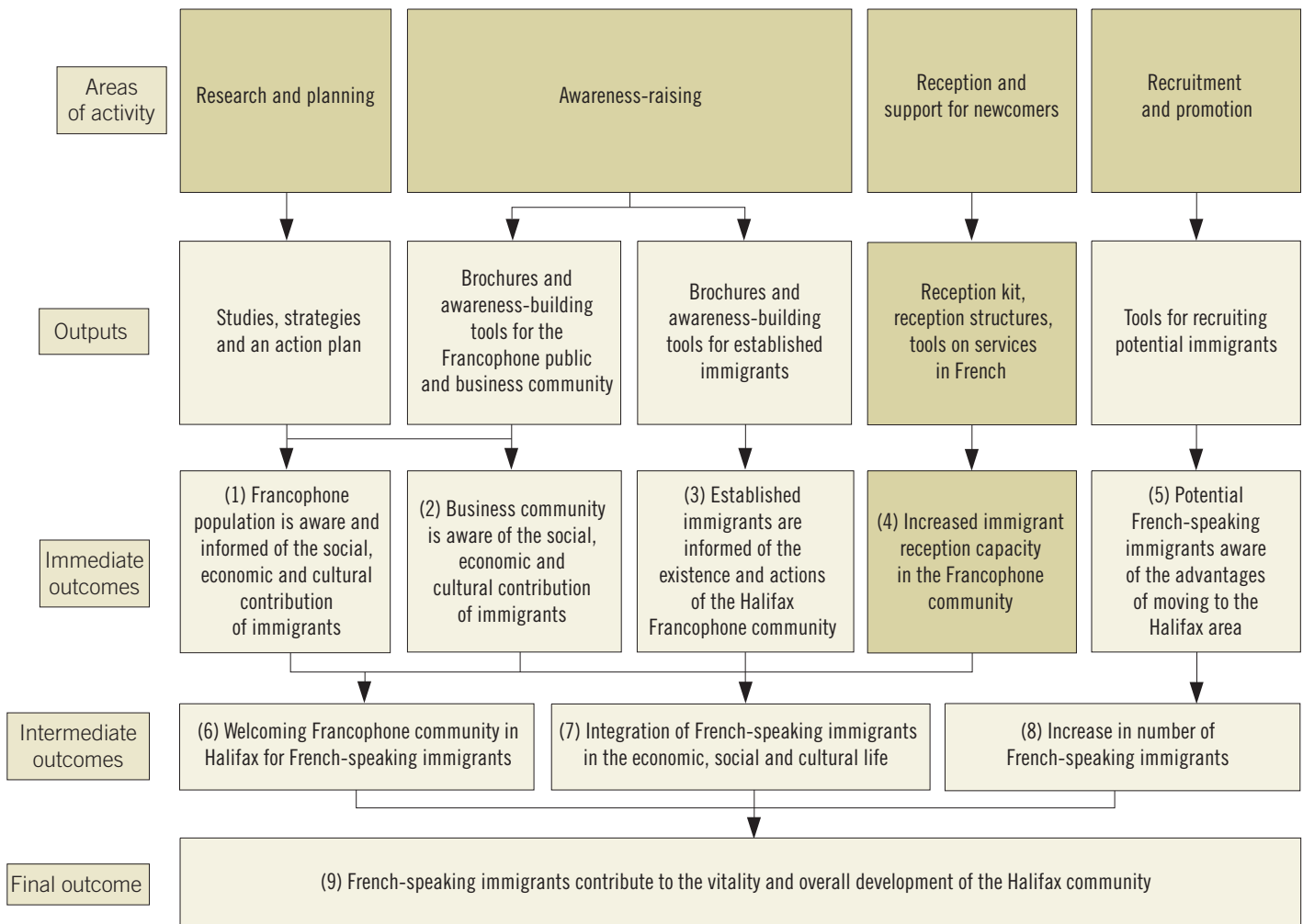
Reception and support for newcomers: Reception and support activities for newcomers are crucial for obtaining results in the immigration sector. Upon their arrival, immigrants should be able to count on unwavering support from the community. By developing tools and structures, the community will increase its reception capacity (Outcome 4).

Recruitment and promotion: Community and government partners must publicize the assets of Halifax to potential immigrants from the international Francophone community. Exposure to recruitment strategies and promotional materials should make potential immigrants aware of the advantages of moving to the Halifax area (Outcome 5).

The combined efforts should contribute to a more welcoming community for French-speaking immigrants (Outcome 6), and ease their integration and full participation in the economic, social and cultural life of Halifax (Outcome 7). Moreover, it should result in an increase in the number of French-speaking immigrants to the area (Outcome 8).

Thus, in the long term, French-speaking immigrants will contribute to the vitality and overall development of the Halifax community (Outcome 9).

Logic Model: Halifax – Immigration Sector



Evaluation Tool – Immigration Sector

Expected outcomes	Indicators	Data sources
1. Francophone population is aware of the social, economic and cultural contribution of immigrants	<ul style="list-style-type: none"> a) Percentage of organizations with immigrants on their board of directors b) Rate of participation in the community's reception structures c) Number of Francophone events with a multicultural component d) Number of volunteers participating in promotional and recruitment activities 	<ul style="list-style-type: none"> a) Organizations' administrative records b) Interviews with representatives of immigration organizations c) Literature review d) Interviews with representatives of immigration organizations
2. Business community is aware of the social, economic and cultural contribution of immigrants	<ul style="list-style-type: none"> a) Average time required to find a job or start a business b) Average time required to find permanent housing c) Percentage of community organizations with staff who are immigrants 	<ul style="list-style-type: none"> a) Newcomer survey b) <i>Ibid.</i> c) Organizations' administrative records
3. Established immigrants are informed of the existence and actions of the Halifax Francophone community	<ul style="list-style-type: none"> a) Number of children of immigrants enrolled in French schools b) Rate of participation in Francophone community activities 	<ul style="list-style-type: none"> a) School records b) Interviews with representatives of immigration organizations
4. Increased immigration reception capacity in the Francophone community	<ul style="list-style-type: none"> a) Diversity of reception services offered b) Average length of stay by newcomers 	<ul style="list-style-type: none"> a) Immigration Office records b) Conseil communautaire du Grand-Havre records
5. Potential French-speaking immigrants are aware of the advantages of moving to the Halifax area	<ul style="list-style-type: none"> a) Percentage of French-speaking newcomers 	<ul style="list-style-type: none"> a) Census statistics
6. Welcoming Francophone community in Halifax for French-speaking immigrants	<ul style="list-style-type: none"> a) Nature of reception services offered b) Net migration c) Level of satisfaction among French-speaking immigrants 	<ul style="list-style-type: none"> a) Immigration Office records b) Census statistics c) French-speaking immigrant survey

Evaluation Tool – Immigration Sector (cont.)

Expected outcomes	Indicators	Data sources
7. Integration and full participation of French-speaking immigrants in Halifax-area economic, social and cultural life of Halifax	a) Average time required to find a job or start a business b) Average time required to find permanent housing c) Unemployment rate among French-speaking immigrants d) Percentage of organizations with staff who are immigrants	a) Newcomers survey b) <i>Ibid.</i> c) <i>Ibid.</i> d) Organizations' administrative records
8. Increase in the number of French-speaking immigrants	a) Proportion of the entire immigrant population that is French-speaking	a) Census statistics
9. French-speaking immigrants contribute to the vitality and overall development of the Halifax community	a) Examples of immigrants' contribution to the overall development of the community b) Rate of retention of French-speaking immigrants c) Participation of French-speaking immigrants in Francophone organizations and community action	a) Interviews with representatives of immigration organizations b) Immigration Office records c) Organizations' administrative records

3.4. Access to Government Services

The discussions and analysis that led to the development of the logic model for the access to government services sector were based on two major areas of activity.

Interdepartmental and intergovernmental cooperation:

In order to adequately carry out their mandate, governments must know the needs of their Francophone clients well and organize services accordingly. The services must be delivered at appropriate locations in the community. Proper interdepartmental and intergovernmental cooperation will help to enhance and adapt access to government services (Outcome 1).

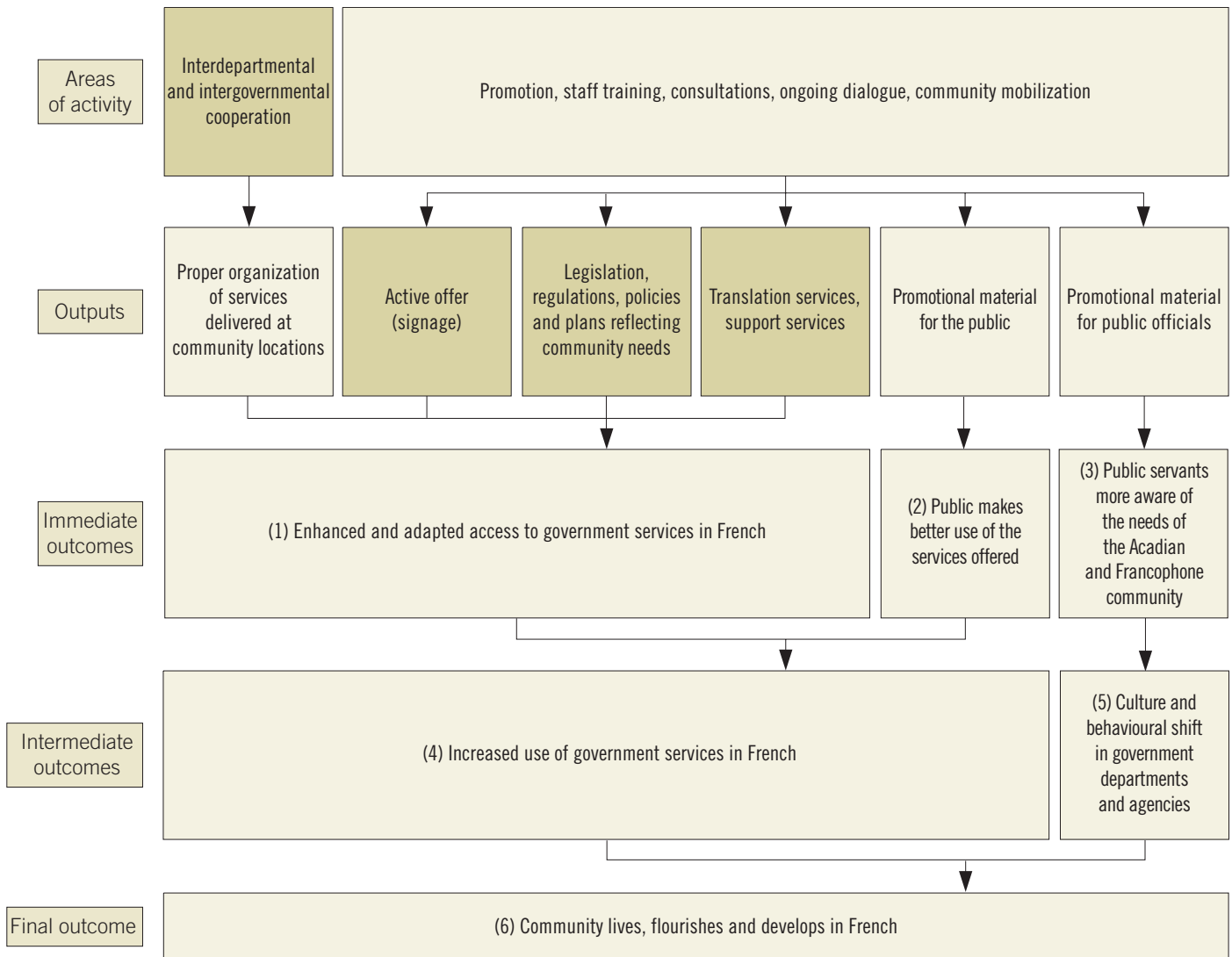
Promotion, staff training, consultations, ongoing dialogue and community mobilization:

A range of planned activities are to lead to active offer, legislation and regulations, and services. Each of these factors contributes in its own way to enhanced and adapted access to government services in French (Outcome 1). Moreover, the aforementioned activities will lead to the production of promotional materials that will help the public make better use of the services offered in French (Outcome 2) and will also make public servants more aware of the needs of the Acadian and Francophone community (Outcome 3).

These efforts should result in an increased use of government services in French (Outcome 4) and in a cultural and behavioural shift in government departments and agencies (Outcome 5).

In the long term, all these elements will allow the community to live, flourish and develop in French (Outcome 6).

Logic Model: Halifax – Access to Government Services Sector



Evaluation Tool – Access to Government Services Sector

Expected outcomes	Indicators	Data sources
1) Enhanced and adapted access to government services in French	<ul style="list-style-type: none"> a) Number of government offices offering services in French b) Average distance from home to a government service point offering services in French c) Percentage of bilingual positions in the public service 	<ul style="list-style-type: none"> a) Government records b) User survey c) Government records
2) Public makes better use of services offered in French	<ul style="list-style-type: none"> a) Public perception of the importance and presence of French in government services b) Customer satisfaction 	<ul style="list-style-type: none"> a) Francophone population survey b) <i>Ibid.</i>
3) Public servants more aware of the needs of the Acadian and Francophone community	<ul style="list-style-type: none"> a) Presence of visual active offer in government offices b) Presence of verbal active offer in government offices 	<ul style="list-style-type: none"> a) Literature review b) <i>Ibid.</i>
4) Increased use of government services in French	<ul style="list-style-type: none"> a) Number of government offices offering services in French b) Average distance from home to a government service point offering services in French c) Percentage of bilingual positions in the public service d) Usage rate of government services in French 	<ul style="list-style-type: none"> a) Government records b) User survey c) Government records d) <i>Ibid.</i>
5) Cultural and behavioural shift in government departments and agencies	<ul style="list-style-type: none"> a) Public servants' knowledge and perception of the relevance of services in French 	<ul style="list-style-type: none"> a) Public service employee survey
6) Community lives, flourishes and develops in French	<ul style="list-style-type: none"> a) Rate of linguistic continuity of French as a mother tongue 	<ul style="list-style-type: none"> a) Census statistics

4. Information Sources

A list of the data sources and collection tools that were proposed in the evaluation tools described above follows. The sources are described in terms of their feasibility.

Data sources/collection tools	Observations
Organizations' administrative records	The administrative records of community organizations are the preferred source for data and are easy to use, but difficult to set up and keep updated. Record-keeping procedures are not consistent across the different organizations. When records are inaccessible or unreliable, interviews or surveys have to be used.
Conseil communautaire du Grand-Havre administrative records	
Government records	The records of these institutions are more current, but may also have reliability issues, and are difficult to access.
Health institutions' administrative records	
School records	
Reception office records	The records of the immigration reception office present a particular problem, that of collecting data not only on the people who request service from the office, but also on immigrants as a whole. Resources would have to be invested to monitor and document the entire immigration process.
Literature review	The study of literature may include many types of documents, such as study reports, organization and institution reports, minutes of meetings, plans, information brochures, etc.
Census statistics	A wide range of data is compiled in the census, but an effort must be made to use what has been published or is accessible at a lower cost. In this regard, the RDÉE ⁶ and Canadian Heritage ⁷ profiles are of interest.
Organizational survey	Surveys are a very reliable method for gathering quantifiable data on opinions and perceptions. If the target population (youth, organization directors, leaders, public servants, etc.) habitually uses the Internet, online surveys are very efficient and cost effective. If the target population is too broad (Francophones), using surveys may be too complex or expensive.
Community leader survey	
Public Service survey	
French-speaking immigrant survey	
Francophone population survey	
Interviews with health care authorities	Interviews based on a questionnaire can be used to gather facts and opinions when the target population is not too large.
Interviews with organization officials	
Interviews with government authorities	

⁶ Réseaux de développement économique et d'employabilité. *Socioeconomic Profiles*.

⁷ Canadian Heritage, *Highlights: Profiles of Official Language Minority Communities*.

5. Observations on Community Evaluation Capacity

Our research with the Halifax task force resulted in a valuable dialogue. We found enthusiastic leaders interested in knowing more about the assets and current needs of the community. There was also great interest in setting targets and benchmarks on common community vitality issues and observing progress over time with the help of community vitality indicators.

As a whole, the task force seemed to have a grasp of evaluation basics. We noted that the jargon of the field started to appear in some planning documents, such as the 2006–2009 Community Plan for the Francophone and Acadian Community of the Halifax Area. In this type of document, an effort is made to translate the objectives into results.

However, it must be acknowledged that the use of vitality indicators is not yet a widespread community practice. We were unable to identify any clear evaluation strategies in the main planning documents. Even though we were able to collect data here and there, we still do not appear to have the means or contacts to systematically collect data based on precise indicators.

From this point of view, training, mentoring or other forms of support would most likely foster capacity building.

Evaluation is also costly and time consuming. At present, community organizations have limited time and little money. Contributions from funding agencies should therefore be earmarked for evaluation.

Because of its municipal scope, the Conseil communautaire du Grand-Havre would appear to be the natural leader of a community vitality measurement project.

6. Focus for the Community Evaluation Process

This study only covered four sectors of community vitality and, consequently, offers a fragmented view of this vitality. For an evaluation to be relevant, all important sectors for the community should be covered, such as the economy, education and culture. The decision to expand and develop the evaluation framework is now up to the Halifax Francophone community.

Finally, we present an approach community players could follow to undertake a comprehensive evaluation of community vitality.

Step 1: Identify the organization to direct the project and set up a task force of representatives from different community sectors. External partners could eventually join the task force.

Step 2: Clarify the purpose of the study and reach a consensus on the objectives, including the use to be made of the results.

Step 3: Bring together the human and financial resources necessary for the project.

Step 4: Choose the vitality sectors to be studied.

Step 5: Establish a schedule to conduct the evaluation and cyclic updates.

Step 6: Conduct a literature review on the outcomes and indicators usually used in similar studies.

Step 7: Complete a logic model for each sector, including validation of the four logic models proposed in this study.

Step 8: Develop indicators that will measure to what degree the expected outcomes described in the logic models are reached.

Step 9: Validate the logic models and indicators selected through community consultation, to encourage the community to take ownership of the project.

Step 10: Technically validate the indicators to ensure their quality: intelligibility, feasibility, relevance, comparability, validity and reliability.

Step 11: Collect data, either by setting up administrative data collection systems, conducting interviews, surveys or other exercises, or acquiring statistical data.

Step 12: Analyze and interpret the data collected.

Step 13: Publish and disseminate the data, which could also be used when reporting to funding agencies.

Conclusion

In the course of this community study on vitality indicators conducted in the Halifax Francophone community, we identified a series of best practices in the four target sectors (community governance, health care, immigration and access to government services). The information seems to indicate that there is a degree of community vitality. It appears that the Halifax Francophone community is at an advantage through its location in the capital of Nova Scotia, a province that is making remarkable efforts to strengthen and enhance its Francophone community.

To get a clearer picture, we developed the basis for a community evaluation tool to guide the community through a systematic process to measure its vitality. This exercise will not only give the community an accurate picture of its strengths and challenges, but also provide it with better tools to plan its own development and meet its partners' accountability requirements. To build its evaluation capacity, the Halifax francophone community will however need financial and human resources.

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