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AFTER THE ROADMAP: TOWARD BETTER PROGRAMS AND SERVICE DELIVERY

Report of the Standing Committee on Official Languages

Hon. Michael Chong, M.P.
Chair

NOVEMBER 2012

41st PARLIAMENT, FIRST SESSION

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THE STANDING COMMITTEE ON OFFICIAL LANGUAGES

has the honour to present its

SECOND REPORT

Pursuant to its mandate under Standing Order 108(3)(*f*), the Committee has studied Evaluation of the Roadmap: Improving Programs and Service Delivery and has agreed to report the following:

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AFTER THE ROADMAP: TOWARD BETTER PROGRAMS AND SERVICE DELIVERY

PART I

A. Scope of study and structure of report

In the fall of 2011, the House of Commons Standing Committee on Official Languages (the Committee) undertook a study on the *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future* (the Roadmap). The Committee's objective was to gather evidence[1] from federal partners and organizations and institutions in official language minority communities (OLMC) in order to evaluate the work that has been done since the Roadmap was implemented in 2008 and make a series of recommendations to guide the government in devising a future federal strategy for official languages. This report gives an account of the evidence heard and the knowledge acquired during the Committee's public hearings and tries to highlight the points that were common to all the witnesses.

This report is divided into three parts. The first part presents the Roadmap and the initial findings of the study. The second part deals with Roadmap initiatives and investments. The 32 initiatives that make up the Roadmap are divided into groups by theme: health, immigration, community development, economic development, education (early childhood education, support for minority-language education, literacy, postsecondary education, and support for second-language instruction), linguistic duality, arts and culture, media, justice and research. Each initiative is described based on the information presented by the departments and agencies that appeared before the Committee. The descriptions are followed by a summary and analysis of the comments and recommendations made by the witnesses regarding the initiatives.

The third part of the report takes an analytical look at the issues raised by governance of the Roadmap, that is, the consultation process, interdepartmental coordination, intergovernmental cooperation, accountability mechanisms and evaluation mechanisms. Similar to the first part, the third comprises a description of the measures taken followed by an analysis of the recommendations made by the witnesses.

The Committee's recommendations draw on the evidence given by OLMC; the Commissioner of Official Languages of Canada, Graham Fraser; federal institutions that are partners in the Roadmap; and a number of experts. They also take into account the

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1 The witnesses are listed in the appendix.

briefs submitted to the Committee by the various witnesses. The implementation of a strategy like the Roadmap requires the cooperation of provinces and territories. However, the scope of all the recommendations in this report falls under federal jurisdiction. This scope is conditional on the respect of provincial and territorial jurisdictions and does not unilaterally amend existing federal-provincial agreements.

B. Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future

A five-year plan that followed on the Government of Canada's *2003-2008 Action Plan for Official Languages*,[2] the Roadmap gives substance to the federal government's commitment to promote "the participation of all Canadians in linguistic duality, and the support for official-language minority communities."[3] These two objectives are rooted in Part VII of the *Official Languages Act*.[4]

On June 1, 2007, during the summit of Francophone and Acadian communities, former Minister of Canadian Heritage, Status of Women and Official Languages, the Honourable Josée Verner, announced, "within a year, we will have set out a clear Roadmap, a Roadmap developed with and for all the communities."[5] She also undertook to hold "broad consultations on the overall vision of the government with regard to official languages and linguistic duality."[6] In the Throne Speech read on October 16, 2007, the government reiterated its commitment to develop "a strategy for the next phase of the *Action Plan for Official Languages*."[7]

The consultations got under way on December 3, 2007. The same day, the Honourable Bernard Lord, former premier of New Brunswick, was appointed Special Advisor to the Minister. According to Mr. Lord's report, 300 individuals and groups were consulted at regional events and the wrap-up event. Other meetings were held with the official languages commissioners of Canada and New Brunswick and with certain provincial ministers responsible for the Canadian Francophonie.[8] The final report on the

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2   Government of Canada, *The Next Act — New Momentum for Canada's Linguistic Duality. The Action Plan for Official Languages*, 2003.

3   Government of Canada, *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future*, 2008, p. 6.

4   *Official Languages Act*, R.S.C. 1985, c. 31 (4th Supp.).

5   The Honourable Josée Verner, "Notes for an address by the Honourable Josée Verner, Minister of International Cooperation and Minister responsible for La Francophonie and Official Languages, at the opening of the Sommet des communautés francophones et acadiennes", June 1, 2007.

6   Ibid.

7   Government of Canada, Speech from the Throne to open the 2nd Session of the 39th Parliament of Canada, October 16, 2007.

8   Bernard Lord, *Report on Government of Canada Consultations on Linguistic Duality and Official Languages*, February 2008, p. 8.

consultations was submitted to the Minister on February 29, 2008, and released to the public on March 20. The report laid the groundwork for the Roadmap.

The Roadmap was accompanied by a $1.1-billion investment to enhance and expand "action across the Government of Canada to increase the benefits of linguistic duality and extend them to all Canadians."[9] It is a supplemental strategy that augments the regular programs of 15 participating federal institutions. The strategy targets five areas for government action:

- o Emphasizing the value of linguistic duality among all Canadians;

- o Building the future by investing in youth;

- o Improving access to services for OLMC, with special emphasis on five priority sectors:

    - Health;

    - Justice;

    - Immigration;

    - Economic development; and

    - Arts and culture;

- o Capitalizing on economic benefits; and

- o Ensuring efficient governance to better serve Canadians.[10]

C. Initial observations

The evidence shows that the witnesses representing OLMC, both Anglophone and Francophone, want a firm commitment from the federal government regarding the implementation of and compliance with the *Official Languages Act*, Part VII in particular. It also identifies community development and support for OLMC organizations and institutions as priorities. The witnesses also called for a closer tie-in between their priorities and federal government action.

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9   Government of Canada, *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future*, 2008, p. 7.

10   Ibid, p. 6.

Many representatives of Francophone minority communities voiced support for the *Community Strategic Plan* adopted by the Leaders' Forum that emerged from the June 2007 summit of Francophone and Acadian communities. The plan sets out a vision: "[TRANSLATION] In 2017, the members of Canada's Francophone and Acadian communities live and thrive in French. They have the collective ability to act in all areas of their development and thus help make Canada a better place."[11] This vision is actualized in five areas or priorities. As far as Francophone minority communities are concerned, the Fédération des communautés francophones et acadienne du Canada (FCFA) believes that three of those areas — "our population, our space and our development" — must underlie a future horizontal official languages initiative.[12] This implies an increase in the proportion of Francophone minority communities in the total population, a lifelong continuum of services, and social and economic development of communities.

Like Francophone communities, English-speaking communities in Quebec have a strategic community development plan. In March 2012, the members of the Quebec Community Groups Network (QCGN) gathered in Montréal for the Strategic Priorities Forum to prepare their next plan. By the end of the meeting, six strategic priorities had been identified: access to services in English; community building; economic prosperity; identity and renewal; leadership and representation; and strong institutions. The QCGN hopes these priorities will be reflected in the Government of Canada's future horizontal official languages initiative.

Finally, the OLMC witnesses called for more effective governance of the Roadmap and official languages in general within the federal government, particularly in terms of consultation, accountability and program evaluation.

With the exception of the above, there are major differences in the legal and social contexts in which Anglophone and Francophone minority communities evolve. Both linguistic groups are concerned about the vitality and future of their communities, but they do not look at language issues the same way.

Francophones focus on the transmission and retention of French. Language is the primary defining element in French Canada. Communities strive to expand their current spaces and create new ones — physical, cultural and even virtual — so that people are able to live in French. They have fought for years to ensure that their rights are guaranteed and enshrined in law. Significant progress has been made at the federal level since the late 1960s. The Government of Canada recognizes the important contribution of Francophone communities in building a rich, prosperous society that celebrates linguistic duality.

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11 Fédération des communautés francophones et acadienne du Canada, *Plan stratégique communautaire issu du sommet des communautés francophones et acadiennes.* Forum des leaders, juin 2008, p. 1.

12 House of Commons, Standing Committee on Official Languages (LANG), *Evidence*, 1st Session, 41st Parliament, May 1, 2012, 0920 [Marie-France Kenny, President, Fédération des communautés francophones et acadienne du Canada].

Francophone minority communities have a long and vibrant history in every province and territory. Thereby, every Francophone community has to deal with its provincial or territorial government and its vision of official bilingualism. Much has been accomplished on that front, but the federal government's leadership is still needed, in the context of bilateral or tripartite agreements, to maintain Francophones' acquired rights and enable Francophones to obtain services of equal quality in the language of their choice at the provincial, territorial and municipal levels.

D. Challenges facing English-speaking communities in Quebec

Anglophone communities in Quebec have a different relationship with language. English-speaking Quebeckers do not fear for the future of the English language in the province. They focus on preserving and ensuring the vitality of their institutions and creating a sense of belonging in communities. The purpose of the following considerations is to profile the unique challenges and issues facing Quebec's Anglophone minority.

1. Limited access to the Roadmap

Access to Roadmap programming and funding is a problem for Anglophone communities in Quebec. Six federal partners among the 15 participating institutions have received funding and developed projects targeting Anglophone communities in Quebec:

> … many of the programs being evaluated have little or no equivalent in Quebec. For example, $20 million through a recruitment and integration of immigrants program — that's from CIC [Citizenship and Immigration Canada] — $13.5 million for the child care special project; $12.5 million placed in the youth programs initiative. There are no equivalents in the Roadmap for the English-speaking community…

> These are not abstract problems. Canadians living in the English-speaking community of Quebec do not have access to some programs and services contained in the Roadmap or consideration in the policy and program design of the millions of dollars that support official languages in regular funding streams. This community needs to be reassured that the Roadmap's replacement strategy will contain more targeted efforts by the federal government and its partners in supporting the development and vitality of our community.[13]

The evidence above confirms that Anglophone communities in Quebec have not received Roadmap support in the areas of early childhood, literacy, immigration and employability. However, these are priority areas at the very core of the development and vitality of English-speaking communities in the province.

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13   LANG, *Evidence*, 1st Session, 41st Parliament, October 27, 2011, 0855 [Sylvia Martin-Laforge, Director General, Quebec Community Groups Network].

The Quebec Community Groups Network (QCGN) believes that the problem centres on two main axes. First is the sharing of jurisdiction between the Government of Canada and the Government of Quebec, which makes it hard for federal institutions to honour their commitments under Part VII of the *Official Languages Act*, particularly in areas of provincial or shared jurisdiction, specifically health, education and immigration. Second, the QCGN told the Committee that the current design of federal programs does not always recognize the uniqueness of Quebec's Anglophone communities.

2. Commitments under Part VII of the *Official Languages Act* and respect for provincial jurisdiction

Subsection 41(2) of the *Official Languages Act* states that federal institutions have a duty to ensure that positive measures are taken to promote the official languages and enhance the vitality of the English and French linguistic minority communities. It also states, "For greater certainty, this implementation shall be carried out while respecting the jurisdiction and powers of the provinces." According to the QCGN, this limitation has significant consequences for Quebec's Anglophone minority given that the provincial government "does not recognize the existence of an English-speaking minority community:"[14]

> In some cases, the relationship between Ottawa and Quebec cuts off federal programs from our community completely. For example, programs within the current federal strategy, the Roadmap, in areas of immigration, manpower development, and early childhood development are for all intents and purposes not accessible to our community, although some recent progress has been made in a very limited way.[15]

It seems that the Government of Canada's future horizontal official languages initiative will require a great deal of intergovernmental cooperation:

> The discussion must begin when you plan the follow-on to the Roadmap. If you're talking about our community, the discussion must be had with Quebec: what are we going to do together for the English-speaking community of Quebec? If that is not done, we will wind up again with a Roadmap that does not give our community access to programs, for example, in immigration, childhood, manpower, etc.

> There must be talks; there must be a bilateral understanding between the federal and provincial governments before support to our community is considered.[16]

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14   Ibid, 0850.

15   Ibid., 0855.

16   Ibid., 0950 [Stephen Thompson, Director of Policy, Research and Public Affairs, Quebec Community Groups Network].

The Committee is of the opinion that intergovernmental cooperation is a key factor in the success of a horizontal initiative like the Roadmap. Ideally, there would be dialogue between Ottawa and Quebec so that the two governments find common ground enabling the federal government to offer a full range of programs to English-speaking communities in Quebec and at the same time respect the provincial government's jurisdiction.

3. Design of federal programs

The under-representation of Quebec Anglophones in the Roadmap can be attributed in part to the current design of federal programs. The QCGN told the Committee that not all of the federal partners in the Roadmap have set up programs that are flexible and tailored to the needs of Quebec's Anglophone communities:

> In contrast, however, most departments have not been able to successfully take on the design of national policy and programs that are flexible enough to work in Quebec as well as across Canada. That has meant fewer initiatives for the English-speaking community.

> From a policy-maker's perspective, the reality of the English-speaking community of Quebec presents a particular challenge. We know that. In fact, it questions the core of collective thinking about Canadian official language minority communities. The tradition that informs the beliefs and the structure of a response to official languages is based on the Francophone experience, and the foundation of that experience is a minority language that has been fiercely protected and proudly fostered for four centuries in Canada. But for English Quebec, the protection of the language is not a concern. For the English-speaking minority of Quebec, the fundamental aim is to preserve our institutions and the communities they serve.[17]

The Commissioner of Official Languages of Canada also gave a broad description of this design flaw when he appeared before the Committee:

> In some cases, Roadmap initiatives have been launched in response to the specific realities of French-speaking minority communities. The government and the departments then tried, as best they could, to adapt these initiatives to the needs of Anglophone communities, something with which they do not necessarily have much experience.[18]

Federal institutions have to be able to adapt their initiatives to the reality of English-speaking Quebec in all its complexity. "Often, it is difficult to implement a Canada-wide

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17   LANG, *Evidence*, 3rd Session, 40th Parliament, April 22, 2010, 0900 [Robert Donnelly, President, Quebec Community Groups Network].

18   LANG, *Evidence*, 1st Session, 41st Parliament, March 15, 2012, 0845 [Graham Fraser, Commissioner of Official Languages of Canada].

initiative in Quebec. It is because of the jurisdictional issues. So we are wondering how community initiatives under the Roadmap can be offered on the ground."[19]

4. Possible solutions

The QCGN hopes that English-speaking communities in Quebec will be equitably represented in the Government of Canada's future horizontal official languages initiative:

> To conclude, although we feel largely absent from the Roadmap, we of course still believe it possible that English-speaking Quebec can be given equal national consideration and equitable resources in developing its successor, the planning of which we understand is already under way.[20]

The goal is not to attain perfect symmetry. Anglophone and Francophone minority communities have different needs. This principle was reaffirmed at the QCGN's Strategic Priorities Forum in March 2012. However, the witnesses representing Quebec's Anglophone communities are looking for equitable support from the federal government to foster the growth of English institutions in the province and thus stimulate community development. The QCGN is counting on three main elements to give English-language communities better access to the programs and funding that will be part of a future official languages initiative: consultation, research, and the development of innovative thinking.

Consultation is essential to a better understanding of the needs of Quebec's English-speaking communities because it makes it possible to identify the communities' needs. The Commissioner of Official Languages of Canada explained the importance of working with Anglophone communities in the province when federal programs are being designed and of fostering dialogue throughout their implementation:

> It's important that, right from the outset, initiatives reflect the specific realities of a community and meet real needs. There must then be a sustained dialogue as the initiative is implemented, and if necessary, tailored to their circumstances.[21]

On the subject of research, the QCGN would like Anglophone organizations and institutions in Quebec's English-speaking communities to get the support they need to conduct professional research and obtain conclusive data that can guide communities and governments in their planning and decision making:

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19   LANG, *Evidence*, 1st Session, 41st Parliament, October 27, 2011, 1010 [Sylvia Martin-Laforge, Executive Director, Quebec Community Groups Network].

20   LANG, *Evidence*, 3rd Session, 40th Parliament, April 22, 2010, 0905 [Robert Donnelly, President, Quebec Community Groups Network].

21   LANG, *Evidence*, 1st Session, 41st Parliament, March 15, 2012, 0845 [Graham Fraser, Commissioner of Official Languages of Canada].

> The English-speaking community of Quebec cannot continue to rely only on a half-century of research and capacity building, as provided to Canada's Francophone minority. Evidence-based policy by definition relies on evidence. To ensure our vitality, the English-speaking minority needs more resources directed towards research.[22]

The Quebec English-speaking Communities Research Network at Concordia University is trying to meet this need.

Implementation of Part VII of the *Official Languages Act* requires innovative thinking and determination on the part of federal institutions.

> For the Roadmap to be truly effective for our community, investments in Quebec will require a high level of commit by the politicians and the policy and program architects — champions, really — because decision-makers will need to be innovative and convincing.[23]

> The structural challenges in government programming, such as the Roadmap, can be mitigated by innovative thinking and dedicated effort. For example, immigration is the subject of a Canada-Quebec accord to which the current Roadmap is subordinate.[24]

To achieve that goal, the QCGN has proposed to the Minister of Canadian Heritage that a comprehensive evaluation methodology be created to ensure that all departments take the priorities of Quebec's English-speaking communities[25] into account in developing and delivering their programs. This requires a commitment, a thorough understanding of Anglophone communities in Quebec and innovative thinking.

E. The Government of Canada's future horizontal official languages initiative

All of the witnesses spoke in favour of renewing the Roadmap for Linguistic Duality or implementing a new horizontal initiative for official languages. The Commissioner of Official Languages of Canada, Graham Fraser, confirmed the importance of developing a new five-year plan to preserve what has already been accomplished in terms of promoting linguistic duality and supporting OLMC:

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22   LANG, *Evidence*, 3rd Session, 40th Parliament, April 22, 2010, 0900 [Robert Donnelly, President, Quebec Community Groups Network].

23   Senate, Standing Committee on Official Languages, *Proceedings*, 2nd Session, 40th Parliament, Issue No. 3, March 23, 2009, p. 3:30 [Robert Donnelly, President, Quebec Community Groups Network].

24   LANG, *Evidence*, 3rd session, 40th Parliament, April 22, 2010, 0900 [Robert Donnelly, President, Quebec Community Groups Network, President, Quebec Community Groups Network].

25   Ibid.

I have said it before and I will say it again: I strongly encourage the government to renew the Roadmap and implement a fresh five-year plan. We must protect our assets and the initiatives that are already under way in the 2008-2013 Roadmap.[26]

Regarding the protection of gains, the Société Saint-Thomas-d'Aquin (SSTA), the organization that represents Acadians and Francophones in Prince Edward Island, talked about the positive impact the Roadmap has had on community development and the need to continue that work in a future initiative:

So far, the Roadmap has enabled us to organize ourselves and, today, it is allowing us to grow. Tomorrow, it will enable us to live in French. The idea of a Roadmap like the one currently in place is absolutely essential to ensure the spread of linguistic duality. We cannot say enough just how important it is that the Roadmap be renewed in 2013 by the federal government.[27]

Despite the economic woes Canada is currently experiencing, it is clear from the evidence the Committee heard that the complementary funding provided by the Roadmap must be renewed. The Commissioner of Official Languages of Canada commented on the potential adverse effects of a decrease in spending on the development of OLMC: "Some official language communities are so fragile that major cuts in certain programs could seriously compromise their vitality."[28]

The Commissioner has also reminded the Government of Canada of the importance of renewing the Roadmap from the standpoint of respect for the *Official Languages Act*, in particular Part VII. In this regard, several federal institutions would like the Roadmap to be renewed so that they can continue the work they have been doing for a decade. The witnesses from the Department of Justice told the Committee that the initial funding from the 2003-2008 Action Plan, followed by funding from the Roadmap, enabled them to build official languages capability. They are of the opinion that if these efforts are to succeed and have a lasting defect, these investments must be maintained:

We have been working in it for 10 years. We had to establish our capabilities and bring in other stakeholders to work with us. We are particularly pleased with our achievements funded under the Roadmap. We also think we should go a little further for those investments to be sustainable. For the moment, based on our results and our

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26   LANG, *Evidence*, 1st Session, 41st Parliament, March 15, 2012, 0845 [Graham Fraser, Commissioner of Official Languages of Canada].

27   LANG, *Evidence*, 1st Session, 41st Parliament, December 8, 2011, 0850 [Gabriel Arsenault, President, Société Saint-Thomas-d'Aquin].

28   LANG, *Evidence*, 1st Session, 41st Parliament, March 15, 2012, 0850 [Graham Fraser, Commissioner of Official Languages of Canada].

partnerships, we can say that the actions our department has taken have nevertheless helped improve matters.[29]

The National Research Council of Canada (NRC) also gave the Committee an account of how much work has been done in the past 10 years on development of technologies and the language industry in Canada:

> … over the last 10 years we have built a world-class team… NRC's role in the program might be different from other programs because we are a research and technology organization. I can't stress enough how long it takes to build a team such as we have. We are very proud of what we've done over the last 10 years. We started with virtually nothing and in 10 years have built a team that has been able to develop technologies that are really, truly world class, and in some cases best in the world.[30]

The Committee is aware that the Roadmap has provided leverage to help federal institutions meet their commitments under Part VII of the *Official Languages Act*. It is also of the opinion that it would be ill advised to withdraw or reduce drastically its support when so much effort has been made over the past decade to assist in enhancing the vitality of OLMC and promoting linguistic duality. In that regard, the Commissioner of Official Languages of Canada reminded the Committee that in the past, disproportionate cuts to official languages programs had an impact on the vitality of OLMC and the government had to spend a great deal of money to get things back on an even keel. To realize a return on past investments, official languages must remain a priority area of investment for the federal government.

Consequently, the Committee recommends:

Recommendation 1

That the Government of Canada put in place a horizontal initiative for official languages to follow the Roadmap when it ends on March 31, 2013, and that it include funding equivalent to that for the 2008-2013 Roadmap.

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29   LANG, *Evidence*, 1st Session, 41st Parliament, February 28, 2012, 0945 [Andrée Duchesne, Senior Counsel and Manager, Francophonie, Justice in Official Languages and Legal Dualism, Department of Justice].

30   LANG, *Evidence*, 1st Session, 41st Parliament, March 8, 2012, 0945 [Danial Wayner, Vice-President, Frontier Science, National Research Council of Canada].

F. The Roadmap: A complementary strategy

The Committee recognizes that the Roadmap enhances, even complements, the regular programs used by federal institutions to promote the official languages and contribute to the development of OLMC. The Roadmap is a subset of federal government investments in official languages:

> In reality, the federal government's investment in official languages is much larger than the Roadmap. All departments are subject to the Official Languages Act. …In particular, I'm thinking of the active measures to promote English and French and of the vitality of official language minority communities.

> So the Roadmap is a hard core, if you will, of particularly relevant government activities that have been put together to create a coherent whole. However, this doesn't represent all the federal government's investments in official languages.[31]

Despite this statement by the Department of Canadian Heritage, OLMC have concerns which they shared with the Committee. According to the Fédération des communautés francophones et acadienne du Canada (FCFA), the Roadmap has led some federal institutions to disengage from their responsibilities toward OLMC. The FCFA believes this is the result of a governance problem:

> This coordination deficiency has highlighted a harmful effect of the Roadmap. Largely left to their own devices, certain federal institutions that receive funding have stopped investing their own resources in support of the official language communities. That was definitely not the effect sought by the government.[32]

It is important that the Government of Canada's future horizontal official languages initiative remains a bonus:

> In our minds, the objective of the Roadmap is to improve existing programs, and in that sense this has to remain an improvement, not a transfer of funds to another budget. It really has to involve additional funding.[33]

Consequently, the Committee recommends:

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31   LANG, *Evidence*, 1st Session, 41st Parliament, October 18, 2011, 0920 [Jean-Pierre Gauthier, Senior Director, Official Languages Secretariat, Department of Canadian Heritage].

32   LANG, *Evidence*, 1st Session, 41st Parliament, November 24, 2011, 0850 [Marie-France Kenny, President, Fédération des communautés francophones et acadienne du Canada].

33   LANG, *Evidence*, 1st Session, 41st Parliament, November 17, 2011, 1010 [Alexis Couture, President, Fédération de la jeunesse canadienne-française].

Recommendation 2

That the Government of Canada and the Department of Canadian Heritage undertake to ensure that federal institutions understand their duties and responsibilities under Part VII of the *Official Languages Act* and the nature and purpose of the Government of Canada's future horizontal initiative for official languages, which must improve on existing programs.

PART II: AREAS OF GOVERNMENT INTERVENTION

A. Health

1. Health: an area of exemplary cooperation

All of the OLMC witnesses, Anglophone and Francophone alike, agree that health is an area of exemplary government cooperation. This success can be attributed in large part to the model used for cooperation between Health Canada and organizations that work for OLMC. The truth of the matter is that this approach makes it easier for the department to fulfil its commitments as set out under Part VII of the *Official Languages Act.*[34]

For the English-speaking communities of Quebec, Health Canada has put in place a tripartite cooperation model that respects the Government of Quebec's jurisdiction. It also fosters the accountability of government partners and Quebec's English-speaking community. According to the Quebec Community Groups Network (QCGN), Anglophone communities are considered partners in the planning and delivery of services:

> The other thing about the health agreement that's important is that it also answers questions of accountability. What we have here, then, is an agreement where federal money is coming into the province. The community has a say on where the money's going, and the community can track the money and work with the province. So this health agreement is really a model of how to support our community with federal money.[35]

Health Canada's tripartite cooperation model in Quebec is vital to the province's Anglophone communities, which are particularly affected by the division of powers between the federal and provincial governments. The strategies developed in the area of health show that the federal government can work with the Government of Quebec to oversee the interests of the English-speaking community:

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34   LANG, *Evidence*, 1st Session, 41st Parliament, November 15, 2011, 0845 [Jocelyne Lalonde, Executive Director, Consortium national de formation en santé].

35   LANG, *Evidence*, 1st Session, 41st Parliament, October 27, 2011, 1015 [Stephen Thompson, Director of Policy, Research and Public Affairs, Quebec Community Groups Network].

The key to success has been an implementation agreement between the CHSSN [Community Health and Social Services Network] and the Quebec Ministry of Health and Social Services, through which the CHSSN and its community partners collaborate with Quebec authorities at the provincial, regional, and local levels. Health Canada's innovative and flexible approach to implementing the Roadmap measures has been another key factor in this success.[36]

The excellent collaborative work being done in the health sector in Quebec must be used as a model in order to give English-speaking communities in the province access to maximum funding and programs under the Government of Canada's future official languages initiative. Further, the accountability of communities in the health sector is important for both OLMC. Consequently, the Committee recommends:

Recommendation 3

That the Government of Canada and the Department of Canadian Heritage take note of the tripartite cooperation model put in place by Health Canada to implement Part VII of the *Official Languages Act* in Quebec and urge other federal institutions to adopt, inasmuch as possible, a similar model that promotes cooperation among federal institutions, the provincial and territorial governments and official language minority communities and fosters the accountability of each of the parties involved.

2. Roadmap 2008-2013 Investments: Initiatives and success stories

Health care is a matter of concern for Canadians, especially those living in a minority community. In 2001, 45% to 55% of Francophone minority communities in Canada did not have access to health services in French.[37]

According to Health Canada, "Access to health care in the official language of one's choice should be available, no matter which province or region we live in."[38] Further, "at the Association of Faculties of Medicine of Canada, requirements respecting cultural and linguistic competencies are increasingly high and will probably even become accreditation standards for our Canadian faculties of medicine."[39] For those reasons, the

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36   LANG, *Evidence*, 1st Session, 41st Parliament, April 5, 2012, 0845 [Jennifer Johnson, Executive General, Community Health and Social Service Network].

37   LANG, *Evidence*, 1st Session, 41st Parliament, November 15, 2011, 0900 [Aurel Schofield, Steering Committee Member, Société Santé en français].

38   LANG, *Evidence*, 1st Session, 41st Parliament, February 28, 2012, 0855 [Debbie Beresford-Green, Acting Assistant Deputy Minister, Regions and Programs Branch, Health Canada].

39   LANG, *Evidence*, 1st Session, 41st Parliament, November 15, 2011, 0900 [Aurel Schofield, Steering Committee Member, Société Santé en français].

federal government gave Health Canada a total of $174.3 million for the period covered by the Roadmap. The Department's Official Language Community Development Bureau (OLCDB) is responsible for implementing official languages programs.

The Roadmap enhances existing Health Canada programs. One component with a budget of $22 million over 5 years was designed to create and maintain community and regional health networks. The component in question is being implemented by two partners: Société Santé en français and the Community Health and Social Services Network (CHSSN). Health Canada describes the health networks in OLMC as preferred partners:

> These networks engage health care stakeholders to enable improvements to health care services access in the minority official language. These stakeholders include provincial and territorial government representatives, health care administrators and health care professionals. The work of the networks is meant to leverage the introduction of new services in the communities they serve.[40]

The ability to build, maintain and strengthen networks is crucial for OLMC. Société Santé en français stated that networks are useful in organizing services and linking government and community priorities:

> The networking approach that we adopted was the key factor in the success of the Société Santé en français. …
>
> The networks are known as the agencies that can facilitate or put in place projects to accurately meet the needs of the scattered and often remote minority Francophone communities.
>
> We have always wanted to put the emphasis on the quality of health services in French and patient safety. Through that, the networks have managed to build bridges promoting communication and joint action among the partners, including the provincial and territorial departments.[41]

The CHSSN, meanwhile, had this to say:

> The community networks have increased the adaptation and coordination of services resulting in improved access to a range of programs in English. Partnership activities between community networks and services providers have enhanced the knowledge,

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40   LANG, *Evidence*, 1st Session, 41st Parliament, February 28, 2012, 0900 [Roger Farley, Acting Director General, Programs Directorate, Regions and Programs Branch, Health Canada].

41   LANG, *Evidence*, 1st Session, 41st Parliament, November 15, 2011, 0900 [Aurel Schofield, Steering Committee Member, Société Santé en français].

strategies and innovative service delivery models addressing the needs of English-speaking communities.[42]

The aim of the second component of the Health Canada program is to train and retain Francophone or bilingual health professionals and researchers. The component was given a budget of $114.5 million over 5 years. On the Francophone side, the project is being spearheaded by the Consortium national de formation en santé (CNFS). Concretely, the 11 colleges and universities that are members of the CNFS and the Consortium's national secretariat are improving French-language health services in Francophone minority communities through postsecondary education for Francophone and bilingual health professionals and through research.

The Roadmap has produced solid results in terms of health training in French:

> Since the Roadmap was implemented, it has made it possible to introduce 15 new French-language health programs, for a total of 48 new French-language health programs in Canada since 2003. In addition, since 2008, there have been 3,000 new registrations, 3,000 new students in programs supported by the CNFS and 1,000 new graduates. Since 2003, 6,000 students have registered for French-language health programs in our Francophone communities. Nearly 3,000 of that number have now graduated and are working as professionals providing services in our communities. According to a survey we conducted, 86% of our graduates are working in health institutions and agencies serving our communities, and 79% of them are working in their home province or territory.[43]

Among Quebec's English-speaking communities, McGill University is Health Canada's main partner. The approach is different from the one used by Francophone minority communities. The emphasis is on English language training for French-speaking staff who work directly with the public. This helps increase the availability of health care in English, particularly in areas where access is limited. "Staff" includes receptionists and all health and social services professionals. According to the CHSSN, the initiative is a success:

> The McGill program has supported initiatives aimed at further developing or maintaining acquired skills outside of the classroom or once the formal training has ended. These include pairing professionals with volunteers from the English-speaking communities or involving professionals in cultural activities in English-speaking communities. Other materials such as self-study workbooks have been produced by the McGill Project ….

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42   Community Health and Social Services Network, Brief submitted to the Standing Committee on Official Languages, April 5, 2012, p. 2.

43   LANG, *Evidence*, 1st Session, 41st Parliament, November 15, 2011, 0845 [Jocelyne Lalonde, Executive Director, Consortium national de formation en santé].

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In the first three years of the Roadmap investment, well over 3,000 French-speaking professionals have participated in language-training programs.[44]

McGill recently launched a bursary program for students who are willing to work in designated regions once they graduate. The bursaries will be managed by the seven community networks in the regions concerned.[45]

The third component put in place by Health Canada promotes the integration of services and the improvement of access to health care in the minority language. The component was given a budget of $33.5 million for the period covered by the Roadmap. In Francophone minority communities, projects target three groups: children, youth and seniors.[46] In Quebec, two areas were given priority: health promotion, and adaptation of health and social services. Excellent cooperation between Health Canada and the CHSSN led to the signing of a framework agreement with the Ministère de la Santé et de Services Sociaux. The aim of the agreement is to improve access to health and social services for English-speaking communities in Quebec within the public health system.

The Committee is of the opinion that in order to deliver health care in English and French in minority communities on a sustained basis, the government has to act under all three of the components described above. Consequently, the Committee recommends:

Recommendation 4

That Health Canada, in collaboration and consultation with its provincial and territorial partners, continue its strategy of investing in official language minority communities by:

a) training more health professionals to be able to work in official language minority communities;

b) creating and maintaining regional and community health networks;

c) integrating, promoting and improving access to health care in the minority language.

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44   Community Health and Social Services Network, Brief submitted to the Standing Committee on Official Languages, April 5, 2012, pp. 6-7.

45   Ibid., p. 7.

46   Government of Canada, *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future*, 2008, p. 12.

3. Evidence and recommendations

According to the health related evidence the Committee heard, there are three other areas that require federal government intervention: support for research and access to new technologies; recruitment of immigrant health professionals; and access to health services for caregivers and seniors in the language of their choice.

3.1 Support for health research

The witnesses representing OLMC are looking for federal government support to facilitate research projects devoted to health in OLMC across the country. Professional research targeting health would yield strategic information that would guide stakeholders in their decisions on the organization and delivery of health services and other matters.

The Committee is pleased to see that the Community Health and Social Services Network (CHSSN) has identified Quebec's Institut national de santé publique as a primary institutional partner for research on the health and well-being of English-speaking communities in the province. A tripartite committee — the CHSSN, the Ministère de la Santé et de Services Sociaux and the Quebec's Institut national de santé publique — is overseeing this initiative.[47]

Since 2003, the Consortium national de formation en santé (CNFS) has supported 325 different research projects covering such subjects as the profile and health determinants of Francophone minority communities; governance, management and delivery of health services in French; and the postsecondary training needed to provide safe, quality health services in French.

However, the Committee notes that research on health in OLMC recently suffered a blow when, to the chagrin of witnesses, the Official Language Minority Community Health Research Program, which was managed by the Canadian Institutes of Health Research, came to an end:

> Unfortunately, the recent decision by the Canadian Institutes of Health Research to terminate the health of official language minority communities research program will have a significant impact on our current and future projects.[48]

The CNFS explained the consequences of that decision for Francophone health networks:

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47 Community Health and Social Services Network, Brief submitted to the Standing Committee on Official Languages, April 5, 2012, p.6.

48 LANG, *Evidence*, 1st Session, 41st Parliament, November 15, 2011, 0850 [Jocelyne Lalonde, Executive Director, Consortium national de formation en santé].

… we understand from this situation that it will be increasingly difficult for Francophones to make funding requests. Furthermore, it won't be as easy to fund the entire research issue, which directly concerns the health of Francophone minority communities, if there is no more dedicated funding for research on French-language health services.[49]

The CNFS told the Committee that a meeting was scheduled with the Canadian Institutes of Health Research to find a way of continuing the excellent cooperation between the two groups that has existed since 2003.

Health research is key to sound decisions and the development of programs that are strategic and efficient. Consequently, the Committee recommends:

Recommendation 5

That Health Canada recognize that it is its responsibility, regardless of the Roadmap, to support research on health in official language minority communities (OLMC) in order to obtain conclusive data that can guide governments and OLMC in setting priorities for the training of health professionals and the delivery of better health services.

3.2 New technologies

New technologies play an important role in the training of health professionals. Because Canada's Francophone and Acadian communities are small and widely dispersed, it is essential that the educational institutions that are members of the Consortium national de formation en santé (CNFS) have access to communication tools which enable them to provide distance training with Francophone specialists throughout the country. They also need specialized tools and instruments in order to deliver clinical training. Institutions must have these teaching tools before their programs can be approved.

New technologies are also used to promote health in OLMC. As part of the McGill initiative, the Community Health and Social Services Network (CHSSN) is carrying out a project aimed at delivering training on health promotion to English-speaking communities by videoconference.[50]

Société Santé en français told the Committee that because of a lack of funding, it had to drop a major component on the use of new technologies to deliver health services:

For budgetary reasons, we have had to downplay two areas of action. … Those two axes were the development of new technologies to support service organization and delivery

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49   Ibid., 0930.

50   Community Health and Social Services Network, Brief submitted to the Standing Committee on Official Languages, April 5, 2012, p.8.

and the development of strategic information, that is to say how to obtain convincing information on the Francophone communities that enables groups to make the appropriate decisions to establish better services.[51]

A future horizontal initiative on official languages that fosters interdepartmental and intergovernmental cooperation could help Health Canada, its provincial and territorial partners, and health organizations and networks in OLMC put in place programs that support the development and use of technology to train health professionals and improve health in OLMC. Consequently, the Committee recommends:

Recommendation 6

That Health Canada, in consultation and cooperation with the provinces and territories and in an effort to build on their own initiatives, meet the new technology needs of the health institutions of organizations that work in official language minority communities. It is also suggested that Health Canada seek support for these initiatives from such partners as Industry Canada and the National Research Council of Canada.

3.3 Recruitment of foreign-trained health professionals

The Consortium national de formation en santé (CNFS) believes that immigration is a key factor in improving access to health care in French in Francophone minority communities. Health networks must have access to Francophone or bilingual health professionals and researchers to meet the growing demand for health services in French. For example, communities, French school boards in particular, are actively looking for specialists (psychologists, therapists, speech therapists, etc.) to serve youth in the language of their choice. It bears noting that the same need is equally strong in Quebec's Anglophone communities and school networks.

The recruitment, employment and retention of immigrant Francophone or bilingual health professionals and researchers require a great deal of cooperation among Health Canada, Citizenship and Immigration Canada (CIC), Human Resources and Skills Development Canada (HRSDC), the provincial and territorial governments, and health networks in Francophone minority communities. Most provinces and territories already have agreements with the federal government on immigration under which jurisdiction, especially jurisdiction over the selection of immigrants, is shared. Further, the recognition of qualifications between countries and between Canadian provinces and territories continues to be a problem.

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51   LANG, *Evidence*, 1st Session, 41st Parliament, November 15, 2011, 0900 [Aurel Schofield, Steering Committee Member, Société Santé en français].

The Committee was pleased to learn that the CNFS, in cooperation with its partners and with financial support from Health Canada, HRSDC and CIC, has taken a number of initiatives to improve and facilitate the socio-professional integration of foreign-trained health professionals and graduates into Francophone minority communities.The CNFS offers bridge training to prepare individuals for professional certification exams; cross-cultural training; local and regional integration and orientation programs; and a series of consultations on the recruitment and retention of foreign-trained health professionals. The CNFS has also conducted a feasibility study to implement a pre-departure program in French for French-speaking immigrants who want to work in Canada.

Recommendation 7

That Citizenship and Immigration Canada take into consideration the urgent need to recruit specialized health professionals in the Francophone and Anglophone minority health systems, including foreign-trained professionals.

3.4 Access to health care for caregivers and seniors

Under the access to health care component, two target groups have been identified as needing special attention: caregivers and seniors.

Generally, a caregiver is a person who looks after a friend or relative who is permanently or temporarily disabled because of a handicap, an accident, illness or advanced age. The Alliance des femmes de la francophonie canadienne told the Committee that between 70% and 80% of caregivers are women.

There have always been caregivers, of course, but the dynamics of Canadian society are leading caregivers to join forces and take part in the public debate on health. Aging of the Canadian population is a key factor in this awakening. In 2006, 32% of Canadians were 50 or older. In response to these changes, Canada's health care systems have promoted home care. Some of what used to be the government's responsibilities have now been transferred to caregivers:

> Provincial health care systems are increasingly seeking to keep seniors and people who are ill at home. But there is only minimal planning to set up support and training programs to expand home care and respite care.[52]

By all indications, this is a Canada-wide problem not restricted to OLMC. However, limited access to services in the minority language adds a dimension to the problem that is a source of concern for caregivers, the sick and seniors in OLMC.

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52   LANG, *Evidence*, 1st Session, 41st Parliament, December 6, 2011, 0845 [Louise-Hélène Villeneuve, President, Alliance des femmes de la francophonie canadienne].

According to the Fédération des aînées et des aînés francophones du Canada (FAAFC), Health Canada and Société Santé en français have set up 12 projects aimed at seniors. Funding has been provided to develop in cooperation with the Victorian Order or Nurses (VON) Canada a program to support Francophone caregivers in Alberta. The FAAFC said that the project is yielding considerable benefits:

> Every time I meet with Franco-Albertan seniors, they all speak highly of this project. They tell me how much it helps Francophone seniors. People are so appreciative that an organization the size of VON Canada has developed services in French. It is interesting to see the benefits of this project because it is making progress.

> In parallel with that project, VON Canada reported that it is worthwhile and feasible to provide services in French to Francophones in a minority situation. So VON Canada is quite interested in continuing this development.

> We recently held a four-way meeting. In attendance were VON Canada, the Alliance des femmes de la Francophonie and the Société santé en français, among others. We spoke about developing a true pan-Canadian strategy to help seniors with care and services at home, but also care with family caregivers to establish a pan-Canadian strategy. As you ee, by working on a small project that began in Alberta, we are in the process of implementing a project that will grow across Canada and serve all Francophone seniors in a minority situation.[53]

This is a tangible example of the importance of cooperation. Consequently, the Committee recommends:

Recommendation 8

That Health Canada develop with its partners a long-term strategy to provide caregivers and the individuals they take care of with services and support in the official language of their choice given that language of communication is essential to the delivery of quality services.

In the context of the renewal of the Roadmap and given the 2013-2018 outlook for Health Canada programs for OLMC, it is essential that the Department of Health and the federal government be reminded of the importance of ensuring that Canada's linguistic duality is recognized in planning and funding the services provided to communities.[54] Cooperation that encourages OLMC and the provincial and territorial governments to get involved and take matters into their own hands must always be at the heart of federal initiatives.

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53   Ibid.

54   LANG, *Evidence*, 1st Session, 41st Parliament, November 15, 2011, 0850 [Jocelyne Lalonde, Executive Director, Consortium national de formation en santé].

The Committee was pleased to learn that Health Canada consulted Francophone minority communities in 2011 regarding the implementation of a new health strategy for the period from 2013 to 2018. A report on those consultations titled *Consultation of French Speaking Minority Communities: 2013-2018* was made public. Three priorities were identified: increase the availability of health programs in French in order to increase the number of professionals capable of delivering quality health services in French throughout the country; improve access to postsecondary health training in French in all regions of the country; and develop new French-language health training programs for which there is a demand but which are not available outside Quebec.

The Quebec Community Groups Network (QCGN) was given a mandate to tour the regions and gather comments from communities. A report on those consultations was recently submitted to Health Canada. The Community Health and Social Services Network (CHSSN) presented before the Committee the four priorities that came out of this consultations report: adaptation of human resources; adaptation of local services to local needs; availability of information about services in English; and involvement of community.[55] It bears noting that the Ministère de la Santé et des Services sociaux du Québec has recognized the relevance of these four priorities.

The Committee takes note of these success stories and urges Health Canada to carefully study the results of these consultations as well as the evidence and recommendations in this report as it develops its 2013-2018 strategy for health in OLMC.

B. Immigration

1. Immigration: An important issue for OLMC

The many references to immigration in this report are an indication of how important immigration is for OLMC. In 2010, the Committee released a report titled *Recruitment, Intake and Integration: What Does the Future Hold for Immigration to Official Language Minority Communities?* which gives an account of the work the federal government had done since 2003 and contains many recommendations aimed at improving the recruitment and integration of English- and French-speaking immigrants in OLMC.

When he appeared before the Committee, the Commissioner of Official Languages of Canada underscored the importance of immigration to the future of Francophone communities:

> The latest data from the 2011 Census show that immigration is an evermore important factor in Canada's demographic growth. It's playing an increasing role in the preservation of our official language communities. If linguistic duality is to remain an important aspect

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55   Community Health and Social Services Network, Brief submitted to the Standing Committee on Official Languages, April 5, 2012, p.11.

of Canadian society, then French-speaking immigrants who settle here will have to decide to stay. To achieve this goal, it's essential that their integration into these communities be properly planned. The Roadmap provides an unrivalled tool for doing that.[56]

The Roadmap identified immigration as a priority for improving access to services for communities and includes two main initiatives relating to the recruitment and integration of Francophone immigrants in Francophone minority communities.

2. 2008-2013 Roadmap Investments: Initiatives and success stories

2.1 Recruitment and integration of immigrants (Citizenship and Immigration Canada)

Citizenship and Immigration Canada (CIC) received $20 million over 5 years for initiatives to recruit and integrate immigrants into Francophone minority communities. The Department's approach aimed to increase the number of Francophone immigrants settling in these communities and to provide settlement services in order to help them integrate into Canadian society.

Specifically, Roadmap funding enables CIC to pursue initiatives included in its regular programs, namely promotional and recruitment activities aimed at French-speaking potential immigrants. These include organizing Francophone immigration networks, settlement and integration services for French-speaking immigrants, coordination and cooperation activities with key stakeholders, and research activities pertaining to OLMC.

CIC has been quite successful under the Roadmap. During their appearance before the Committee, departmental officials pointed out that the Roadmap funded the Destination Canada job fair for French-speaking immigrants and helped organize 13 Francophone immigration networks. The Committee recently learned that substantial budget cuts might be made to the Destination Canada program, potentially affecting the ability of OLMC to recruit from abroad. The Committee urges CIC to assess the impact of this decision on OLMC.

Community partners also pointed to CIC's successes. The Association canadienne-française de l'Alberta (ACFA) said that in Alberta, a province where 69% of its Francophone population was born elsewhere, CIC's Roadmap funding and programming have yielded very positive results:

In Alberta, the initiatives funded by Citizenship and Immigration Canada through the Roadmap have made it possible to support a Francophone immigration development

56   LANG, *Evidence*, 1st Session, 41st Parliament, March 15, 2012, 0850 [Graham Fraser, Commissioner of Official Languages of Canada].

network linking community players in order to meet the needs of Francophone immigrants in the community; projects to promote tolerance and combat discrimination experienced by Francophones who have immigrated to Alberta; cultural awareness activities organized by Francophone welcome centres in Alberta in order to bring communities closer together; and the creation of tools to facilitate the integration of French-speaking immigrants, such as the Web site http://www.destinationalberta.ca and the directory of services for Francophone newcomers to Alberta. These are thus investments that directly affect the French-speaking citizens of Alberta.[57]

The Fédération des francophones de la Colombie-Britannique (FFCB) acknowledged CIC's interdepartmental coordination work on Francophone immigration to the province:

In the community development sector, the immigration area addressed by the Roadmap coincides with an area targeted in the community's ODP [Overall Development Plan]. We want to meet the newcomer recruitment need identified in cooperation with the province, as well as newcomers' social, economic and community integration needs. There are a lot of newcomers because 35% of our Francophone population was born outside Canada.

The support of Citizenship and Immigration Canada enables joint action involving the province, the community and educational institutions, in particular the Conseil scolaire francophone, the Bureau des affaires francophones et francophiles at Simon Fraser University, the BAFF, the Collège Éducacentre and employers, thanks to the Société de développement économique de la Colombie-Britannique for immigrant recruitment and integration.[58]

The Assemblée communautaire fransaskoise (ACF) also acknowledged the substantial work accomplished on immigration through Roadmap funding:

For seven years now …, the ACF has been responsible for the intake and settlement of Francophone immigrants to Saskatchewan. However, it was not until 2008 that our community received funding, through Citizenship and Immigration Canada (CIC) and investments under the Roadmap, to support that effort. Today, the ACF is proud to say that it is the point of entry for Francophone immigration to Saskatchewan.[59]

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57   LANG, *Evidence*, 1st Session, 41st Parliament, November 3, 2011, 0850 [Dolorèse Nolette, President, Association canadienne-française de l'Alberta.]

58   LANG, *Evidence*, 1st Session, 41st Parliament, November 15, 2011, 0915 [Réal Roy, President, Fédération des francophones de la Colombie-Britannique].

59   Assemblée communautaire fransaskoise, "Roadmap 2008-2013: The Fransaskois Perspective. Promoting a promising future for the organizations and institutions of the Fransaskois community in the context of Canada's linguistic duality is a genuine commitment to the country as a whole." Brief. November 3, 2011, p. 8.

2.2 Support to Francophone Immigration in New Brunswick (Atlantic Canada Opportunities Agency)

The Atlantic Canada Opportunities Agency (ACOA) is responsible for the Roadmap's second Francophone immigration initiative. ACOA received $10 million to promote the settlement and retention of Francophone immigrants in New Brunswick. Specifically, this initiative resulted in 400 immigrants settling in various regions of the province.[60] The initiative is run in partnership with the Government of New Brunswick's Population Growth Division.

ACOA officials confirmed that there is ongoing dialogue with CIC through the national and regional committees. This cooperation helps align priorities and maximize resources. While CIC is focussing on southern New Brunswick, ACOA is active mostly in the northern part of the province:

> I will briefly add that there are two aspects to the coordination between ACOA and CIC. The first relates to promotion and recruitment. CIC is in charge of efforts relating to promotion and to recruiting Francophone immigrants. When there are events like Destination Canada, we certainly invite our partners to participate. We collaborate on strategy.

> As Mr. Sylvester said, when it comes to settlement services, including reception services, language training and community development in the host communities, CIC works closely with New Brunswick and ACOA on a tripartite regional committee. That is how we have been able to develop the services offered in the northern part of the province.[61]

ACOA was criticized for how long it was taking to implement the initiative for supporting Francophone immigration to New Brunswick. The Commissioner of Official Languages of Canada raised the issue in his 2009-2010 annual report.[62] During their appearance before the Committee, ACOA officials explained the main reasons for this delay: funding availability and the initiative's innovative nature:

> We are aware that Francophone immigration is a priority for Francophone communities in New Brunswick. Several factors have contributed to this delay. The first was the initial delay in allocating funds. As you know, the funds actually became available in May 2009. That delayed things considerably for New Brunswick and for us. The second factor we have to keep in mind is that we are talking about what are new initiatives for a whole

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60   LANG, *Evidence*, 1st Session, 41st Parliament, March 13, 2012, 0915 [Wade Aucoin, Acting Director General, Community Development, Atlantic Canada Opportunities Agency].

61   Ibid., 0920 [Yves Saint-Germain, Director, Information, Language and Community Program Policy, Citizenship and Immigration Canada].

62   Office of the Commissioner of Official Languages of Canada, *Beyond Obligations* Annual Report 2009-2010, Vol. I, p. 13.

group of communities in New Brunswick. So it took time to set up the advisory committees and resource centres, and to attract people to those centres.[63]

Steps were already taken by ACOA and the Government of New Brunswick to accelerate implementation of the initiative. The Committee is pleased that the Treasury Board Secretariat has pushed back the expiration of the initiative to March 2014 to allow for its full implementation.

3. Evidence and recommendations

3.1 Settlement services

Generally, Francophone minority communities told the Committee that support for settlement services should be increased. These services include intake, support and language training. Current resources limit their ability to provide services equal in quality to those provided in English, thereby hampering the OLMC's ability to reach their immigrant recruitment and integration targets.

The Assemblée communautaire fransaskoise (ACF) spoke about the Fransaskois community's efforts in terms of Francophone immigration despite a period of financial insecurity:

> Saskatchewan has a higher immigration rate. Immigrants are mainly non-Francophones and non-Anglophones — allophones, in other words — mainly from Francophone Africa and are not rights holders. All the programming that concerns them, in areas such as improved education, learning English or French-language development, is done out of the budgets of the Francophone school division, which has no money granted for that purpose. For example, the network's immigration coordinator alone probably costs $100,000 and the grants from the province do not reflect that work, which has to be done to ensure the education and academic success of those people.[64]

> In our province, we are very much involved with immigration. For example, we have just signed a collaboration agreement with Mauritius, which also includes the UN's International Organization for Migration. We have professional recruiters involved in this matter. The first recruits already have their bags packed. For the moment, we're talking about some 100 skilled workers who will be arriving in the coming months. Then there will probably be about 100 workers, or even more, in every subsequent year.

> We're doing very targeted recruitment. We aren't just recruiting workers; we are also recruiting their families. So if we hire a man from Mauritius as a level 4 mechanic, we also ensure that his wife — if he is married, of course — also has a job opportunity.

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63 LANG, *Evidence*, 1st Session, 41st Parliament, March 13, 2012, 0910 [Wade Aucoin, Acting Director General, Community Development, Atlantic Canada Opportunities Agency].

64 LANG, *Evidence*, 1st Session, 41st Parliament, November 3, 2011, 0915 [Paul Heppelle, President, Assemblée communautaire fransaskoise].

We are working directly and in cooperation with employers back home. They may be logistics companies, trucking companies, companies in the mining industry or the oil industry.

The ACF is now recognized as a port of entry to Saskatchewan as a whole for Francophone immigration. There is still a minor problem: although we have to cover the entire province, which is quite big, we are still funded on a project basis. It is therefore very difficult to determine what we could do next year, even though we are very sure about what we should do and about the measures that should be taken to do it.[65]

The Fédération des francophones de Terre-Neuve et du Labrador pointed out a major problem with recruitment and settlement services funding, particularly with respect to temporary residents:

There is currently something very paradoxical about the Roadmap. Citizenship and Immigration Canada provides our organization with funding for a settlement program. That program does not enable us to help temporary residents. That's paradoxical because people are in greatest need when they get off an airplane. It's not when they have obtained permanent resident status after one year — if they have done that quickly — that they are in greatest need of our services, but when they get off the airplane.

Right off the bat, we are unable to provide that service when they most need it, but, in addition, that same federal department gives us funding to recruit outside the country. We talked about Destination Canada. For years now, this has been a job fair in Europe that operates very well and that is of enormous assistance to us in recruiting Francophones for our communities who come with a job. We receive funding to recruit them, we recruit them, and once they have set foot on Canadian soil, we can no longer do anything for them; we are allowed to do that. We have to wait until they have a permanent visa, one year, a year and a half or two years later, before we can help them again, but they no longer need us at that point. If it's someone who is living with a family, we risk losing them. That person may turn to Anglophone institutions or schools because it's easier to do so. That's someone who will not as readily become a part of our communities.

The Roadmap has a role to play in helping us help Francophone newcomers from the moment they get off the plane.[66]

3.2 Immigrant women's services

The Alliance des femmes de la francophonie canadienne said that Francophone women immigrants also needed to be considered in the development and funding of settlement services:

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65   Ibid., 0925.

66   LANG, *Evidence*, 1st Session, 41st Parliament, April 24, 2012, 1030 [Gaël Corbineau, Director General, Fédération des francophones de Terre-Neuve et du Labrador].

In immigration, our member associations are very familiar with the isolation Francophone immigrant women experience when they arrive in predominantly English-speaking communities. Some of the associations provide specialized services to newcomers, be they individuals or families. Among other things, our members give them training, and they help them buy food, manage their mail, fill out forms, make long-distance calls, and so forth.[67]

Immigrant women particularly need to access employment services:

In economic development, eight member associations work with Francophone women from all ethnic communities to help them with their employability. They provide them with information and networking opportunities that will help them find their place in the job market. Our member associations have also been offering workshops, such as home-based child care management, to increase women's financial, political and economic literacy.[68]

The Committee believes that immigration remains a priority area to ensure the longevity and vitality of Francophone minority communities. The *2006-2011 Strategic Plan to Foster Immigration to Francophone Minority Communities* has expired. Consequently, the Committee recommends:

Recommendation 9

That Citizenship and Immigration Canada and the Citizenship and Immigration Canada — Francophone Minority Communities Steering Committee inform the Standing Committee on Official Languages of their progress toward developing a future strategic plan to promote immigration within Francophone minority communities.

3.3 Immigration challenges facing Quebec's Anglophone communities

The Quebec Community Groups Network (QCGN) told the Committee that Quebec's Anglophone communities did not benefit from immigrant recruitment and settlement initiatives to the same extent as did Francophone communities.[69] In its presentation to the Committee, Citizenship and Immigration Canada (CIC) pointed to the fact that the 1991 *Canada-Québec Accord Relating to Immigration and Temporary Admission of Aliens* placed limits on its involvement in Anglophone immigration to Quebec:

… There is indeed a distinction to be made between the approach we take for Quebec and the one we take for the other provinces and territories. That is all a result of the

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67   LANG, *Evidence*, 1st Session, 41st Parliament, December 6, 2011, 0845 [Louise-Hélène Villeneuve, President, Alliance des femmes de la francophonie canadienne].

68   Ibid.

69   LANG, *Evidence*, 1st Session, 41st Parliament, October 27, 2011, 0855 [Sylvia Martin-Laforge, Director General, Quebec Community Groups Network].

Canada-Quebec Accord, which gives the province exclusive authority over the selection of immigrants and over settlement services, except in respect of refugees. So there is a large piece that falls to the province under that accord. We have to honour the commitments made in that accord.[70]

At this time, CIC funds research into the ability of Quebec's Anglophone communities to recruit newcomers, including a statistical profile of immigrants settling in these communities.

… We have a good relationship with the Quebec Community Groups Network. I had an opportunity to meet with one of their representatives a few weeks ago to discuss options and the latitude we have for working with them. In money terms, it comes to $63,000 per year. Up to now, the focus has been on research projects. We help them to thoroughly analyze the Anglophone minority communities in Quebec, so as to know a little more about their composition and to identify measures they might use to attract immigrants or people. The investment relates mainly to research projects.[71]

The QCGN appreciates CIC's funding for research. That said, it would like to see a program to help renew the communities through immigration, particularly in regions outside Montréal:

While the English-speaking community has received a few thousand dollars from Citizenship and Immigration Canada for research, they remain reluctant to consider designing an ongoing initiative that will respond to the needs of renewal in our regions in Quebec.[72]

.According to the Commissioner of Official Languages of Canada: "[…] It would be important for English-speaking community organizations to obtain the resources they need to continue working on integrating newcomers and helping them realize their full potential in Quebec."[73]

The Committee affirms that CIC must take positive measures under Part VII of the *Official Languages Act* while also respecting the jurisdiction and powers of the provinces, in accordance with subsection 41(2) of the Act. Both these obligations are fully compatible. CIC believes that the Canada-Quebec accord on immigration and the *Official Languages Act* complement each other: "I think the two laws [sic] are complementary. The two laws

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70   LANG, *Evidence*, 1st Session, 41st Parliament, March 13, 2012, 0945 [Peter Sylvester, Associate Deputy Minister, Citizenship and Immigration Canada].

71   Ibid.

72   LANG, *Evidence*, 1st Session, 41st Parliament, October 27, 2011, 0855 [Sylvia Martin-Laforge, Director General, Quebec Community Groups Network].

73   Office of the Commissioner of Official Languages of Canada, *Two Official Languages, One Common Space,* Annual Report 2008-2009, 40th Anniversary of the *Official Languages Act*, 2009, p. 76.

can be administered together. We work under the accord and the *Official Languages Act.*"[74]

C. Community development

1. 2008-2013 Roadmap Investments: Initiatives and success stories

To support community development and the work of OLMC agencies and institutions, the Roadmap expanded two existing programs of the Department of Canadian Heritage: Intergovernmental cooperation and the Support for Official Language Minority Communities program.

1.1 Intergovernmental cooperation (Canadian Heritage)

By way of bilateral agreements, Canadian Heritage works with the provincial and territorial governments to deliver provincial, territorial and municipal services in the minority language. The federal government has been cooperating in this area for over 20 years, making it possible to deliver services to about 2 million Canadians from minority communities.[75]

This component of Canadian Heritage's Development of Official-Language Communities program has an annual budget of $16.8 million, of which $4.5 million comes from the Roadmap. Over the 5 years covered by the Roadmap, intergovernmental cooperation on minority language services will have received $84 million, of which $22.5 million comes from the Roadmap. It is worth noting that this $4.5 million increase began in 2003 under the *Action Plan for Official Languages*.

OLMC agencies and institutions play a leading role in delivering minority-language services at the provincial, territorial and municipal levels. This was expressed by the Association canadienne-française de l'Alberta (ACFA) :

> That's where we come in. We take over when the Albertan government does not feel it has to promote linguistic duality or to serve the public in both languages. We support all kinds of initiatives that should ultimately be provided by government institutions, whether they be provincial or municipal.[76]

> In many cases, we replace the organizations that don't provide services in French back home. We use every means at our disposal to do so. An organization that handles justice

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74   LANG, *Evidence*, 1st Session, 41st Parliament, March 13, 2012, 1035 [Peter Sylvester, Associate Deputy Minister, Citizenship and Immigration Canada].

75   Canadian Heritage, *Initiatives from the Roadmap for Canada's Linguistic Duality — Intergovernmental Co-operation*. Backgrounder, March 28, 2012.

76   LANG, *Evidence*, 1st Session, 41st Parliament, November 3, 2011, 0920 [Dolorèse Nolette, President, Association canadienne-française de l'Alberta.].

issues deals with a number of things, in addition to the access to justice program. Cuts at a department can have a cumulative impact, as you said. We are funded by Canadian Heritage, Citizenship and Immigration Canada and the province. If all those who fund an organization implement cuts, it goes without saying there will be a cumulative effect.[77]

The Intergovernmental Cooperation program led to a number of achievements. For instance, the Nova Scotia Office of Acadian Affairs produced a community marketing campaign, "Ça se brasse chu nous," to inform Acadians of the growing number of provincial government services available in French, encouraging them to use these services and to insist on being served in French.

In Saskatchewan, the program helped create the Centre de services virtuel, a single window that provides the community with access to government services and programs in French. The Assemblée communautaire fransaskoise (ACF) told the Committee that the Government of Saskatchewan's Francophone Affairs Branch (FAB) is funded in part by the Intergovernmental Cooperation program. As indicated by the ACF, the FAB is the access point for Government of Saskatchewan services in French. As well, the Roadmap funds the Government of Newfoundland and Labrador's Office of French Services.[78] It also funds Services TNO, a one-window Francophone service centre aggregating Government of the Northwest Territories (NWT) services and information, streamlining services for residents and facilitating access to public services in French.

Bilateral agreements also facilitate implementation of provincial and territorial language regimes, particularly in the NWT and Nunavut. The Fédération franco-ténoise told the Committee that the NWT Government and the Francophone community finalized an implementation plan for French-language communications and services. The NWT Government receives $1.9 million each year from Canadian Heritage to implement this plan.[79] The Association des francophones du Nunavut requested similar support from the federal government to implement the territorial official languages legislation planned for 2012.

In light of the foregoing, the Committee recommends:

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77   Ibid., 1010 [Denis Perreaux, Director General, Association canadienne-française de l'Alberta].

78   LANG, *Evidence*, 1st Session, 41st Parliament, April 24, 2012, 0900 [Jules Custodio, President, Fédération des francophones de Terre-Neuve et du Labrador].

79   Fédération franco-ténoise, Brief to the House of Commons Standing Committee on Official Languages, April 24, 2012, p. 4.

Recommendation 10

That the Government of Canada, in a future horizontal initiative for official languages, encourage the provinces and territories to provide concrete results and accountability mechanisms to refocus investments on the needs of official language minority communities.

1.2 Support for Official Language Minority Communities (Canadian Heritage)

Through the Support for Official Language Minority Communities initiative, Canadian Heritage supports close to 400 community organizations across the country in their work to promote the development and vitality of OLMC. Canadian Heritage supports a number of networks supporting the work of 131 cultural organizations, 24 youth organizations and 13 parents' organizations, about 100 community radio stations and newspapers in as many communities, organizing activities in over 100 other cultural and community centres across Canada, and hosting major cultural gatherings such as the World Acadian Congress and the event that took place at the Place de la Francophonie during the Vancouver Olympic and Paralympic Games. The Support for Official Language Minority Communities initiative received $193 million over 5 years, of which $22.5 million was from the Roadmap.

2. Evidence and recommendations

2.1 Investing in support for OLMC organizations and institutions

Regarding support for communities, the Fédération des communautés francophones et acadienne du Canada (FCFA) would have liked to see the Roadmap take a more balanced approach:

> The implementation of the Roadmap was undertaken by a well-coordinated and committed network working on behalf of Francophones. The Roadmap emphasized services to citizens, but it was the organizations and institutions in the communities that delivered the services.

> They did this without any significant strengthening of their capacity. However, it seems to us that the more you invest in the capacity of the service delivery agency, the greater yield you get from the investment in terms of effectiveness, results and client satisfaction. Hence it is important that the initiative following the Roadmap focus on service delivery and on strengthening this network of associations and organizations which, from one end of the country to the next, focus on the citizen and are best able to provide services at the least cost.[80]

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80   LANG, *Evidence*, 1st Session, 41st Parliament, May 1, 2012, 0845 [Marie-France Kenny, President, Fédération des communautés francophones et acadienne du Canada].

Support for OLMC organizations and institutions is a priority for community networks. The Association canadienne-française de l'Alberta (ACFA) believes that community vitality is due in large part to the efforts of community organizations and institutions:

> We have French-language schools, welcome and settlement centres, employment agencies and other services in French in Alberta because Francophone community agencies detected the needs and subsequently mobilized the resources, raised awareness and marketed those services.[81]

Canada is currently going through a difficult economic period, and major budget cuts have been announced. However, the fact remains that the federal government continues to have constitutional and legal obligations toward linguistic duality and the OLMC. The FCFA believes that the federal government needs to focus on OLMC organizations and institutions, and their community and institutional networks, in order to maintain minority language services:

> At a time of financial austerity requiring the responsible and efficient use of public funds, it is important to remember that organizations and institutions serving French-speaking citizens, like others who serve all kinds of different communities across the country, have been doing their share for several years now. They have found innovative ways to deal with increasingly restricted resources and have nonetheless succeeded in achieving tangible outcomes for those individuals and families that wish to live in French — these results are consistent with the government's commitment to support the development of official language minority communities.[82]

In the June 2011 Throne Speech, the federal government stated that "local communities are best placed to overcome their unique challenges, but government can help create the conditions for these communities — and the industries that sustain them — to succeed."[83] In the FCFA's opinion, creating these conditions involves a strategy of providing adequate funding to OLMC organizations, institutions and networks that deliver high-quality services on the government's behalf to the public in the language of their choice:

> … It must not be forgotten that delivering activities and services to individuals and communities efficiently at lower cost requires capacity-building within the organizations and institutions if they are to carry out these tasks. The resources currently available to

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81   LANG, *Evidence*, 1st Session, 41st Parliament, November 3, 2011, 0855 [Dolorèse Nolette, President, Association canadienne-française de l'Alberta].

82   Fédération des communautés francophones et acadienne du Canada (FCFA), "Relying on Francophone and Acadian community organizations and institutions to meet the Government of Canada's commitment." Brief to the House of Commons Standing Committee on Finance, August 11, 2011, p. 6.

83   Government of Canada, Speech from the Throne, June 3, 2011

them are clearly inadequate to properly meet growing demand for French language services and programs that can meet individual and community needs.[84]

The reduction or withdrawal of federal support could result in the dismantling of an entire network of organizations and institutions, forcing government agencies to find new strategies and partners. In a brief to the House of Commons Standing Committee on Finance, the FCFA spoke eloquently about the importance of enhancing investments in support of OLMC organizations and institutions:

> The additional funding that we are recommending, far from being unreasonable in a time of budget restraint, should instead be perceived as a strategic realignment of resources. Cutting funding for community organizations and institutions once again would make it impossible for them to deliver the services that its French-language citizens not only expect, but to which they are entitled. In many instances, this would require the government institutions to identify alternatives, because the government's commitment to individuals, families, communities and support for the development of official language minority communities remains.[85]

It is worth noting just how important are the networks that OLMC, in partnership with federal institutions, have developed in recent years. The FCFA believes that these networks help coordinate and share good practices for developing and implementing services. They address OLMC needs perfectly:

> How could it be otherwise? In a context in which the Francophone communities are often dispersed and remote, it is hard to see how they could ensure their development and access to French-language services of quality equal to that of the services enjoyed by the majority except by organizing themselves into networks and coordinating their activities based on specific issues and priorities.[86]

This partnership that has developed over time between the federal government and Francophone community organizations, institutions and networks is also in place for Quebec's Anglophone communities. Organizations such as the Townshippers' Association in the Eastern Townships have become beacons for the Anglophone communities they serve:

> We are the door that the English-speaking community knocks on. We are a reliable source of information and the go-to place for multiple services and resources. We work with the federal government to ensure that the English-speaking community in the townships has the best possible access to services, information, and representation.

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84 Fédération des communautés francophones et acadienne du Canada (FCFA), "Relying on Francophone and Acadian community organizations and institutions to meet the Government of Canada's commitment." Brief to the House of Commons Standing Committee on Finance, August 11, 2011, p. 4.

85 Ibid., p. 6.

86 LANG, *Evidence*, 1st Session, 41st Parliament, November 24, 2011, 0845 [Marie-France Kenny, President, Fédération des communautés francophones et acadienne du Canada].

We continue to find innovative and sustainable ways to mobilize and inform our community.[87]

During his appearance before the Committee, the Commissioner of Official Languages of Canada raised the issue of budget cuts and their impact on OLMC development and the ability of federal institutions to fulfill their obligations under Part VII of the *Official Languages Act*. The Commissioner believes that it is crucial for federal institutions to analyze the impact of these reductions on the vitality of OLMC:

> First, I don't expect official languages programs to be sheltered from the forthcoming budget cuts. However, the government needs to ensure that these programs do not suffer disproportionately. The spending cuts in 1995 had a major impact on the development of official language communities, to the point where twice the effort was required to recover from them after 2003.
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> In addition, to comply with their obligations under part VII of the Official Languages Act, the federal institutions will have to make sure they analyze the impact of the cuts they intend to make to their programs and services. As a result of the negative consequences for the vitality of the communities, they will have to find and take measures that can minimize those consequences.
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> Some official language communities are so fragile that major cuts in certain programs could seriously compromise their vitality.[88]

In order for the government and OLMC to fully leverage the investment of public funds, support for OLMC organizations, institutions and networks must be renewed:

> Our community organizations and institutions are attuned to the communities they serve and able to deliver services and programs at lower cost than if they were provided by government institutions or the private sector.[89]

In this regard, the Government of Canada pledged in the 2011 Throne Speech to create the conditions for supporting communities, a commitment in keeping with its legal responsibilities under Part VII of the *Official Languages Act*. In the *2012-2013 Economic Action Plan*, it reaffirmed its commitment to official languages.[90] In order for this

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87   LANG, *Evidence*, 1st Session, 41st Parliament, April 3, 2012, 0905 [Gerald Cutting, President, Townshippers' Association].

88   LANG, *Evidence*, 1st Session, 41st Parliament, March 15, 2012, 0850 [Graham Fraser, Commissioner, Office of the Commissioner of Official Languages of Canada].

89   Fédération des communautés francophones et acadienne du Canada, "Serving individuals, families and communities in Canada efficiently and cost-effectively. Relying on Francophone and Acadian community organizations and institutions to meet the Government of Canada's commitment". Brief to the Standing Committee on Finance, August 11, 2011, p. 2.

90   Government of Canada, *Jobs Growth and Long-Term Prosperity.* Economic Action Plan 2012, Ottawa, March 29, 2012, p. 175.

commitment to take shape, the Government of Canada must recognize that the organizations, institutions and networks built by the OLMC deliver not only federal, but also provincial, territorial and municipal government services. They are also actively involved in implementing Part VII of the *Official Languages Act*. In addition, the Committee observed that the community partners are committed to continuously delivering services and using resources in more effective, efficient and innovative ways. Consequently, the Committee recommends:

Recommendation 11

That the Government of Canada's future horizontal initiative for official languages support Anglophone and Francophone minority community organizations, institutions and networks and that it fund their capacities to deliver services of equal quality in the minority language.

2.2 Multi-year funding

Funding strategies and services planning are central concerns of OLMC organizations and institutions. In this respect, several groups told the Committee that the lack of multi-year funding hampered their operations and, by extension, their ability to serve their communities:

> Unfortunately, funding must be renewed from one year to the next. This means we have no guaranteed stability.[91]

> Allow me to add something a little more pragmatic. Here you have brought together organizations consisting of individuals who have excellent training, abilities and skills that they can make proper use of as a result of stable funding provided by the Roadmap.

> If we are required to advance on a project-by-project basis, we become preoccupied by the survival of our organization and cannot use our qualifications and expertise properly.[92]

The Black Community Resource Centre (BCRC) spoke about the impact of ad hoc funding on the human resources planning of community organizations and institutions. The inability to guarantee employment and provide employees with competitive salaries creates a climate of instability and leads to high staff turnover within the organization. This results in a substantial loss for the group, whose ability to develop programs, innovate and deliver services is considerably diminished:

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91   LANG, *Evidence*, 1st Session, 41st Parliament, November 29, 2011, 0850 [Collin Bourgeois, President, Réseau de développement économique et d'employabilité (RDÉE) Canada].

92   LANG, *Evidence*, 1st Session, 41st Parliament, November 22, 2011, 1030 [Josée Forest-Niesing, President, Fédération des associations de juristes d'expression française de common law inc.].

The lack of core funding also means that the development of non-profit human resources is retarded. We spend an enormous amount of time training volunteers and project staff. However, the payoff for organizations like BCRC is immediate but of limited duration, as we have to release them, particularly staff, when projects are terminated.

Concomitant with engaging staff for projects, their hourly wage is tied to project funding, yet they are implicated in the resolution of BCRC's long-term strategic areas. This knowledge transfer and expertise that we build up is sadly lost when this young staff is terminated or they transfer to higher-paying, more secure jobs. This is a waste of resources, human and financial, all the while slowing down our own internal capacity building.[93]

The BCRC also highlighted a problem that affects the design of certain programs. It would appear that funding rules are not sufficiently flexible to enhance and provide ongoing support to successful initiatives:

Another area of concern, and certainly one requiring a full review, is that OLMC are not rewarded for success. By this, I mean when we have identified and facilitated a successful program in the community, funding rules prohibit repeat funding. Even in our case, when a project has been evaluated as successful, the participant and stakeholder feedback is sometimes off the chart, but there is no chance that it will be funded again unless it is modified to fit within some criteria in another program. I've seen the results of failed projects treated much the same as successful projects, with little regard or interest in maintaining successful interventions in the community. Why? Because the success of projects is solely tied to the project's immediate results, which we meet, but not to the long-term overarching need to have sufficient funding in order to ameliorate social, cultural, and economic outcomes, or to fill a gap, or to enable communities to be sustainable, and this is a goal of BCRC.[94]

Such cases require a program review.

2.3 Increasing investments

In addition to multi-year funding, a number of witnesses argued for increasing the federal support provided to OLMC organizations, institutions and networks. The financial requirements of groups are in large part influenced by their success:

Although requests for our service have increased, our credibility rises and we accomplish solid, measurable, and sustainable results with the funding that is accorded to us, despite the fact that our reality is one of an aging, low income, scattered community with low levels of education. We can no longer rely on donations and membership fees to support all of our initiatives. Government funding is crucial to our existence. And I assure you of this: our existence is crucial in assuring the vitality of our community, granting us a voice, and forging for us a place within Quebec society.

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93   LANG, *Evidence*, 1st Session, 41st Parliament, December 6, 2011, 0910 [Dorothy Williams, Program Director, Black Community Resource Centre].

94   Ibid.

The federal government must continue to recognize the importance of developing programs that support official language minority communities, through both program funding and project funding that will allow us to continue our work and to maintain the momentum we have gained over the past years, and by supporting us in the continual development of relationships with our public and community partners through our well-established networks, while continuing to recognize the concrete and measurable results we have achieved.[95]

A few witnesses told the Committee that the core funding for building OLMC capacities was not indexed to the cost of living. According to the Société de l'Acadie du Nouveau-Brunswick, core funding has not been increased over the past 10 years:

… In 10 years, we had lost 30% of our revenue based on the inflation rate. We fought for multi-year funding in the 1990s. We thank the federal government for granting our request. However, we forgot to negotiate to ensure that funding was indexed to the cost of living, which would have prevented us from winding up 10 years later with 30% less revenue.[96]

This was echoed by the Fédération des francophones de Terre-Neuve et du Labrador:

… The fact that the community budget has not been increased for more than a decade, there has technically been a cutback since no allowance was made for inflation. We can estimate that our ability to take action has been cut by more than 30%.[97]

OLMC organizations, institutions and networks are able to help federal institutions fulfill their obligations under Part VII of the *Official Languages Act*. As service delivery partners, they must receive adequate support to provide high-quality services to minority communities. From the government's perspective, this is a return on investment, since the federal government has supported, and has even made it possible to create, a number of community organizations. In order to foster initiatives with a lasting impact on communities, federal support must be over multiple years. Funding must also be proportional to community needs. The comprehensive development plans and strategic plans of communities are tools for gauging the growing needs within OLMC and identifying priorities. They also guide federal government investment strategies. The Committee believes that building OLMC capacities requires planning and a strategic funding plan. It further notes that one viable option could be establishing a trust fund.

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95   LANG, *Evidence*, 1st Session, 41st Parliament, April 3, 2012, 0905 [Gerald Cutting, President, Townshippers' Association].

96   LANG, *Evidence*, 1st Session, 41st Parliament, November 29, 2011, 0910 [Jean-Marie Nadeau, President, Société de l'Acadie du Nouveau-Brunswick].

97   LANG, *Evidence*, 1st Session, 41st Parliament, April 24, 2012, 0925 [Gaël Corbineau, Director General, Fédération des francophones de Terre-Neuve et du Labrador].

2.4 Northern communities

In concluding this section on OLMC capacity building, the special situation of Francophone communities in the three territories deserves mentioning. The Fédération franco-ténoise asked that the high cost of living in the Far North be taken into account by federal institutions in providing support to Northern Francophone communities:

> In calculating the quantity of services delivered per dollar invested, we see that the Territories are clearly far behind the provinces with large urban centres. Not only do we have low numbers in absolute terms, but also our costs in terms of salaries, housing, transportation and energy are vastly higher. As a result, we believe that the principle of fairness and equal access needs to apply to the way Northerners are treated when setting parameters for government programs and evaluating the results achieved.[98]

For Francophone communities in the territories, special consideration should be given to community infrastructure needs. The cost of climate-appropriate materials and the cost of shipping them are much higher. Construction also requires long-term planning.

The Canadian Northern Economic Development Agency (CanNor) has been called upon to take a leadership role in the development of Francophone communities in the Far North. Through its commitments under Part VII of the *Official Languages Act* and involvement in the Roadmap, CanNor has begun significant work with Francophone communities, thereby positioning itself as a leading federal player in the development of Northern Francophone communities. Consequently, the Committee recommends:

Recommendation 12

That the Canadian Northern Economic Development Agency (CanNor) play a leadership role within the federal government in promoting official languages and the vitality of Francophone communities in Canada's Far North.

The Committee believes that it is important to consider the special circumstances of OLMC, regardless of where they are located in Canada. The Committee believes that federal institutions should come up with programs and investment strategies that are flexible and suited to the communities. The principles of equity and access should be factored into departmental programs and results evaluations.

D. Economic development

The 2008-2013 Roadmap includes two economic development components: language sector initiatives and the economic development of OLMC.

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98   Fédération franco-ténoise, Brief to the House of Commons Standing Committee on Official Languages, April 24, 2012, p. 4.

1. Language sector initiatives. 2008-2013 Roadmap Investments: Initiatives and success stories

1.1 Language sector promotion: Language Technologies Research Centre (National Research Council of Canada)

Two initiatives fall under promotion and development of Canada's language sector. First, the National Research Council of Canada (NRC)'s Language Technologies Research Centre received $10 million over 5 years from the Roadmap to develop automatic translation technology called PORTAGE and to create WebiText, a translation assistance tool.

NRC is a world leader in developing language technologies and a key figure in the development of Canada's language industry:

> The presence in Canada of a strong language industry is an essential factor in preserving Canada's linguistic duality. Clearly NRC's contributions to language technologies were a key solution to maintaining the competitiveness of the Canadian language industry.

> In conclusion, I would like to say that NRC is proud of its accomplishments in this initiative. Together with our partners, we have built a world-class team creating jobs and bringing value to the Canadian language industry by providing them with a global competitive edge.[99]

The Committee learned that language technologies developed by NRC are already in use, particularly by the Translation Bureau. As well, PORTAGE has won awards at international competitions and helped NRC sign international partnerships.

1.2 Language Industry Initiative (Translation Bureau, Public Works and Government Services Canada)

Second, there is the Language Industry Initiative of Public Works and Government Services Canada's (PWGSC) Translation Bureau. This initiative, part of the Bureau's Language Sector Enhancement Program, helps improve the language sector's capacity for promotion, workforce development and incorporation of language technologies. The Roadmap has provided $10 million over 5 years to this initiative. According to the Department, nine projects were implemented.

Apart from NRC and Translation Bureau officials, the other witnesses did not bring forward any recommendations regarding the above initiatives. However, the Committee believes that Canada ought to stand out in the area of language technologies on the world

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99   LANG, *Evidence*, 1st Session, 41st Parliament, March 8, 2012, 0850 [Danial Wayner, Vice-President, Frontier Science, National Research Council of Canada].

stage. To accomplish this, the Government of Canada must fund research that promotes and develops the language industry. Consequently, the Committee recommends:

Recommendation 13

That the Government of Canada, in a future horizontal initiative for official languages, support initiatives for developing language technologies and the industry so as to promote official languages and fully benefit from the economic benefits derived from Canada's linguistic duality.

2. Support for OLMC economic development: Initiatives and success stories

In his 2008-2009 annual report, the Commissioner of Official Languages of Canada shared his vision of community economic development:

> Official language minority communities have the infrastructure, resources and tools they need to implement sustainable community economic development and human resources development initiatives, which enable them to contribute to their vitality and to the economic growth of their region and province.[100]

The Roadmap helps accomplish this vision through two key initiatives: the Economic Development Initiative (EDI) and the Enabling Fund.

2.1 Economic Development Initiative

2.1.1 Industry Canada

The Economic Development Initiative (EDI), led by Industry Canada and the regional development agencies, highlights the economic benefits of linguistic duality and the vitality of OLMC. The EDI supports projects that foster entrepreneurship, innovation, diversification and partnership building. The Government of Canada provided $30.5 million through the Roadmap to implement it.

Although Industry Canada plays a coordinating role in the EDI, each economic development agency acts independently with respect to investments. Industry Canada believes this is a winning formula that capitalizes on the agencies' expertise and experience:

> I think that's, in part, the key to how the economic development initiative has turned out. Each of the agencies has an existing field staff network and infrastructure to deliver

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100   Office of the Commissioner of Official Languages of Canada, *Two Official Languages, One Common Space. Annual Report 2008-2009*, 40th anniversary of the *Official Languages Act*, 2009, p. 67.

economic development programming. They have then been brought in much closer contact with the official language minority communities in their own jurisdictions.[101]

Industry Canada received $10.6 million over 5 years for the EDI. It focuses on four key areas: an OLMC consultation process, a national research program to assess OLMC socio-economic conditions, the Northern Ontario regional economic development agency (FedNor) program delivery, and a summative evaluation. In this regard, FedNor is responsible for the EDI's Northern Ontario component. It received $4,450,000 from the Roadmap. Its work is focused on diversification and job creation and encourages sustainable, self-reliant communities in Northern Ontario. Although FedNor plays a role similar to that of the other regional development agencies, it is under the Industry Canada portfolio.[102]

2.1.2 Canadian Northern Economic Development Agency (CanNor)

The Canadian Northern Economic Development Agency (CanNor), created in August 2009, is the only federal institution with a mandate exclusively for the North and headquartered in the territories. As part of the Roadmap, CanNor received $400,000 to implement the EDI. CanNor leverages Roadmap funds and to date has contributed to 9 projects totalling $1,850,000: Carrefour Nunavut received $175,000 to plan and design a business incubator; the Conseil de développement économique des Territoires du Nord-Ouest received $453,000 to develop a territorial strategy for Francophone tourism, and the Association franco-yukonnaise received $122,550 for Francophone tourism capacity-building in Yukon.[103]

CanNor works with Northern Francophone communities through Table 867. This coordinating table helped develop a territorial economic development strategy for Francophone communities. Tourism was identified as a priority area.

2.1.3 Atlantic Canada Opportunities Agency (ACOA)

The Atlantic Canada Opportunities Agency (ACOA) is involved in implementing the EDI. As part of the Roadmap, ACOA received $6.2 million in funding, of which $500,000 was held for administrative costs related to EDI implementation. This funding enhances the Business Development Program and the Innovative Communities Fund, which is included in ACOA's regular programs. The Program focuses on three key areas: business development; community development; and policy, advocacy and coordination.

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101   LANG, *Evidence*, 1st Session, 41st Parliament, March 6, 2012, 0950 [Mitch Davies, Associate Assistant Deputy Minister, Regional Operations, Department of Industry].

102   Ibid., 0900.

103   LANG, *Evidence*, 1st Session, 41st Parliament, March 6, 2012, 0850 [Michel Robillard, Vice-President, Canadian Northern Economic Development Agency].

ACOA officials said that the $5.7 million from the Roadmap were allocated to non-commercial activities so as to support small and medium-sized businesses (SMBs). Specifically, that resulted in the funding of 34 projects, including Traduction NB Translation, a project to help SMBs cover the cost of translating their advertising material; translation of the Pays de la Sagouine's programming into English, and funding for two projects of the Commission du tourisme acadien du Canada atlantique to develop the Acadian experience concept in 5 Acadian tourist attractions in Atlantic Canada.

2.1.4 Economic Development Agency of Canada for Quebec Regions

The Economic Development Agency of Canada for Quebec Regions, which received $10.2 million over 5 years from the Roadmap, works to promote the long-term economic development of the regions of Quebec by paying special attention to those regions where slow economic growth is prevalent or opportunities for productive employment are inadequate.

In implementing the Roadmap and Part VII of the *Official Languages Act*, the Economic Development Agency of Canada for Quebec Regions works with Quebec's Anglophone communities to foster their integration into the Quebec economy. To accomplish this, the Agency developed a *Results-Based Action Plan* that features the following action categories: awareness, consultations, communications, coordination and liaison, funding and program delivery, and accountability. The Roadmap funding provided to Canada Economic Development for Quebec Regions went toward increasing investments into current activities in the Agency's regular programs. The Roadmap helped fund projects submitted by not-for-profit organizations and by businesses in the 24 regional county municipalities where Anglophones make up at least 5% of the total population. The Agency approved 9 new projects under the EDI totalling $2.6 million in support and an investment value of $9.3 million.

2.1.5 Federal Economic Development Agency for Southern Ontario (FedDev Ontario)

Created in August 2009, the Federal Economic Development Agency for Southern Ontario (FedDev Ontario) is mandated to deliver economic development tailored to the unique needs and priorities of workers, businesses and communities. FedDev Ontario received $4,450,000 over 5 years from the Roadmap, of which $500,000 are set aside for program administration. According to the Agency:

> To date, 30 projects across southern Ontario with a value of about $2.6 million have been approved and are either completed or in the process of being completed. This represents approximately 64% of the total announced budget for EDI.

> Projects range from the development of strategic plans, to marketing initiatives, to youth internships, to the new microcredit investment fund recently announced.

All of these projects are helping to meet the needs of the Francophone communities in southern Ontario.[104]

Last year, FedDev Ontario held consultations with Franco-Ontarian economic development agencies in a move to revive its program, which had attracted little interest. Of a total available budget of $4 million, appropriations totalling $1.4 million had remained unused. Since then, FedDev Ontario has been able to forge partnerships with the Fondation franco-ontarienne, the Réseau de développement économique et l'employabilité de l'Ontario (RDÉE Ontario) and the Assemblée de la francophonie de l'Ontario.[105]

The contribution agreement with the Fondation franco-ontarienne, in partnership with the credit unions, is used for creating a microcredit fund to provide loans to Francophone business owners in Southern Ontario. The fund will help about 300 new businesses over the next 7 years. The contribution agreement with the RDÉE Ontario will be used to hire four employees who will provide professional advice and training to SMBs in Francophone communities in Southern Ontario. The Agency estimates that 1,500 business owners will be reached through this initiative. As for the contribution agreement with the Assemblée de la francophonie de l'Ontario, it supports an internship program for young people in Southern Ontario, enabling 10 not-for-profit organizations and 6 businesses to hire trainees.

2.1.6 Western Economic Diversification Canada

Western Economic Diversification (WD) is the regional economic development agency active in Manitoba, Saskatchewan, Alberta and British Columbia. Under the Roadmap, WD received $3.2 million for EDI implementation.

WD developed a 2011-2016 action plan for implementing the *Official Languages Act* in order to incorporate the Act and the Roadmap into its regular activities. For its part, the EDI is implemented in partnership with the four Francophone economic development organizations (FEDOs) that have been members of WD's Western Canada Business Service Network since 2001. The Commissioner of Official Languages of Canada cited the FEDOs as a best practice and recommended that the other federal agencies look closely at this model.[106]

WD is involved in a number of areas, including youth employability in rural OLMC and economic development in bilingual municipalities. It also works to equip Francophone business owners to access capital, training and information for launching or developing

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104   LANG, *Evidence*, 1st Session, 41st Parliament, March 27, 2012, 0900 [Jeff Moore, Vice-President, Policy, Partnerships and Performance Management, Federal Economic Development Agency for Southern Ontario].

105   Ibid.

106   LANG, *Evidence*, 1st Session, 41st Parliament, March 8, 2012, 0905 [Daniel Watson, Deputy Minister, Western Economic Diversification Canada].

their businesses. These business owners benefit from visibility and networking opportunities during international business forums. Western Francophone communities, like those in the territories, are involved in tourism projects.

2.2 Enabling Fund for OLMC (Human Resources and Skills Development Canada)

Along the lines of economic development, the Roadmap contributes to the Enabling Fund for OLMC. This 5-year $69 million fund is within the Human Resources and Skills Development Canada (HRSDC) portfolio.

According to HRSDC officials, the Enabling Fund supported the operations and activities of 14 national, provincial and territorial not-for-profit organizations, including the Réseau de développement économique et d'employabilité Canada (RDÉE Canada), 12 provincial and territorial RDÉEs, and the Community Economic Development and Employability Corporation (CEDEC) representing the interests of Quebec's Anglophone communities.

HRSDC builds on the capacity of these economic development and employability networks to forge partnerships with the private, public and not-for-profit sectors:

> The RDÉE and CEDEC networks create hubs for community-based partnerships. They support an integrated approach to local economic and human resources development, and they have undertaken innovative projects that respond to local needs.[107]

CEDEC told the Committee that the Roadmap provides leverage:

> Since 2008, CEDEC has leveraged over $7 million in direct investment in community-based economic development initiatives. These funds are generated by partners, thanks to the $2.7 million per year received from HRSDC's Enabling Fund, an important component of the Roadmap. During the last fiscal year alone, CEDEC has leveraged directly $2.9 million, or $1.07 for every dollar contributed by the Enabling Fund.[108]

3. Evidence and recommendations

The Roadmap investments for implementing the Economic Development Initiative (EDI) and the Enabling Fund were generally appreciated by the OLMC. The Assemblée de

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107 LANG, *Evidence*, 1st Session, 41st Parliament, March 1, 2012, 0845 [David McGovern, Senior Assistant Deputy Minister, Strategic Policy and Research Branch, Department of Human Resources and Skills Development Canada].

108 LANG, *Evidence*, 1st Session, 41st Parliament, April 26, 2012, 0900 [John Buck, Executive Director, Community Economic Development and Employability Corporation].

la francophonie de l'Ontario spoke about the progress on economic development made possible by the Enabling Fund:

> Economic development was one of the areas for action under the Roadmap. In Ontario, we note the contributions by the RDÉE, which has had access to the Enabling Fund for Official Language Minority Communities of the Department of Human Resources and Skills Development. That funding permits sustainable economic development and the full-fledged participation of our fellow Francophone citizens.[109]

The Community Economic Development and Employability Corporation (CEDEC) also highlighted the Roadmap's benefits for Quebec's Anglophone communities:

> The Roadmap has contributed enormously to our community's vitality and has enabled CEDEC to play a critical role, optimizing the economic potential of English-speaking communities in Quebec and seizing opportunities for job creation and economic growth.[110]

3.1 For ongoing support

As with any area of government involvement, the witnesses reminded the Committee about the importance of ongoing federal support for promoting OLMC economic development. According to RDÉE Canada:

> The funding paid by our main funding agency unfortunately does not enable all our provincial and territorial RDÉEs to provide services and support to start-ups or even existing businesses for economic capacity development or to industries or economic sectors. Its objective is to build community capacity in the human resources development sector, in other words employability, which covers only part of the sectors we have to support.[111]

CEDEC also raised the importance of ongoing support to forging partnerships and developing sustainable initiatives:

> Community economic development is a long-term process that requires effective planning supported by sustained financial commitments from the federal government. This is essential if we are to establish meaningful partnerships that generate tangible results for our communities.[112]

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109 LANG, *Evidence*, 1st Session, 41st Parliament, November 17, 2011, 0900 [Denis Vaillancourt, President, Assemblée de la francophonie de l'Ontario].

110 LANG, *Evidence*, 1st Session, 41st Parliament, April 26, 2012, 0900 [John Buck, Executive Director, Community Economic Development and Employability Corporation].

111 LANG, *Evidence*, 1st Session, 41st Parliament, November 29, 2011, 0850 [Collin Bourgeois, President, Réseau de développement économique et d'employabilité (RDÉE) Canada].

112 LANG, *Evidence*, 1st Session, 41st Parliament, April 26, 2012, 0905 [John Buck, Executive Director, Community Economic Development and Employability Corporation].

Regarding economic development, the Committee focused on two key areas: access to minority-language employment services, and the cooperative model as an excellent approach to OLMC economic development.

3.2 Employability and access to employment services in the language of one's choice

Employability, which refers to a person's ability to gain and maintain employment, is a major factor in OLMC economic development, since it has a direct impact on community vitality. The inability of young graduates to find employment in their communities or regions undermines OLMC vitality. This is a concern, particularly for OLMC outside large urban centres.

The following section addresses the employability problems facing English-speaking Quebeckers, as well as problems that minority Anglophone and Francophone communities face in accessing employment services in their language.

In its report *The Vitality of Quebec's English-Speaking Communities: From Myth to Reality,* the Standing Senate Committee on Official Languages acknowledged that the economic vitality of Quebec's English-speaking communities depends on a number of factors, including the availability of well-paid jobs, business start-up services, and opportunities for developing language and vocational skills.

Statistics Canada studies confirm that Quebec Anglophones are facing an employability problem. They are underrepresented in the federal and provincial public service, two outstanding employers for young graduates. They are then forced to move to other provinces. Without question, this young "brain drain" has a major impact on the vitality of their home communities.[113] On this point, the Economic Development Agency of Canada for Quebec Regions told the Committee that they were committed to taking the necessary action to increase Anglophone representation and improve their performance under Part VI of the *Official Languages Act*. The Committee is pleased to see this commitment.

Youth Employment Services (YES Montreal) summed up in three points the problem with access to English-language employment services in Quebec. In 1997, the federal government signed an agreement[114] with the Government of Quebec under which it transferred employment responsibilities to the province. The Youth Employment Strategy is the only program still under federal responsibility. However, the federal government did not evaluate the impact of such a transfer on Anglophone communities. Consequently, the

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113   LANG, *Evidence*, 1st Session, 41st Parliament, February 28, 2012, 0910 [Jean-Pierre Corbeil, Chief Specialist, Language Statistics Section, Statistics Canada].

114   *Canada-Quebec Labour Market Agreement (Implementation)*, April 21, 1997.

agreement did not contain language clauses guaranteeing that services would be delivered in the minority language.

The situation is similar for Francophones. The Fédération des francophones de la Colombie-Britannique (FFCB) explains the situation this way:

> It is essential that we inform the members of the standing committee that the federal government must rectify the situation regarding funding transfers to the provincial government. The situation prevailing in British Columbia following the transfer of employment programs has not enabled Francophone organizations receiving services to continue offering the services that have been available for more than 10 years thanks to the federal government.

> The language clauses included in the agreements entered into between the federal and provincial governments must include accountability mechanisms that are binding on both levels of government and that are developed in cooperation with the community. We would like the federal government to renew the Roadmap, while implementing mechanisms that enable the communities to access the programs that are managed at the national level.[115]

In Quebec, this lack of planning resulted in the inadequate availability and funding of English-language services. Current resources are inadequate to meet the growing demand for employment services in Quebec's Anglophone community. According to YES Montreal, the number of clients has grown from 500 in 1995 to 4,400 in 2011.[116] Furthermore, the agency serves over 1,000 clients at its centre, but Emploi-Québec provides only enough funding for 380 users.[117]

According to YES Montreal, this lack of resources has consequences for the future of communities:

> The job market, especially for the individuals that our organizations serve, is not improving and the cases we are all seeing have become more complex. In addition we are seeing more people who are experiencing mental health problems as a result of the stress associated with unemployment.[118]

As mentioned earlier, the lack of resources is being felt even more acutely outside of Montréal. The Economic Development Agency of Canada for Quebec Regions told the

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115   LANG, *Evidence*, 1st Session, 41st Parliament, November 15, 2011, 0920 [Réal Roy, President, Fédération des francophones de la Colombie-Britannique].

116   Youth Employment Services (YES Montreal), Brief Presented to the House of Commons Standing Committee on Official Languages, April 5, 2012, p. 1.

117   LANG, *Evidence*, 1st Session, 41st Parliament, April 5, 2012, 0855 [Iris Unger, Executive Director, Youth Employment Services].

118   Youth Employment Services (YES Montreal), Brief Presented to the House of Commons Standing Committee on Official Languages, April 5, 2012, p. 2.

Committee that it supports a long-term Youth Employment Services strategy to ensure adequate services in English in the regions of Quebec.[119]

The second problem noted by YES Montreal concerns the rapidly growing number of centralized government and para-government service agencies. They provide hardly any services in English unless they are in a region with a critical mass of Anglophones. As well, their growing numbers are changing how funding is allocated:

> Much of the funding that once went to community organizations is now being funnelled through these Para-government organizations in spite of the fact that many of these organizations, including Emploi-Quebec, refer clients to our already overburdened services.[120]

This situation could ultimately mean the end of community agencies providing employment services. According to YES Montreal, this is a worst-case scenario, since community agencies take a holistic approach to employability:

> They help new immigrants integrate into the community. They help retain youth and they provide support so that families with handicapped children can remain in Quebec.[121]

The Committee is disappointed that the Government of Canada failed to insert clauses protecting OLMC language rights into agreements when transferring its employment responsibilities to the provinces and territories. The government must develop mechanisms allowing it to evaluate the impact of such decisions on OLMC rights and vitality. The Committee is pleased to learn that certain federal institutions such as the FedDev Ontario use a filter, a tool that assesses the impact on OLMC of creating and cancelling projects. The federal government should develop similar mechanisms and ensure that they are systematically used.

YES Montreal acknowledged the Roadmap's contribution and the work of the Economic Development Agency of Canada for Quebec Regions, Canadian Heritage and Human Resources and Skills Development Canada in expanding English-language employment services in Quebec. To assist Francophones, Industry Canada and the economic development agencies have developed trainee programs to promote youth employability.[122]

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119   Ibid., p. 3.

120   Ibid., p. 2.

121   Ibid., p. 2.

122   LANG, *Evidence*, 1st Session, 41st Parliament, March 6, 2012, 0935 [Mitch Davies, Associate Assistant Deputy Minister, Regional Operations, Department of Industry].

Being able to access employment services in one's language of choice is a major factor in OLMC economic and community development. A future horizontal official languages initiative could help build capacity and expand the availability of minority-language employment services. Consequently, the Committee recommends:

Recommendation 14

That the Government of Canada, in a future horizontal initiative for official languages, provide the necessary support to official language minority community networks and organizations that deliver employment services and that special attention be paid to the needs of regional communities, youth and seniors.

3.3 Seniors, employability and economic development

In the 2008-2013 Roadmap, health care was the only area to receive funding specifically geared to seniors. While health care is a priority, seniors have other concerns as well. As explained by the Quebec Community Groups Network (QCGN), "For our generation, we don't need just health services; we want access to second jobs […]."[123]

The fact that young retirees and seniors are returning to the labour market provides clear evidence that Canada's labour market is changing:

> Since our population is aging, we will start to see shortages in the labour force starting in 2013. Immigration is one solution, but we think measures should be put in place to enable seniors, retirees and older workers to continue working or to return to the labour market.[124]

The Fédération des aînées et des aînés francophones du Canada (FAAFC) provided an interesting profile of young retirees and seniors looking to return to the labour market. After leaving the labour market for two or three years, some young retirees want to come back part time. Many of them held the same job for years. Consequently, they are less familiar with the ins and outs of looking for work. As a result, they need support services, possibly in the form of mentoring. It is interesting that quite a few of them are looking for a different kind of job than what they used to do. This means that their successful return to the labour market depends in large part on the "transferability of skills."[125] As for employers, they need be made aware of the issue to remove biases against seniors seeking employment.

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123 LANG, *Evidence*, 1st Session, 41st Parliament, October 27, 2011, 0930 [Sylvia Martin-Laforge, Director General, Quebec Community Groups Network].

124 LANG, *Evidence*, 1st Session, 41st Parliament, December 6, 2011, 0905 [Jean-Luc Racine, Director General, Fédération des aînées et aînés francophones du Canada].

125 Ibid., 0930

In addition to access to employment, seniors also want to be actively involved in their community's development. This can be seen for example in the emergence of tourism networks for seniors. These networks allow seniors from different regions to travel more easily and to form bonds as part of exchanges. This type of project helps forge partnerships with private businesses.

Seniors expect to be able to access a full range of services in the official language of their choice. This makes it important to take a horizontal approach to organizing and delivering seniors' services. Access to information on the services available to seniors was one issue raised by the Quebec Community Groups Network (QCGN):

> They [seniors] want to know how to access, in their language, information about services. While government officials look for programs and services, seniors want to know where to go—and not only seniors, but caregivers. There is a big concern that they cannot understand well enough or get services because they don't know where they are.[126]

The QCGN and its partners are working on building a seniors' network[127] to allow the various stakeholders to identify the priorities and needs of Anglophone seniors and to develop a strategy for coordinating service delivery.[128]

The Committee believes that seniors and retirees can play a critical role in OLMC socio-economic development. The Committee points to the Human Resources and Skills Development Canada's (HRSDC) New Horizons for Seniors Program, which enables a wide range of organizations to develop various initiatives that meet the changing needs of communities. A future Government of Canada horizontal official languages initiative could build on the work that has been done in this area.

3.4 The cooperative model and the economic development of official language minority communities

According to the Conseil canadien de la coopération et de la mutualité (CCCM), the cooperative model played an essential role in integrating OLMC into Canadian economic life:

> Cooperative development is a serious, effective, transparent and democratic business model. [...] The strength of the cooperative model has been proven. An analysis of the survival rate of cooperatives conducted by the Quebec Ministry of Economic Development, Innovation and Export in 2008 showed that cooperatives have a much longer lifespan than private Quebec businesses. Four in 10 cooperatives have been in

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126   LANG, *Evidence*, 1st Session, 41st Parliament, October 27, 2011, 1010 [Sylvia Martin-Laforge, Director General, Quebec Community Groups Network].

127   Ibid., 0910.

128   Ibid., 1000.

business for more than a decade, compared to two in 10 for all Quebec businesses. […] [This] model [...] can be adapted to all sectors of activity and businesses of all sizes.[129]

According to the CCCM, this is an interesting model since it promotes the creation of new businesses and suggests innovative solutions:

In addition, the Canadian government is currently making a significant effort to strengthen the Canadian economy and permit the creation of new businesses. In the circumstances, it could choose to cooperate closely with the cooperative movement to develop innovative and sustainable solutions.[130]

The Société de l'Acadie du Nouveau-Brunswick confirmed that cooperatives have been successful in the Atlantic communities:

… New worker cooperatives are emerging. We have success stories. For example, the Lamèque fishing cooperative is one of the biggest cooperatives. A cooperative fish plant is a success story. The Fédération des caisses populaires acadiennes has 200,000 members out of a population of 240,000 inhabitants. That represents a penetration rate of approximately 75%. I believe that's undeniable.[131]

Franco-Nunavuteers, for their part, founded the Conseil de la coopération du Nunavut in 2009. This organization promotes sustainable development and social entrepreneurship in harmony with Northern cultures and communities, while at the same time promoting the interests of Nunavut's Francophone community.[132]

The cooperative model is well-established and fosters economic development and job creation in OLMC. Consequently, the Committee recommends:

Recommendation 15

That the Government of Canada, as part of a future horizontal initiative for official languages, incorporate the cooperative model into its socio-economic development strategies for official language minority communities.

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129 LANG, *Evidence*, 1st Session, 41st Parliament, November 29, 2011, 0845 [Marthe Hamelin, President, Conseil canadien de la coopération et de la mutualité].

130 Ibid.

131 Ibid., 0925 [Jean-Marie Nadeau, President, Société de l'Acadie du Nouveau-Brunswick].

132 Association des francophones du Nunavut, Brief to the House of Commons Standing Committee on Official Languages, April 24, 2012, p.3.

E. Minority-language Education: Establishing a continuum

The key idea emerging from the evidence gathered in Committee is that minority-language education should be viewed as a continuum ranging from early childhood to postsecondary education. Despite the fact that section 23 of the *Canadian Charter of Rights and Freedoms* (the Charter) guarantees minority-language education rights at only the primary and secondary levels, many stakeholders believe that the case law expands the scope of section 23 to include early childhood, literacy and postsecondary education and that this continuum must be consistent with the notion of education of quality equal to that of education provided to the majority.

In 2009, the Commissioner of Official Languages of Canada outlined a vision of education consistent in all respects with the above statement:

> Not only do English- and French-speaking children and students in minority communities have the opportunity to learn in their language, starting in early childhood, in institutions governed by their communities, but the instruction they receive is also of a quality equal to that in majority communities' institutions.[133]

1. Early childhood

1.1 2008-2013 Roadmap Investments: Initiatives and success stories

Early childhood[134] is represented in the Roadmap as a sector deemed essential to the vitality of OLMC. Human Resources and Skills Development Canada (HRSDC) was granted $4 million for the Strengthening Non-Governmental Organization Capacity for Early Childhood Development program. According to HRSDC, that funding is being used to promote the linguistic and cultural aspects of early childhood development while strengthening and improving access to programs and services in OLMC. The initiative also acknowledges the important role that community organizations play in establishing networks and partnerships with parents' organizations and educational institutions to support early childhood development in communities:

> The funding is used to support the Commission nationale des parents francophones, which includes obtaining a consensus on a vision for early childhood development in official language minority communities and preparing a harmonized national action plan, including the development and transfer of educational tools and products for children and families such as video clips, a guidebook and resources for professionals.

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133 Office of the Commissioner of Official Languages of Canada: *Two Official Languages, One Common Space:* Annual Report 2008-2009, 40th anniversary of the *Official Languages Act*, 2009, p. 62.

134 "Early childhood" refers to children under six years of age who have not yet started primary school.

The work of the Commission nationale des parents francophones and its partners has helped to strengthen and improve access to programs and services in official language minority communities. It has worked to create a strong network where partners can work shoulder to shoulder to sustain and evolve the vision for early childhood development among communities and their stakeholders.[135]

The second Roadmap project for early childhood, the Child Care Pilot Project, focuses on research. With a budget of $13.5 million, it is designed to generate new knowledge on the impact of a French-language preschool program on children's linguistic and cultural development and on the learning readiness of young children living in Francophone minority communities. According to HRSDC, the results will be used to inform parents, service providers and communities about the design and delivery of early childhood development services and about ways to preserve the French language and Francophone culture.[136]

It is important to emphasize that the Roadmap's early childhood initiatives targeted Francophone minority communities. According to the Quebec Community Groups Network (QCGN), Quebec's Anglophone communities have not benefited from those investments:

> We have received nothing from the child care project, as I have mentioned, and we don't have a youth community sector group and therefore are unable to take advantage of the youth initiatives program.[137]

The QCGN noted that it was important to pursue research on the development of preschool children in bilingual environments, particularly their identity development:

> We don't know a lot about early childhood services. There's work being done in our school boards around early childhood services, but we need more research around what it means to be a little person in a bilingual context, research around attachment and identity and how that attachment could continue throughout their formative years, how it could contribute to the vitality of the community. We don't have a lot of knowledge.[138]

Research on early childhood in a minority setting in Quebec could assist the federal and provincial governments and communities in designing a model that meets all the objectives of Quebec Anglophones.

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135   LANG, *Evidence*, 1st Session, 41st Parliament, March 1, 2012, 0850 [David McGovern, Senior Assistant Deputy Minister, Strategic Policy and Research Branch, Department of Human Resources and Skills Development Canada].

136   Ibid.

137   LANG, *Evidence*, 1st Session, 41st Parliament, October 27, 2011, 0855 [Sylvia Martin-Laforge, Director General, Quebec Community Groups Network].

138   Ibid., 0920.

1.2 Evidence and recommendations

1.2.1 Early childhood as the basis of the education continuum

Witnesses described early childhood as a crucial stage in life, particularly with regard to language and identity development in children. The 2010 study by Rodrigue Landry titled *Là où le nombre le justifie V: petite enfance et autonomie culturelle* demonstrates the importance of early childhood as a determining stage for children from OLMC in learning and retaining the French language and identifying with the Francophone community.

The Commission nationale des parents francophones (CNPF) supports those findings:

> The research shows that, if we want people to be perfectly bilingual, they have to progress in French for as long as possible. With regard to early childhood, you have to start with the parents because we know that 63% of our parents in Ontario belong to exogamous families.[139]

The Fédération nationale des conseils scolaires francophones shares that view:

[TRANSLATION]

> Early childhood is a pillar of the minority Francophone education system supporting the vitality of French-language schools and, consequently, the continued existence of the Francophone and Acadian communities of Canada.[140]

The Commissioner of Official Languages of Canada has also stated his view on the place of early childhood in a comprehensive vision of education:

> A comprehensive vision of education should include early childhood in order to allow children to start their learning at an earlier stage and to do so in a more coherent manner from the outset, in a system where they are likely to progress instead of having to adapt.[141]

Stakeholders from the community sector told the Committee that French-language early childhood services suffer from a systematic shortage of resources. Several witnesses said that child care centres, early childhood centres and existing family and childhood

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139   LANG, *Evidence*, 1st Session, 41st Parliament, December 1, 2011, 1010 [Ghislaine Pilon, President, Commission nationale des parents francophones].

140   Fédération nationale des conseils scolaires Francophones, *L'école de Raphaël. Sommaire du Bilan des démarches et des réalisations du plan d'action — Article 23*, September 2011, p. 2.

141   Office of the Commissioner of Official Languages of Canada: *Two Official Languages, One Common Space:* Annual Report 2008-2009, 40th anniversary of the *Official Languages Act*, 2009, p. 66.

centres cannot meet the rising demand for early childhood services in French. That is particularly the case in Saskatchewan:

> [TRANSLATION]
>
> However, the community cannot adequately meet this demand. For example, there are waiting lists for existing child care services. This, incidentally, is consistent with the demographic growth and strong economy in Saskatchewan. Many Francophone communities have also requested new child care services and are still waiting for answers as to whether a service will be introduced.
>
> On June 30, 2010, 108 children were on a day care waiting list. On June 30, 2011, 227 were waiting for services in Regina, Saskatoon and Moose Jaw. Unfortunately, there is a risk that parents will turn to services outside the Francophone community. Four school communities (Prince Albert, Bellevue, Bellegarde and Vonda) requested new child care services in the year ending on March 31, 2010, with a potential for 91 new spaces. Those communities are still waiting to hear whether this undeniable need will be met.
>
> This past March, the APF [Association des parents fransaskois] received an official request from parents in Moose Jaw that a Centre d'appui à la famille et à l'enfance (CAFE) be established. A CAFE pilot project was introduced in Lloydminster last April. However, without basic operating funding, these projects cannot continue. As a result, Francophone citizens/parents are not receiving all the services crucially important to ensuring the development of the next generation of Francophones, the future students of the Fransaskois schools. The APF's efforts, in cooperation with its many partners, to ensure the supply of high-quality early childhood and family services have come to a decisive turning point.
>
> It is important to note that the current early childhood infrastructure network consists of 6 education centres (4 new centres have been requested), 12 junior kindergartens and 10 play groups, as well as 3 CAFEs with 2 satellite services. Note that a large percentage of the available access to this infrastructure has been made possible through investments in kind or one-time financial partnerships. Funding for the CAFEs will make it possible for APF to take in and assist our families, starting at the early childhood stage to ensure a gentle transition to the Francophone education system and to continue contributing to the development of the Fransaskois community.[142]

In Canada's Far North, the shortage of early childhood resources is made worse by the high cost of day care services. This has an impact on the ability of parents of young children to return to the labour market after their children are born and, ultimately, on the community's vitality:

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142   L'Assemblée communautaire fransaskoise, "Roadmap 2008-2013: The Fransaskois Perspective. Promoting a promising future for the organizations and institutions of the Fransaskois community in the context of Canada's linguistic duality is a genuine commitment to the country as a whole". Brief. November 3, 2011, p. 10.

This can be explained by a number of reasons, but in our view, there is one that is more critical than all the others: early childhood services. In Yellowknife, childcare costs $700 a month; in Inuvik, $850. Long waiting lists for daycare spots are not helping matters, making it difficult for young mothers to return to the workforce, thereby reducing business productivity and hampering economic development. A number of young families are leaving the NWT, which ultimately reduces the country's ability to populate its remote regions and maintain its sovereignty.[143]

1.2.2 Early childhood and school recruitment

This problem is part of the broader issue of keeping rights holders in primary and secondary schools in minority communities. Child care centres and early childhood and family centres are veritable nurseries that feed Francophone minority schools:

When the school in St. John's opened in 2005, there were 35 students. In September, there will be 150. In 2015, we already know that we will have more than 250 students. Our school enrolment is undergoing explosive growth of 15% to 20% a year, partly because early childhood services are rounding out the continuum from child care to pre-kindergarten. As a result, we are taking care of children in French until they start school.

That is why early childhood services are important. We have to keep them in our Francophone system.[144]

The lack of space in these institutions impedes the development of Francophone school systems, leads to low enrolment in French-language schools and has an undeniable impact on the vitality and continued existence of Francophone minority communities:

Here in the communities, the family is a microcosm of society and a reflection of the community. When people become parents, it has to be possible to offer them this Francophone community and access to that community. However, we see that 50% of children are already assimilated by the age of four. As services have not been offered, they have not been able to use them. Choice is already a determinant. Only 50% of our Francophones attend our schools.[145]

Early childhood is a key factor in school recruitment in minority communities. Rodrigue Landry, then-Director General of the Canadian Institute for Research on Linguistic Minorities, sent the Committee a brief titled *La petite enfance et le recrutement scolaire : une problématique négligée par la Feuille de route* in which he outlined the issue of recruitment in minority schools. It appears that a minority of exogamous couples are

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143   Fédération franco-ténoise, Brief to the House of Commons Standing Committee on Official Languages, April 2012, p. 3.

144   LANG, *Evidence*, 1st Session, 41st Parliament, April 24, 2012, 0930 [Gaël Corbineau, Director General, Fédération des francophones de Terre-Neuve et du Labrador].

145   LANG, *Evidence*, 1st Session, 41st Parliament, December 1, 2011, 1020 [Adèle David, Director, Commission nationale des parents francophones].

"well informed on the conditions favouring their children's bilingualism and the transmission of a dual cultural heritage."[146] According to Mr. Landry, it is imperative that the Government of Canada show leadership in this matter. He suggests a tripartite action plan on recruitment that would include a major national awareness campaign directed at parent rights holders, informing them about the conditions favouring their children's bilingualism and their language rights under section 23 of the Charter.[147] He also proposes that governments provide support for early childhood services (e.g. child care centres and early childhood centres), which assist exogamous parents in socializing their children in French.[148] Finally, he suggests that an intake structure be established in French-language child care centres and schools and be open to a diverse clientele, one that is increasingly exogamous and multicultural.[149]

The Canadian Teachers' Federation (CTF) also expressed support for a strategy whereby early childhood would be perceived as a pillar of school recruitment and in which room would be made for intake measures for immigrant parents and children.[150]

1.2.3 Toward an integrated services model: Family and childhood support centres

With regard to the offer of services, the Commission nationale des parents francophones (CNPF), which sponsors the Table nationale sur le développement de l a petite enfance, told the Committee that it is important to adopt an integrated services model:

> We would like them to be multisectoral. We don't just want child care services; we want more than that. We would like our health services, literacy services for parents and maternity services, for example, to be attached to a Francophone community that would be near the school…[151]

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146 Rodrigue Landry, "La petite enfance et le recrutement scolaire: une problématique négligée par la Feuille de route", Brief to the House of Commons Standing Committee on Official Languages, December 15, 2011, p. 7.

147 Ibid., p. 9.

148 Ibid.

149 Ibid.

150 LANG, *Evidence*, 1st Session, 41st Parliament, March 29, 2012, 0900 [Paul Taillefer, President, Canadian Teachers' Federation].

151 LANG, *Evidence*, 1st Session, 41st Parliament, December 1, 2011, 1010 [Ghislaine Pilon, President, Commission nationale des parents francophones].

To be able to offer a broad range of services, the CNPF and the CTF recommend establishing family and childhood support centres.[152] The centres should be integrated into primary schools or located nearby in order to be effective and fulfill their role.

The Committee believes that the Government of Canada's future official languages initiative should give priority to early childhood. Efforts have been made under the Roadmap to provide early childhood solutions. However, in his 2008-2009 Annual Report the Commissioner of Official Languages of Canada offered the following comment on the Roadmap's early childhood investments:

> The fact that the federal government did not use the launch of the Roadmap 2008-2013 to announce the implementation of more ambitious early childhood support programs in official language communities is regrettable. Indeed, children who attend day care centres that operate in the language of the majority do not benefit from precious years of socialization that would help them begin their education in a minority-language school.[153]

In particular, the next strategy must take into account the OLMC's infrastructure needs and favour a multisectoral approach to programming and service delivery.

2. Support for minority-language education

2.1 2008-2013 Roadmap Investments: Initiatives and success stories

Since the early 1970s, the federal government has helped provincial and territorial governments bear the additional cost of minority-language education and second-language instruction. That support is provided by the Department of Canadian Heritage through its Official Language Support Programs (OLSP). Two OLSP components focus specifically on official-language instruction and education: Minority-Language Education and Second-Language Instruction.

Under the Roadmap, OLSP was given $611 million over 5 years, most of it for education: $280 million to support Minority-Language Education and $190 million for Second-Language Instruction. In addition, over that same period, $40 million has been allocated to the Second Language Summer Bursary Program and $20 million to the Official-Language Monitor Program. It is important to remember that all federal education funding initiatives are provided for under bilateral agreements between the federal government and the provincial and territorial governments.

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152   LANG, *Evidence*, 1st Session, 41st Parliament, March 29, 2012, 0900 [Paul Taillefer, President, Canadian Teachers' Federation].

153   Office of the Commissioner of Official Languages of Canada: *Two Official Languages, One Common Space*L Annual Report 2008-2009, *40th anniversary of the Official Languages Act*, 2009, p. 66.

The witnesses from Canadian Heritage painted the following picture of minority-language education in Canada:

> The achievements in minority-language education are vast and it's a field that involves hundreds and hundreds of people across the country. It's extremely important for the future of minority communities.

> As we speak, 245,000 young people are receiving primary and secondary education in their language in a minority situation — in English in Quebec and in French outside Quebec — in 900 schools administered by 40 minority school boards. Talk about school administration in minority communities began in the late 1980s and the early 1990s, so these school boards for the most part haven't yet been around for 20 years. Progress in this field is measured with the help of the federal government, provincial and territorial governments and through the work of thousands of volunteers across the country.[154]

2.2 Evidence and recommendations

2.2.1 Community learning centres: a winning strategy

Based on the concept of the community citizenship school, Canadian Heritage has worked to establish networks of Anglophone and Francophone community learning centres (CLC): "The basic principle is that of a school rooted in its community and open to all of its members."[155]

CLC have a number of common objectives: to foster a lasting, beneficial relationship between school and community, and to promote students' scholastic achievement.

CLC have been very successful in Quebec. There are 37 Anglophone CLC in the province; each is unique and reflects the local culture:

> …the growing network of Community Learning Centres, CLC, within our English schools is breathing new life, stability, creativity, and cooperation in urban, rural, and suburban communities across English-speaking Quebec. In some rural communities, the federal support for the CLC has made the difference between compromising the future of a community by closing down a school and building new coalitions and partnerships toward an invigorated community. Remember, for some communities, if there is no school, there is no more sustainability. Even if it's not in your little village, it may be the centre for many villages.[156]

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154 LANG, *Evidence*, 1st Session, 41st Parliament, February 16, 2012, 0850 [Yvan Déry, Acting Director General, Official Languages Support Programs, Office of the Director General, Department of Canadian Heritage].

155 LANG, *Evidence*, 1st Session, 41st Parliament, April 5, 2012, 0910 [Paule Langevin, Project Director, Community Learning Centre Initiative, Leading English Education and Resource Network].

156 LANG, *Evidence*, 1st Session, 41st Parliament, April 3, 2012, 0900 [David D'Aoust, President, Quebec English School Boards Association].

As the above passage shows, CLC are veritable community development agents, particularly in regions far removed from major urban centres.

However, the learning centres' budgets are inadequate to meet the growing demand for programs and services. Officials at the centres are working hard, through partnerships, to diversify their revenue sources:

> …while our budgets individually are quite limited … we leverage that into much greater amounts that come into our centres. Our partners, over 350 throughout the province — English partners, French partners, government and non-governmental partners — have leveraged the minimum amount into more than $2.5 million. We would like to see the Roadmap continue, not only for us but for all our partners who we're involved with. We really have made partnerships the backbone of Community Learning Centres; without the partnerships, unfortunately, we'd probably cease to exist.[157]

According to the Quebec English School Boards Association, the Ministère de l'Éducation, du Loisir et du Sport was instrumental in building the CLC network. However, it was the federal government's financial support for official languages that got construction started on the centres and that is now the pillar which supports them:

> Our future is uncertain. Our reality includes less government funding, fewer donations, families with reduced income, school boards under threat, and communities with increased expectations of their CLC. This is why it is imperative that the federal government continue to support the initiative in the new Roadmap.[158]

Maintaining the network of coordinators is one of the greatest budgetary concerns of Quebec's CLC. The coordinators are essential because they facilitate cooperation among the various partners central to CLC:

> Last year, our partners provided a contribution equivalent to more than $2.5 million. We have relied on more than 350 partners in various projects. This allowed us to offer services, resources and programs that did not exist before the creation of the CLC.[159]

To guarantee the future of CLC, the Committee recommends:

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157   LANG, *Evidence*, 1st Session, 41st Parliament, April 5, 2012, 0925 [Debbie Horrocks, Assistant Project Director and Community Liaison Coordinator, Community Learning Centre Initiative, Leading English Education and Resource Network].

158   Ibid., 0910.

159   Ibid., 0915 [Paule Langevin, Project Director, Community Learning Centre Initiative, Leading English Education and Resource Network].

Recommendation 16

That the Department of Canadian Heritage consult the official language minority communities to determine their priorities and needs with respect to community learning centres and maintain the network of coordinators of community learning centres.

2.2.2 School infrastructure problems in official language minority communities

Despite the gains made in education, particularly the establishment of CLC, some regions of the country are facing school infrastructure problems. In its *Sommaire du Bilan des démarches et des réalisations du Plan d'action — Article 23*, the Fédération nationale des conseils scolaires francophones acknowledges that, as a result of contributions from government bodies, significant progress has been made in school infrastructure since 2005, although much work apparently remains to be done. The Société de l'Acadie du Nouveau-Brunswick noted that the current infrastructure is inadequate to meet the growing demand for space in French-language primary schools in that province, a fact that limits rights holders' access to minority schools:

> … 1,650 Francophone children in southern New Brunswick — 650 in Saint John, 500 in Fredericton and 500 in Moncton — all rights holders, don't have access to French-language schools. I think it's incredible that, in 2011, 1,650 children who are rights holders don't have access to French-language schools. There is currently no more room in the schools and community centres; they are overflowing. That's even the case in Fredericton the capital, and in Moncton, where there are 500 children. The situation is becoming urgent for us.[160]

Francophones in Yukon are in a similar situation:

> That is why our child care services are growing fast. They need investments and they will need support. Our school is growing and overflowing.[161]

The same is true of Quebec's English-language school systems:

> We require help in maintaining those schools, physical accommodations that have to be changed, and schools that don't have a gymnasium. You have helped us with those structures through that Canada-Québec Entente. We need to expand on that.[162]

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160   LANG, *Evidence*, 1st Session, 41st Parliament, November 29, 2011, 0905 [Jean-Marie Nadeau, President, Société de l'Acadie du Nouveau-Brunswick].

161   LANG, *Evidence*, 1st Session, 41st Parliament, November 22, 2011, 0850 [Régis St-Pierre, Co-Executive Director, Association franco-yukonnaise].

162   LANG, *Evidence*, 1st Session, 41st Parliament, April 3, 2012, 0925 [David D'Aoust, President, Quebec English School Boards Association].

In view of the above, the Committee recommends:

Recommendation 17

That, as part of a future Government of Canada horizontal initiative for official languages, the Department of Canadian Heritage encourage provincial and territorial governments to reduce the infrastructure deficit of official language minority school boards.

The infrastructure problem described above is part of a broader issue. On the one hand, the provinces, territories and minority school systems do not always agree on the definition or number of rights holders, yet these are central issues in allocating funding for minority schools and sharing physical and human resources. It is impossible to plan or make projections if education departments and OLMC do not agree on the number of current rights holders or how to count them. One of the results of this situation is a general lack of resources. This state of affairs clearly undermines the ability of minority school boards to offer minority-language education of quality equal to that of education provided to the majority.

On the other hand, there appears to be an imbalance between the recruitment efforts of OLMC school boards and the funding granted by the provincial and territorial governments to expand existing schools or build new ones. School enrolment is growing faster than education departments can make resources available. The objective of the *2003-2008 Action Plan for Official Languages*, the Roadmap's predecessor, was to increase the number of enrolled Francophone rights holders to a target level of 80% by 2013. According to the Canadian Heritage witnesses, that effort continued under the Roadmap:

> The work that we have been doing since 2003 has certainly made identifying eligible participants and recruiting young people living in exogamous households a priority for every school board and for every education ministry. We are working very hard on that.

> The numbers are going up, the Francophone minority system continues to grow despite general reductions in education staff.[163]

In reaction to the above quote, the Quebec Community Groups Network (QCGN) consulted the Quebec English School Boards Association. To the best of their knowledge, they are unaware of initiatives taken by the Government of Quebec to prioritize the

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163   LANG, *Evidence*, 1st Session, 41st Parliament, February 16, 2012, 0920 [Yvan Déry, Acting Director General, Official Languages Support Programs, Office of the Director General, Department of Canadian Heritage].

identification and recruitment of students eligible for English-language schools. A follow-up with Canadian Heritage is necessary to shed light on the matter.[164]

The federal government, provincial and territorial governments and OLMC education stakeholders must work together to establish an acceptable definition of what constitutes a rights holder. It must not be forgotten that this issue concerns rights protected under the *Canadian Charter of Rights and Freedoms*. Like the federal government, the provincial and territorial governments are responsible for fully implementing constitutional provisions respecting minority-language education. The current state of affairs undermines the development of minority-language school systems, which, in some instances, must go to court to assert their education rights. Through the Council of Ministers of Education, Canada (CMEC), the Government of Canada, in collaboration with the education ministers, can play a leadership role in this very important matter.

2.2.3 Need for specialists in minority schools

Education stakeholders told the Committee that there is a need for specialists, such as psychologists, psycho-educators, behavioural specialists and speech therapists, who can serve students in the language of their choice. This need is all the more pressing in educational institutions that offer programs to students with special needs and in those located outside major urban centres:

> Then there is the whole area of special education. If you have children who need services and you're in the Montréal area, it's fine. But if you're in the rural areas, you don't have that service. It has to be brought in. School boards are finding it very difficult. For instance, psychologists are paid more in the private sector than they ever could earn from a school board. We can't keep them. We have to start trying to match those salaries. If we want to do that, we have to find the resources elsewhere.[165]

2.2.4 Educational resources and ongoing training

The Association canadienne d'éducation de langue française (ACELF) reminded the Committee that the teaching staff in Francophone minority schools have a twofold mandate: traditional teaching, and a social mandate aimed at ensuring the development of minority language and culture as well as fostering community and identity development.

Faculties of education are implementing promising initiatives to assist new teachers in carrying out their social mandate, but less consideration is being given to ongoing training in this area. The Committee was pleased to learn that the Council of Ministers of Education, Canada (CMEC), sponsors national projects that address the cultural approach to education. According to the ACELF "the movement to develop the skills of staff working

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164   Quebec Community Groups Network, Correspondence, February 29, 2012.

165   LANG, *Evidence*, 1st Session, 41st Parliament, April 3, 2012, 0955 [David D'Aoust, President, Quebec English School Boards Association].

in a minority setting is well under way."[166] The Committee urges Canadian Heritage to consider the professional development needs of teaching staff in minority schools in order to support them more effectively in carrying out their mission.

2.2.5 Use of new technologies

The Canadian Teacher's Federation (CTF) voiced concern about how little attention is given to information technologies in minority-language education measures:

> We released last year the results of a survey involving more than 1,600 French-language school students on technology and building a Francophone identity. Given our previous comments on public space and resulting concerns, we are disturbed by the lack of opportunities to communicate in French through technologies since they are the media most widely used by young people throughout the world. We therefore believe that the federal official languages strategy must promote increased French-language content on the Web and infrastructures that monitor, update and renew information. We also believe that the government must support innovative initiatives for the use of technology in areas like networking, distance education, language learning and dissemination of cultural content.[167]

Industry Canada's Francommunautés Virtuelles program, which was terminated on March 31, 2008, promoted the development and use of information and communications technologies. There still appears to be a need for that type of program, particularly in the schools.

2.2.6 Needs of immigrant students

The Association canadienne d'éducation de langue française (ACELF) also emphasized the importance of developing cross-cultural skills in stakeholders and youth to create an inclusive atmosphere in minority educational institutions:

> By cross-cultural skills, we mean developing attitudes and skills that encourage the in-depth knowledge of one's culture and the culture of others, with a view to build a pluralistic and renewed collective Francophone culture.[168]

The Canadian Teachers' Federation (CTF) supports that action and added that these challenges are part of the effort to recruit from a school clientele that is more and more culturally diverse:

> Teachers in French-language schools fully support the efforts being made by all stakeholders to welcome the largest possible number of children entitled to a French-

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166   LANG, *Evidence*, 1st Session, 41st Parliament, March 29, 2012, 0850 [Yves Saint-Maurice, President, Association canadienne d'éducation de langue française].

167   Ibid., 0855 [Paul Taillefer, President, Canadian Teachers' Federation].

168   Ibid., 0855 [Yves Saint-Maurice, President, Association canadienne d'éducation de langue française].

language education in their schools, but they are deeply concerned over the diversity in family backgrounds, especially when these children speak little or no French upon their enrolment in French-language schools.[169]

The CTF explained that teaching staff would like to obtain support for the development of programs designed to facilitate assistance for immigrant students and their families, both at school and in the community. The CTF believes that the need for support begins in early childhood. The Committee is of the view that minority educational institutions must be able to implement programs that promote the integration of immigrant students and their families.

Although this report focuses on the shared first-language education priorities of Francophone and Anglophone minority communities, it is important to emphasize that both groups have specific needs. It is therefore fundamentally important that the Government of Canada take their respective situations into account and grant equitable support to Anglophone and Francophone minority communities.

3. Literacy

3.1 2008-2013 Roadmap Investments: Initiatives and success stories

The Roadmap provides for a total investment of $7.5 million for implementation of the Family Literacy Initiative. The concept of family literacy was defined by the Fédération canadienne pour l'alphabétisation en français[170] and its partners in 2004, as follows:

> By family literacy, we mean an approach conducted with an adult who is significant in a child's life. The aim of this approach is to develop three forms of literacy: personal literacy, school literacy and community literacy. The development of these forms of literacy will help adults better understand their lives as Francophones in a minority setting. They will also be aware of the importance of taking action to improve their living conditions and those of their children. Through family literacy, adults will be better prepared to act as their child's first educator. The child directly benefits from the family literacy approach, since the adult will be in a position to look critically at and act on the child's environment. The adult will improve the child's ability to speak French as well as his or her reading, writing and arithmetic skills. The child will also be able to contribute more actively to the development of his or her community.[171]

The objective of the Family Literacy Initiative, which is managed by Human Resources and Skills Development Canada's (HRSC) Office of Literacy and Essential

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169   Ibid., 0855 [Paul Taillefer, President, Canadian Teachers' Federation].

170   Known today as the Réseau pour le développement de l'alphabétisme et des compétences

171   Fédération canadienne pour l'alphabétisation en français, *Guide de pratiques exemplaires en alphabétisation familiale en contexte francophone minoritaire*, 2007, p. 9.

Skills, is to improve access to family literacy services, particularly by establishing networks and partnerships with various community stakeholders:

> The purpose of the Family Literacy Initiative is to improve access to Francophone family literacy services by supporting networks and partnerships with various community stakeholders with a view to reaching families and adults that play an important role in the lives of children. Family literacy services are being integrated into existing community programs and services, and tailored to the specific literacy needs of minority communities.[172]

The focus of the Family Literacy Initiative is research. According to the Department, the initiative has supported eight new research reports, developed nine family literacy models, implemented two awareness strategies and published various promotional tools.

The Réseau pour le développement de l'alphabétisme et des compétences (RESDAC)[173] noted the significant contribution made by Roadmap investments and expressed its appreciation of the Canada-wide approach taken to implementation of the initiative:

> In the context of the Roadmap for Canada's Linguistic Duality 2008-2013, more than nine projects are currently underway in six provinces, two territories and at the national level. The innovative Canada-wide approach to implementation of the initiative makes it possible to develop areas of expertise specific to provinces and territories that can then be replicated elsewhere in Canada. The strength of our network is its ability to ensure greater cohesion and relevance in these initiatives and especially to avoid funding duplications.[174]

3.2 Evidence and recommendations

3.2.1 Alarming literacy levels

The Réseau pour le développement de l'alphabétisme et des compétences (RESDAC) described the alarming situation of adult literacy levels in Canada. According to RESDAC, two in five adults have difficulty understanding and using the information they read:

> This means that 42% of Canada's population aged 16 to 65 have difficulty understanding and using the information contained in written material. That 42% figure has not changed since 1994.[175]

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172 LANG, *Evidence*, 1st Session, 41st Parliament, March 1, 2012, 0850 [David McGovern, Senior Assistant Deputy Minister, Strategic Policy and Research Branch, Department of Human Resources and Skills Development Canada].

173 The former Fédération canadienne pour l'alphabétisation en français.

174 LANG, *Evidence*, 1st Session, 41st Parliament, December 1, 2011, 0855 [Colette Arsenault, President, Réseau pour le développement de l'alphabétisme et des compétences].

175 Ibid.

Low adult literacy levels have a significant impact not only on people's lives, but also on the vitality of their community:

> We know that people with low reading skill levels post lower employment rates; hold jobs that are at risk, with more difficult working conditions; participate less in training and development activities; have lower incomes; say their health is not as good; participate less in volunteer activities in the community; and are less able to assist their children in learning development.[176]

Although the problem is national in scope, the French-mother-tongue population has lower literacy levels than its English counterpart: considering the language groups separately, 56% of the Francophone population exhibits low literacy levels, compared to 39% of the Anglophone population.[177] This means that a large percentage of Francophones "from the age of 16 to 65 have reading skills that prevent them from functioning in modern society and from meeting the needs of the labour market."[178]

Literacy levels in the French-Canadian population vary by province and region:

> A breakdown of the French-speaking population by province for levels 1 and 2[179] gives the following results: New Brunswick, 66%; Quebec, 55%; Ontario, 55%; and Manitoba, 53%. These data tell us that special attention should be paid to language groups in our efforts to change the situation. Francophone adults should acquire literacy in their own language.[180]

According to RESDAC, the slow development of minority school systems is the main cause of low literacy levels: "To achieve level 3, you have to have a level of knowledge corresponding to grade 12, which then enables you to pursue postsecondary studies."[181]

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176   Ibid.

177   Réseau pour le développement de l'alphabétisme et des compétences, "Literacy and Skills Development for Francophone Adults: Priority for Francophone Adults". Brief to the House of Commons Standing Committee on Official Languages, December 1, 2011, p. 3.

178   LANG, *Evidence*, 1st Session, 41st Parliament, December 1, 2011, 0855 [Colette Arsenault, President, Réseau pour le développement de l'alphabétisme et des compétences].

179   Reading and writing skills are measured based on five skill levels: Level 1: Limited capacity to understand information or perform simple numerical operations. Level 2: Capacity to deal solely with simple, clear material involving uncomplicated tasks. Level 3: Roughly the skill level required for successful high school completion and college entry. Levels 4 and 5: Individuals at these levels can process complex information, perform calculations involving a number of operations and resolve a range of problems. Source: "Literacy and Skills Development for Francophone Adults: Priority for Francophone Adults". Brief to the House of Commons Standing Committee on Official Languages, December 1, 2011, p. 3.

180   LANG, *Evidence*, 1st Session, 41st Parliament, December 1, 2011, 0855 [Colette Arsenault, President, Réseau pour le développement de l'alphabétisme et des compétences].

181   Ibid., 0920.

The Fédération acadienne de la Nouvelle-Écosse (FANE) maintained that the slow development of Nova Scotia's Francophone school system and school attendance have had considerable impact on literacy among Francophones in that province:

> The survey also revealed that 17% of Francophones 15 years of age and over have less than a grade 9 education. Consequently, we still have a lot of work to do on literacy. That percentage is distinctly higher than the figure for Anglophones, which is only 8.6%, a gap of 8.4 percentage points. That's virtually twice that figure.

> In addition, 28.5% of Francophones 15 years of age and over have an education ranging from grade 9 to grade 13. That figure is 8 percentage points less than that of the Anglophones in the province, which is between 35% and 36%. There is a genuine education gap. It is often people who have not had access to French-language schools who now have literacy challenges in their everyday lives. They have difficulty taking part in the economy as they have literacy levels lower than those of the Anglophone majority.[182]

This is a disturbing situation. As FANE explained: "… the illiteracy rate is very high. Francophones are not yet fully able to take part in the Canadian economy, in Canadian democracy or Canadian society."[183]

English-speaking communities have not received Roadmap funding for literacy projects, a fact that was raised by the Standing Senate Committee on Official Languages in its report titled *The Vitality of Quebec's English-Speaking Communities: From Myth to Reality*.

According to The Centre for Literacy, 55% of adult Quebeckers ranked below level 3 in 2003. Of those Quebeckers whose mother tongue was English, 42% fell below that level.[184] There is a pressing need for literacy services among seniors, Aboriginal communities and immigrants whose first official language spoken is English, as well as in communities outside major urban centres.

In 2012, The Centre for Literacy (Quebec) published a study titled *Literacy and Essential Skills Needs of Quebec's Anglophone Adults*.[185] That study identifies significant research needs, particularly in order to understand the connections between access to employment and literacy levels among Anglophone adults and to evaluate literacy levels among immigrants whose first official language spoken is English. Other priority areas are also identified: literacy in health, access to family and early childhood literacy services, and

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182   LANG, *Evidence*, 1st Session, 41st Parliament, November 24, 2011, 0900 [Jean Léger, Executive Director, Fédération acadienne de la Nouvelle-Écosse].

183   Ibid., 0915.

184   The Centre for Literacy, *Literacy and Essential Skills Needs of Quebec's Anglophone Adults*, 2012, p. 13.

185   Ibid.

support programs for biliteracy (reading and writing skills in both languages) to improve youth and adult employability.

The Committee acknowledges that the literacy needs of Anglophone Quebeckers were not taken into consideration in the Roadmap. A future federal official languages initiative could help develop literacy initiatives for Quebec's English-speaking communities.

3.2.2 Establishing a continuum for literacy services in OLMC

In a brief to the Committee, the Réseau pour le développement de l'alphabétisme et des compétences (RESDAC) recommended that a continuum of services be established for adult learners. To do this, the federal government must designate an organization to promote literacy within the federal government. Literacy is in itself a horizontal area of government intervention which has ramifications in health, education and immigration.

In areas of provincial jurisdiction, it is essential to reinforce intergovernmental cooperation. However, according to RESDAC, the current dynamic is not conducive to the introduction of a harmonized approach: "… devolution to the provinces and territories threatens existing services, with respect to job assistance services, and prevents the development of programs and services designed for Francophone adults."[186] In literacy, the federal government must intervene in a manner consistent with the overall literacy and skills development policies of the provincial and territorial governments. RESDAC believes that the federal government must establish an overall policy framework in cooperation with the provinces and territories, particularly with respect to transfers for literacy in French. The assistance of the Council of Ministers of Education, Canada (CMEC), in this matter would also be desirable.

RESDAC and The Centre for Literacy (Quebec) noted that the federal government has distanced itself from the family literacy strategy in favour of adult employability projects, even though both components are important. In their view, the government should ensure funding for family literacy and develop a strategy, together with the provinces and territories, promoting the development of services and programs for essential skills.[187] Biliteracy is generally an essential employment condition for individuals from OLMC. A third component, health literacy, must also be included. Health literacy is defined as, "Skills to enable access, understanding and use of information for health."[188] What is required is a

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186   LANG, *Evidence*, 1st Session, 41st Parliament, December 1, 2011, 0900 [Colette Arsenault, President, Réseau pour le développement de l'alphabétisme et des compétences].

187   Réseau pour le développement de l'alphabétisme et des compétences, "Literacy and Skills Development for Francophone Adults: Priority for Francophone Adults"*. Brief Presented to the House of Commons Standing Committee on Official Languages, December 1, 2011, p. 5.

188   Canadian Council on Learning, *Health Literacy in Canada: A Healthy Understanding*, February 20, 2008.

balanced overall strategy that is based on these three components and acknowledges that they are related.

Programs must be flexible and meet the needs of OLMC. In Nova Scotia, current literacy programs are a poor fit for the needs of Acadians and Francophones:

> We currently don't offer Acadians and Francophones in our province an adequate program that would enable them to catch up. Training is often intended to enable people to finish high school, but as a result of various circumstances, literacy levels are too low even among people who have high school diplomas. Consequently, they have to be brought back up to an adequate level.[189]

A literacy strategy for OLMC must be based on recurring core funding. RESDAC believes that the current funding framework should be reviewed, particularly with regard to access to French-language literacy services, because current funding arrangements do not enable Francophone agencies to transition to the service delivery stage.[190]

The Committee is concerned about the literacy problems in OLMC and in Canada in general. Literacy services are part of the educational continuum, and the federal government, through various partnerships, can play a significant role in improving literacy levels. To develop efficient programs that provide Francophone and Anglophone minority communities with access to literacy services of quality equal to that of the services provided to the majority, the Committee recommends:

Recommendation 18

That Human Resources and Skills Development Canada consider undertaking a consultation process with literacy stakeholders in official language minority communities to understand the communities' needs and that the report on those consultations be made public.

4. Postsecondary Education

4.1 2008-2013 Roadmap Investments: Initiatives and success stories

The Committee heard evidence from the Association des universités de la Francophonie canadienne (AUFC) on the subject of postsecondary education. In general, the AUFC stated that its priorities were well addressed by the objectives of the Roadmap.

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189   LANG, *Evidence*, 1st Session, 41st Parliament, November 24, 2011, 0920 [Jean Léger, Executive Director, Fédération acadienne de la Nouvelle-Écosse].

190   Réseau pour le développement de l'alphabétisme et des compétences, "Literacy and Skills Development for Francophone Adults: Priority for Francophone Adults". Brief Presented to the House of Commons Standing Committee on Official Languages, December 1, 2011, p. 5.

I can only observe that the objectives of the current Roadmap and those of the Association des universités de la Francophonie canadienne are similar, since they concern the participation of all Canadians in linguistic duality and support for official language minority communities.[191]

Despite that, the AUFC believes that the Roadmap's contribution to postsecondary education in French has been modest:

The current Roadmap's financial contribution to the influence of the association and its members has been modest, but I cannot say enough about the positive effect it has had.[192]

The Roadmap does not provide funding for the network of Francophone minority colleges and universities. It has favoured initiatives that, in partnership with postsecondary institutions, promote linguistic duality and development of the language industry to young people. Among other things, it has contributed to a bursary project coordinated by the AUFC:

The association received Roadmap funding for a project in 2009-2010 which enabled it to grant support bursaries for field research on minority Francophones in Canada. Worth $7,500 each, the bursaries funded by Canadian Heritage have enabled eight students whose master's or doctoral theses concerned Francophone minority communities to conduct research directly in those communities. The bursary recipients came from the Université de Moncton, the University of Ottawa and the Campus Saint-Jean of the University of Alberta, and their projects were in varied disciplines ranging from education to political science, sociology, history and literature. The association was pleased at the time with the high rate of participation in the competition and the diversity of applications received, which revealed a genuine interest by its member institutions not only in research on minority Francophones, but also in research in general.[193]

4.2 Evidence and recommendations

Postsecondary education is the last component of the education continuum and part of a logic of institutional completeness. The opportunity to obtain occupational training in one's region or province promotes the retention of students, graduates and young professionals, which in turn contributes to the continued existence and vitality of OLMC. Some regions have adequate access to French-language postsecondary institutions and programs, but there are still disparities. That is the case, in particular, of the Fransaskois community, which demanded better access to French-language postsecondary programs:

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191   LANG, *Evidence*, 1st Session, 41st Parliament, December 1, 2011, 0900 [Kenneth McRoberts, President, Association des universités de la francophonie canadienne].

192   Ibid.

193   Ibid.

Although it is true that there is some French-language postsecondary programming, that programming hardly meets the aspirations of the Fransaskois community. Consequently, as a result of this major cleavage between French-language secondary education (either first-language or French immersion) and postsecondary education, the current situation in Saskatchewan ensures that young Francophones and Francophiles will migrate to French-language postsecondary programs outside the province. And very few of them will return to look for a job or establish a home. Consequently, both sectors are weakened. The absence of a consistent, credible and sustainable French-language postsecondary sector undermines the development of French-language school education because many students leave French-language programs so that they can prepare themselves better at the secondary level for postsecondary studies in English. This massive dropping out and the very limited selection of postsecondary programming in French undermines the development of the postsecondary sector in Saskatchewan. A very small number of students continue their schooling until grade 12. Most of those who finish high school in French pursue postsecondary studies in English for lack of any good college or university-level options in French. Consequently, the federal and provincial governments lose a considerable portion — if not most — of what they invest in French-language preschool and school education.[194]

The AUFC informed the Committee about two projects for which it hopes to obtain financial support under a future horizontal official languages initiative. The first project concerns national student mobility:

The first project, on national student mobility, will consist of student exchanges between association member universities and Francophone universities in Quebec, Ontario and New Brunswick. Its main objective will be to promote Canadian identity and unity, but it will also promote second-language learning by Quebec students, the discovery of a new socio-cultural context and greater understanding of the Francophone minority communities among all participants.

We have already submitted a funding application to the Quebec government's Canadian intergovernmental affairs secretariat to continue the conceptual phase of this project. It is therefore too early to discuss its parameters, but let's say that, at the outset, we are considering exchanges of one or two semesters for students in undergraduate, master's and doctoral programs.[195]

The University of Ottawa's Official Languages and Bilingualism Institute (OLBI) is also planning to introduce bursaries to promote student mobility. The bursary plan will be intended for Francophones and French immersion program graduates who are studying at

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194 Assemblée communautaire fransaskoise, Brief, "Roadmap 2008-2013: The Fransaskois Perspective. Promoting a promising future for the organizations and institutions of the Fransaskois community in the context of Canada's linguistic duality is a genuine commitment to the country as a whole", November 3, 2011, p. 5.

195 LANG, *Evidence*, 1st Session, 41st Parliament, December 1, 2011, 0905 [Kenneth McRoberts, President, Association des universités de la francophonie canadienne].

English-language institutions but would like to receive part of their education in French at the University of Ottawa:

> The University of Ottawa offers more than 350 programs in French in 10 faculties. Mobility scholarships and bursaries would make it possible for Francophone students in English-language universities in Canada to complete part of their program at the University of Ottawa and join the 12,000 Francophone students currently registered there. The scholarships and bursaries would also provide French immersion students in English-language universities who wish to complete some or all of their remaining studies in French with access, for a given period during their program, to the University of Ottawa's French immersion studies program and linguistic support that cannot be found anywhere else in Canada.[196]

The AUFC's second project concerns the recruitment of international Francophone students. It is:

> … international in character and based on the essential role that the association and its members must play in the recruitment of international students and their intake and integration in the Francophone minority communities. Given the demographic decline of the Francophone community in Canada, it is Canada's Francophone universities that will ensure the continued existence of those communities by welcoming students and researchers from around the world. In the wake of this project, the promotion of the Canadian Francophonie and linguistic duality on the international stage will make Canada a preferred destination for studying, conducting research and taking up residence after graduation.

> With regard to recruitment, we propose to add a "Canadian Francophone universities" component to the current scholarship program of the Department of Foreign Affairs and International Trade in order to attract and support 100 international students and researchers for the duration of their studies. Annual funding of $15,000 per student would come in equal parts from the Government of Canada, the province concerned and the participating university.[197]

The federal government could make a significant effort to promote postsecondary studies in French and thus improve access to postsecondary training in French in Canada:

> We have to continue raising the profile of our universities in order to attract all the Francophones. We also have to increase access to Francophone universities in the Francophone minority communities. There are currently 13 universities, and they are not in all the regions. We have to work to improve access to postsecondary education in French.[198]

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196   LANG, *Evidence*, 1st Session, 41st Parliament, May 1, 2012, 0915 [Richard Clément, Director and Associate Dean, Official Languages and Bilingualism Institute, University of Ottawa].

197   LANG, *Evidence*, 1st Session, 41st Parliament, December 1, 2011, 0910 [Kenneth McRoberts, President, Association des universités de la francophonie canadienne].

198   Ibid., 0950 [Jocelyne Lalonde, Director General, Association des universités de la francophonie canadienne].

F. Support for second-language instruction and learning

Witnesses sent the federal government a clear message about second-language instruction and learning: a second-language learning continuum must be established to enable Canadians to acquire a second official language, develop their second-language skills and have opportunities to use that language.

Although section 23 of the *Canadian Charter of Rights and Freedoms* concerns only minority-language education, stakeholders would like second official language instruction and learning to be recognized as rights in Canada.

1. 2008-2013 Roadmap Investments: Initiatives and success stories

1.1 Official Language Support Programs — Support to Second-Language Education and Official-Language Monitors (Canadian Heritage)

Canadian Heritage's Official Language Support Programs (OLSP) provide support for second-language instruction. Under the Roadmap, the Support to Second-Language Education fund received $190 million over 5 years. As is the case for minority-language education, federal government support for second-language instruction is subject to bilateral agreements with the provincial and territorial governments. According to the Quebec English School Boards Association, the Canada-Quebec accord has had a positive impact on students' French-language proficiency:

> Firstly, with the vital help of the Canada-Québec Entente on minority and second language education, our students are graduating from English public schools with an increased capacity to live and work in French …we have produced students who not only see it as not a chore to speak French, but see it as an automatisme. It is part of their daily life and culture ….[199]

The purpose of the Official-Language Monitors Program, which was introduced in 1977, is to promote Canada's two official languages by enabling young people to have a linguistic and cultural experience in a province or territory other than their own. Official-language monitors are assigned to primary, secondary or postsecondary institutions to assist second-language or French-first-language teachers or professors in engaging pupils or students in linguistic and cultural activities in the language being taught. This program, to which the Roadmap has contributed $20 million, is also the subject of bilateral agreements.

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199   LANG, *Evidence*, 1st Session, 41st Parliament, April 3, 2012, 0900 [David D'Aoust, President, Quebec English School Boards Association].

1.2 Expanding access to products (Canada School of Public Service)

To encourage students to learn a second official language and maintain their language skills at the postsecondary level, the Canada School of Public Service has introduced an initiative that expands access to 16 of its online products through 10 Canadian universities. The initiative has been granted a budget of $2.5 million over 3 years. The purpose of the initiative, which is being conducted as a pilot project, is "to help expand the pool of recent university graduates who consider the federal public service as an employer of choice and who meet the Government of Canada's bilingualism requirements."[200] According to the school, the initiative has been a complete success. As of March 31, 2012, 153 students across the country had taken advantage of the program. The Commissioner of Official Languages of Canada supports the school's conclusion and has recommended that the government make the pilot project a permanent program.[201]

2. Evidence and recommendations

2.1 Importance of establishing a second-language learning continuum

The Commissioner of Official Languages of Canada supports the idea of establishing a continuum of second-language learning:

> There needs to be a continuum of second-language learning from elementary school to the post-secondary level and then into the workplace. This recommendation must be taken into account in the next Roadmap.[202]

Every stage of the process is important. Canadian Parents for French (CPF) believes that second-language learning can start at the early childhood stage. According to CPF, many studies show that immersion starting at a very early age is the most effective way to transmit a second language to a child.[203]

Some attention must also be paid to the supply of second-language instruction and immersion programs at the secondary level. The Canadian Association of Immersion Teachers (CAIT) also believes that the system needs to "… enrich what's offered in the

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200   LANG, *Evidence*, 1st Session, 41st Parliament, March 1, 2012, 0855 [Nancie Cantin, Director, Research and Development, Canada School of Public Services].

201   LANG, *Evidence*, 1st Session, 41st Parliament, March 15, 2012, 0850 [Graham Fraser, Commissioner of Official Languages of Canada].

202   Ibid.

203   LANG, *Evidence*, 1st Session, 41st Parliament, March 27, 2012, 0930 [Lisa Marie Perkins, President, National Office, Canadian Parents for French].

French immersion program at the secondary school level to motivate young people to stick with it."[204]

The postsecondary level is also a decisive stage in second-language learning. In his Annual Report 2008-2009, the Commissioner of Official Languages of Canada stated, "All students are able to continue learning their second language in a postsecondary institution in their province, and should even be encouraged to do so."[205] He has stated that minority-language postsecondary institutions — both French-language and bilingual — are able to provide young Canadians with opportunities for intensive second-language learning and that this potential needs to be better exploited.[206] The Association des universités de la francophonie canadienne (AUFC) promotes the second-language instruction experience and the expertise of Canada's French-language universities:

> It must be acknowledged that we are the only institutions that really have considerable experience in second-language instruction. We have always had a number of Francophile students at our institutions. They are even the majority at some of our institutions. So we are able to offer immersion school graduates an authentic experience. That enables them to spend time in a completely Francophone or bilingual environment with university programming in French.[207]

In his appearance before the Committee, the Commissioner reiterated how important it is for the federal government to support postsecondary institutions in the area of second-language learning:

> … I recommend that the Government of Canada provide financial assistance to universities so that they can develop and carry out new initiatives to improve students' second-language learning opportunities.[208]

The purpose of the partnership between the federal government and postsecondary institutions is to provide support for linguistic duality and renew the federal public service:

> It is a question of coherence. By encouraging and supporting Canadian post-secondary students in learning their second language, the federal government not only supports their personal and professional advancement, but also strengthens all Canadian federal

204 LANG, *Evidence*, 1st Session, 41st Parliament, March 29, 2012, 1000 [Philippe LeDorze, President, Canadian Association of Immersion Teachers].

205 Office of the Commissioner of Official Languages of Canada, *Two Official Languages, One Common Space*: Annual Report 2008-2009, 40th anniversary of the *Official Languages Act*, 2009, p. 45.

206 Office of the Commissioner of Official Languages of Canada, *Two Languages, a World of Opportunities: Second-Language Learning in Canada's Universities*, 2009, p. III.

207 LANG, *Evidence*, 1st Session, 41st Parliament, December 1, 2011, 1005 [Kenneth McRoberts, President, Association des universités de la francophonie canadienne].

208 LANG, *Evidence*, 1st Session, 41st Parliament, March 15, 2012, 0850 [Graham Fraser, Commissioner of Official Languages of Canada].

institutions that require bilingual resources to sufficiently meet the needs of their clients.[209]

The CAIT supports the Commissioner of Official Languages of Canada's vision:

> Moreover, this would involve investing in the education continuum by equipping post-secondary institutions with programs that promote bilingualism and linguistic duality. The universities have a big role to play in training young bilingual people to help the public service in recruiting the some 5,000 bilingual employees it will need each year in the future.[210]

The AUFC agreed with those views and suggested a bursary project for immersion school graduates:

> The Association's second innovative project involves offering awards for excellence to secondary immersion school graduates. It would be a Canada-wide program because there are immersion graduates all across Canada. It would be a modest, one-year project, granting only 50 $5,000 awards, but it would have a positive effect on linguistic duality in Canada. … It goes without saying that the Association's project would promote second-language learning and French immersion. Its purpose would be to promote secondary immersion schools, the Anglophone communities where they are located and the Francophone minority host communities. The result would be closer ties between those communities and greater recognition of linguistic duality by all Canadians. We have just submitted a funding application to Canadian Heritage to implement our immersion project starting in April 2012.[211]

The University of Ottawa has established the French Immersion Studies Program, which encourages students to pursue postsecondary studies in French. The Program enables French immersion high school students, graduates of core French programs and Francophile students to take university training in 74 undergraduate programs.[212]

The idea of establishing bursaries that would make it possible to admit more immersion school students to postsecondary institutions in minority communities is a plan consistent in all respects with the objectives of Part VII of the *Official Languages Act*. Consequently, the Committee recommends:

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209 Office of the Commissioner of Official Languages of Canada: *Two Official Languages, One Common Space:* Annual Report 2008-2009, 40th anniversary of the *Official Languages Act*, 2009, p. 80.

210 LANG, *Evidence*, 1st Session, 41st Parliament, March 29, 2012, 1000 [Philippe LeDorze, President, Canadian Association of Immersion Teachers].

211 LANG, *Evidence*, 1st Session, 41st Parliament, December 1, 2011, 0910 [Kenneth McRoberts, President, Association des universités de la francophonie canadienne].

212 LANG, *Evidence*, 1st Session, 41st Parliament, May 1, 2012, 0910 [Richard Clément, Director and Associate Dean, Official Languages and Bilingualism Institute, University of Ottawa].

Recommendation 19

That, in a future horizontal official languages initiative, the Department of Canadian Heritage consider supporting a bursary program for immersion school graduates and Francophile or Anglophile students wishing to pursue some or all of their studies in their second language at a postsecondary institution in Canada.

2.2 Second-language instruction: will it be recognized as a right?

For Canadian Parents for French (CPF), the popularity of and growing demand for second-language instruction programs, including immersion programs, "… is the most significant grassroots expression of support for linguistic duality in English Canada."[213]

As a result, more Québécois and Canadian parents want to give their children a chance to be bilingual:

> In our opinion, this phenomenon raises learning French from personal choice and individual accomplishment and puts it in a broader socio-cultural trend, meaning the emergence of an institutionalized culture of learning a second official language by an increasingly large part of the Canadian population.[214]

CPF argued in favour of legal recognition of second-language instruction and learning. The institutionalization of such a right would be the logical consequence of the vision for society that the federal government put in place in the late 1960s. That next step obviously requires changes to legislation and policies currently in effect. Whatever the case may be, this vision "offers an unparalleled opportunity for government to display leadership and to continue to display this leadership on a number of fronts and to advance an ambitious agenda."[215]

2.3 Implementing a Canadian framework of reference for language instruction and learning

The institutionalization of second-language learning is a concept that has made inroads in the Canadian educational community. The Canadian Association of Second Language Teachers (CASLT) informed the Committee that it and its partners are working to create a common framework of reference for languages in Canada based on the

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213   LANG, *Evidence*, 1st Session, 41st Parliament, March 27, 2012, 0905 [Lisa Marie Perkins, President, National Office, Canadian Parents for French].

214   Ibid., 0910.

215   Ibid.

Common European Framework of Reference.[216] The European framework already enjoys a degree of recognition in Canada:

> The Council of Ministers of Education, Canada studied the framework in depth and wrote a guide for its use in the Canadian school context. The Council of Atlantic Ministers of Education and Training adopted the framework and curriculum development for official second language programs within the four Atlantic provinces.

> And the Minister of Education in British Columbia developed a language curriculum based on the framework in 2010. Various ministerial departments, school boards, councils of ministers, schools and teachers throughout Canada have adopted, and continue to adopt, the basic elements of the framework.[217]

According to the CASLT, creating a similar framework in Canada would have a number of benefits for second-language learning. For example, it would help establish common language proficiency standards for the primary, secondary and postsecondary levels as well as the workplace.

Several stakeholders expressed support for the creation of a national tool for assessing language skills in Canada. CPF would like to see the establishment of national standards for assessing second-language skills:

> We have highlighted some very concrete examples in our brief. The one that I would highlight for you right now would be the development of proficiency benchmarking and a national standard for our youth in Canada, so that we understand what bilingual means and our students are able to be proud and confident of their language proficiency in their second official language.[218]

Canadian Youth for French agreed with the idea: "… we need to have a standard language proficiency test that is used throughout the country everywhere."[219]

The CASLT argued that common language proficiency standards would facilitate students' interprovincial and international mobility and their transition to the labour market. Like the European framework, the Canadian framework would focus on communication in action, independence and lifelong self-directed learning, which is consistent with the concept of a continuum for second-language instruction.

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216   LANG, *Evidence*, 1st Session, 41st Parliament, March 29, 2012, 0945 [Caroline Turnbull, Vice-President, Canadian Association of Second Language Teachers].

217   Ibid.

218   LANG, *Evidence*, 1st Session, 41st Parliament, March 27, 2012, 1040 [Lisa Marie Perkins, President, National Office, Canadian Parents for French].

219   Ibid., 0920 [Justin Morrow, Founder and Executive Director, Canadian Youth for French].

The CAIT supports the creation of a Canadian framework:

> We also need to take steps to create a national tool for assessing French language skills, calibrated against the common framework of reference, that covers the various sectors, including the school, university and even professional sectors. The CAIT would be happy to manage this national project with the participation of one or two ministries of education and partners such as the Canadian Association of Second Language Teachers. The Canadian expertise is there; we just need to bring it together and coordinate it to create this new Canadian tool.[220]

According to the representatives of the Official Languages and Bilingualism Institute (OLBI), the implementation of a Canadian framework would make it possible to review second-language study programs and to identify bilingualism level targets for young graduates:

> The federal, provincial and territorial governments should agree on a target for the rate of bilingualism among young graduates of the educational system. This target should be realistic, and to be met, would require a review of second-language programs on the basis of a Canadian adaptation of the Common European Framework of Reference for Languages. It should also result in a national campaign to promote the advantages of bilingualism to young people, as well as the creation of incentives for universities to offer second-language programs similar to the French immersion studies program at the University of Ottawa.[221]

The Committee believes that creating a Canadian framework is a step that will lead to the institutionalization of second-language instruction and learning in Canada. It is a long-term national project that appears to be already under way.

2.4 Priority areas for government action

The stakeholders who appeared before the Committee identified four priority areas of government action on second-language instruction. The first is the promotion and valorization of second-language instruction amongst Canadian parents. CPF pointed out to the Committee that it is important to target allophone parents in efforts to promote second-language instruction. In 2010, the organization surveyed allophone parents to determine their interest in French second-language courses for their children. Approximately 80% of those surveyed responded that, "if they had been given the opportunity, they would have also enrolled their students in French immersion."[222]

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220 LANG, *Evidence*, 1st Session, 41st Parliament, March 29, 2012, 1000 [Philippe LeDorze, President, Canadian Association of Immersion Teachers].

221 LANG, *Evidence*, 1st Session, 41st Parliament, May 1, 2012, 0915 [Richard Clément, Director and Associate Dean, Official Languages and Bilingualism Institute, University of Ottawa].

222 LANG, *Evidence*, 1st Session, 41st Parliament, March 27, 2012, 1010 [Lisa Marie Perkins, President, National Office, Canadian Parents for French].

Second, promotional efforts must be combined with measures to increase the number of spaces available in French immersion programs. Witnesses criticized current unequal access to immersion programs:

> In some provinces, immersion programs are unfortunately like a lottery: only the lucky will have access to them. We deplore that. Parents who choose French immersion for their children should have the right to it, regardless of where they live.[223]

Access is even more of a problem for students who live in rural areas, allophones and children with learning difficulties.[224]

Third, Canadian Youth for French and the CASLT urged the federal government to invest in training for teachers specializing in second-language instruction to ensure there are enough qualified professionals to meet the growing demand for second-language instruction programs. That training must be accompanied by new programs and educational resources:

> …there is still much to accomplish in order to revise and update certain curricula in line with new language-teaching and learning practices. We need to ensure that teachers have the necessary tools and opportunities for continuing education and that administrators are well aware of teachers' needs and of new second-language teaching methods.[225]

The Committee is pleased to note that the University of Ottawa's OLBI and the Canadian Centre for Studies and Research on Bilingualism and Language Planning appear to be national and international leaders in "official language education, language skills assessment, research and language planning."[226] For example, nearly 50 language teachers attend professional development sessions on second-language instruction at OLBI every year. The program is offered in partnership with the CASLT. In addition, OLBI is involved in the national and international coordination of initiatives promoting Canada's official languages expertise and competencies.

In view of the above, the Committee urges the Department of Canadian Heritage to consider the demands that have been presented to the Committee in planning its support for second-language learning programs. Partnerships with leaders such as OLBI are essential to the development of second-language learning and instruction in Canada.

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223   LANG, *Evidence*, 1st Session, 41st Parliament, March 29, 2012, 0955 [Philippe LeDorze, President, Canadian Association of Immersion Teachers].

224   Ibid., 1000.

225   Ibid., 0950 [Caroline Turnbull, Vice-President, Canadian Association of Second Language Teachers].

226   LANG, *Evidence*, 1st Session, 41st Parliament, May 1, 2012, 0910 [Richard Clément, Director and Associate Dean, Official Languages and Bilingualism Institute, University of Ottawa].

G. Youth

1. 2008-2013 Roadmap Investments: Initiatives and success stories

1.1 Youth Initiatives Fund (Canadian Heritage)

As indicated in the previous section on minority-language education and second-language instruction, youth figure prominently in the Roadmap. In fact, "building the future by investing in youth" is one of the five priority areas for government action identified in that document.

Under the programs delivered by the Department of Canadian Heritage, $12.5 million was allocated to youth initiatives in 2009-2010. According to the department, resources allocated to youth initiatives made it possible to fund projects such as youth gatherings, sports and cultural events, training that appeals to the interests of young people (film, newspapers, Web content, and so on), initiatives promoting dialogue among Francophones, Francophiles and Anglophones, and the development of community spaces.

The Fédération de la jeunesse canadienne-française (FJCF) praised the Roadmap's contribution to promoting linguistic duality to young Canadians:

> The FJCF is extremely enthusiastic about seeing that one of the five areas for action under the Roadmap for Canada's Linguistic Duality is building the future by investing in youth. For the FJCF, linguistic duality is of major importance for the vitality of the minority Francophone communities because it is by making all Canadians aware of the fact that our country's two official languages are an asset that the French language will be more appreciated and valued by everyone.

> This valuing of linguistic duality is one of the ways of stopping the assimilation and decline in the French-speaking population. So it's encouraging to see that the government understands the importance of linguistic duality, knowing that the objective is not to achieve a bilingual Canadian population, but rather to ensure respect for both official language cultures in Canada.

> The youth network in Canada is pleased to see that many plans for the country's youth have been implemented with Roadmap funding. Significant amounts of money have been allocated at various levels for youth, including internship awards, employment internships for translation students, summer language bursaries and, in particular, the Youth Initiatives Fund.[227]

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227   LANG, *Evidence*, 1st Session, 41st Parliament, November 17, 2011, 0850 [Alexis Couture, President, Fédération de la jeunesse canadienne-française].

1.1.1 Evidence and recommendations — Youth Initiatives Fund

On the other hand, the FJCF believes that the Roadmap investments could have been optimized:

> However, the amounts allocated for youth initiatives have definitely not been invested in optimal fashion: first, because half of the budget set aside for the initiatives was invested in infrastructure; and second, because the youth initiatives amounts were to be spent in a single fiscal year.

> … However, we know that premature initiatives that must be taken quickly and produce immediate results are not initiatives that will have permanent, strategic impact in our society.

> That is why longer-term investments would have been preferable to ad hoc investment, over a single year, and why youth initiatives with demonstrated strategic impact should have been preferred.[228]

The FJCF made three recommendations for a future horizontal official languages initiative: implement structural programs that promote the civic engagement of young Francophones; promote initiatives outside schools; and invest in postsecondary education to ensure accessibility and quality. Those demands are consistent with the demands made by the Commissioner of Official Languages of Canada, who in his Annual Report 2008-2009 asked the government to give young people "more opportunities […] to participate in language exchanges and Canadians will have to be given the opportunity to acquire the language skills they need outside of the education system."[229]

The FJCF also thought that it would be appropriate to strengthen relations between the federal government and young Francophones and suggested that the government clarify its vision for Francophone youth:

> With youth, the government must more clearly establish the role of this important segment of the population with a view to promoting the development of the official language minority communities and linguistic duality.[230]

Lastly, the FJCF recommended that the government invest in current community stakeholders to enable them to do a better job of working with youth. A tripartite

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228 Ibid.

229 Office of the Commissioner of Official Languages of Canada: *Two Official Languages, One Common Space:* Annual Report 2008-2009, 40th anniversary of the *Official Languages Act*, 2009, p. III.

230 LANG, *Evidence*, 1st Session, 41st Parliament, November 17, 2011, 0850 [Alexis Couture, President, Fédération de la jeunesse canadienne-française].

consultation mechanism would help establish common priorities and promote maximum use of federal investments in youth.

In view of the above, the Committee recommends:

Recommendation 20

That the Department of Canadian Heritage, with a view to a future horizontal official languages initiative, consult youth organizations in official language minority communities for the purpose of evaluating their needs and implementing structural programs.

1.2 University Scholarships Program in Translation (Translation Bureau, Public Works and Government Services Canada)

Public Works and Government Services Canada's (PWGSC) Translation Bureau received $8 million under the Roadmap to establish the University Scholarships Program in Translation. The purpose of the program, a component of the Canadian Language Sector Enhancement Program, is to enable postsecondary educational institutions to produce more translation and interpretation graduates.

According to a document submitted to the Committee by PWGSC, the department granted $735,250 to the University of Moncton, $1,789,508 to the University of Ottawa, $400,018 to York University's Glendon College, $331,148 to St. Boniface University, $37,800 to McGill University, $160,920 to the University of Sherbrooke and $1,982,928 to the University of Montréal.[231]

The Fédération de la jeunesse canadienne-française (FJCF) expressed its appreciation of the scholarship program:

> Some initiatives presented under the Roadmap are related to translation. They have been very well done. Public Works and Government Services Canada has played a role in managing a project that would grant translation internships to young translation students. The department has done that together with our federation to ensure that the program reflects what employers and students think and want.
>
> It's an initiative that has been very successful. It's currently underway and is a tremendous success. For example, the data base contains the names of 300 students seeking an internship, whereas there are only 80 employers. We've reached the limit. We can't give out any more than what the money allows. It's a very big success.[232]

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231 Public Works and Government Services Canada, Standing Committee on Official Languages, March 27, 2012.

232 LANG, *Evidence*, 1st Session, 41st Parliament, November 17, 2011, 0920 [Sylvain Groulx, Director General, Fédération de la jeunesse canadienne-française].

The Committee hopes that this program will be included in a future Government of Canada horizontal official languages initiative.

H. Support for Linguistic Duality

1. 2008-2013 Roadmap Investments: Initiatives and success stories

1.1 Language Portal of Canada (Translation Bureau, Public Works and Government Services Canada)

Further to the official language commitments made by the federal government, the Translation Bureau has created the Language Portal of Canada and established the Canadian Language Sector Enhancement Program. The portal offers free Internet access to a range of Canadian linguistic resources, among them electronic dictionaries, writing tools and quizzes through which users can develop their skills in both official languages. It was designed with students in mind: "We work with our partners to make sure that the information is shared and readily available through the school system — with universities as well as across the board."[233] According to the Translation Bureau, the portal currently contains more than 2,800 Canadian language resources, including some 1,800 links, 600 articles and 400 linguistic games. Part of the content is drafted through collaboration agreements with the Canadian Association of Immersion Teachers (CAIT), the Office of the Commissioner of Official Languages of New Brunswick and 12 other Canadian partners. TERMIUM is the most popular portal tool.

By establishing partnerships, the Translation Bureau is able to enrich the Language Portal and lower its operating costs to ensure that all the tools are viable. The Committee notes the Translation Bureau's interest in developing applications through which users can access tools via their smartphones.[234] Research and an experimental phase are necessary in order to establish new platforms. The Committee supports the Translation Bureau in its efforts.

With respect to the use of new technologies, the University of Ottawa's Official Languages and Bilingualism Institute (OLBI) believes that access to universal, free e-learning tools will be beneficial for Canadians wishing to acquire or increase their proficiency in their second official language. The OLBI noted, among other things, the possibility of exchanging with a language monitor through a Web interface and online access to language proficiency as possible e-learning tools.[235]

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233 LANG, *Evidence*, 1st Session, 41st Parliament, March 27, 2012, 1025 [Donna Achimov, Chief Executive Officer, Translation Bureau, Department of Public Works and Government Services].

234 Ibid., 0935.

235 LANG, *Evidence*, 1st Session, 41st Parliament, May 1, 2012, 0915 [Richard Clément, Director and Associate Dean, Official Languages and Bilingualism Institute, University of Ottawa].

In light of the above, the Committee recommends:

Recommendation 21

That the Government of Canada's future horizontal initiative for official languages increase the promotion and use of new technologies for official-language learning.

1.2 National Translation Program for Book Publishing (Canadian Heritage)

The National Translation Program for Book Publishing received $5 million under the Roadmap. The general aim of the program is to increase the availability of books in both official languages.[236]

The program does not appear to have been very popular with OLMC. The Fédération culturelle canadienne-française (FCCF) believes that is partly due to the initiative's design. The objective of the program was to promote linguistic duality, but OLMC would have liked it to focus on the needs of their publishing companies:

> …the National Translation Program for Book Publishing was not designed in response to the development challenges facing the publishers in our communities, but in order to promote linguistic duality. Even though it could be helpful, it does not meet the priority needs of small businesses like French-Canadian publishing houses and indeed very few of them have benefited from this program. The ecosystem of the book is fragile. This ecosystem has to be supported for books to be able to properly reach their audience. It is our hope that the next Roadmap will offer a program based on the real needs of publishers, following exhaustive consultations with the community.[237]

Consequently, the Committee recommends:

Recommendation 22

That Canadian Heritage review the objectives of the National Translation Program for Book Publishing following consultations with official language minority communities to determine the needs of the publishing companies in Francophone and Anglophone minority communities.

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236   Government of Canada, *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future*, p. 6.

237   LANG, *Evidence*, 1st Session, 41st Parliament, December 8, 2011, 0900 [Marie-Claude Doucet, President, Fédération culturelle canadienne-française].

I. Arts and culture

1. 2008-2013 Roadmap Investments: Initiatives and success stories

Under the Roadmap, the government recognized arts and culture as 1 of the 5 priority areas and allocated $23.5 million to the sector over 5 years. That investment was divided between two main initiatives: the Cultural Development Fund and the Music Showcases for Artists from Official Language Minority Communities.

The Fédération culturelle canadienne-française (FCCF) said it was generally satisfied with the Roadmap investments:

> We would like to thank the government for identifying the arts and culture sector as one of the five priorities in the current Roadmap. Recognizing the priority was a step in the right direction. Moreover, there seems to be consensus on the importance of arts and culture in the Roadmap, since several groups that have appeared before this committee over the last month have identified this sector as being one of the most important ways to promote the learning, practice and visibility of the language, as well is the rootedness of the people of our communities in a pan-Canadian Francophone space.[238]

1.1 Cultural Development Fund (Canadian Heritage)

The Cultural Development Fund, which is managed by Canadian Heritage, received $14 million over the term of the Roadmap. The purpose of the Fund is to support "… cultural actions to foster the vitality of official language minority communities. The Fund also aims to promote the contribution these communities make to the cultural and artistic enrichment of Canada."[239]

According to the Fédération culturelle canadienne-française (FCCF), the Cultural Development Fund has resulted in many success stories:

> […] 110 community projects have been funded. The Cultural Development Fund has also funded priority projects in collaboration with the provincial governments of Ontario, New Brunswick, Saskatchewan and Manitoba. The fund's leverage effect is significant. Indeed, it can be said that one of the fund's many … success stories is the creation by the Ontario Arts Council of two new pilot programs in visual arts and media arts at the Franco-Ontarian Arts Office …, We repeat that this additional injection of $14 million was greatly appreciated.[240]

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238   Ibid., 0855.

239   Government of Canada, *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future*, p. 12.

240   LANG, *Evidence*, 1st Session, 41st Parliament, December 8, 2011, 0855 [Marie-Claude Doucet, President, Fédération culturelle canadienne-française].

The Fund has also benefited Quebec's Anglophone artists. In the view of the English Language Arts Network (ELAN) and the Quebec Community Groups Network (QCGN), the Cultural Development Fund is one of the Roadmap programs that have had the most positive impact on Quebec's Anglophone communities. It was instrumental in the *Recognizing Artists: Enfin visibles!* project, which features Anglophone artists and their work. The Fund has also stimulated artistic and cultural production in the regions and promoted access to artistic products outside Montréal. Stakeholders also view the program as a structural element for Quebec's booming Anglophone arts scene:

> They've done some interesting things because they've brought arts culture into the regions. It's an important piece of work to democratize out of Montréal the artists and dance and so on.[241]

The FCCF criticized the Cultural Development Fund on two counts. First, the Fund provides financial support for one-time projects. The FCCF would like the Fund to be designed to offer multi-year funding:

> This type of funding does not allow for the creation of lasting real benefits. The fund the arts and culture sector really needs is a fund that strengthens existing arts and culture organizations by providing them with stable and ongoing multi-year operating funding and by making it possible to support all the stages of the cultural continuum.

Second, the FCCF noted a challenge with regard to accountability:

> As mentioned by the representatives from the Fédération des communautés francophones et acadienne du Canada regarding the Roadmap as a whole, there also exists a challenge in terms of transparency with respect to the CDF [Cultural Devlopment Fund]. Indeed, it is difficult to obtain access to clear and complete data about the fund.[242]

1.2 Music Showcases Program for Artists from Official Language Minority Communities (Canadian Heritage)

The Music Showcases Program for Artists from OLMC is the second arts and culture initiative administered by Canadian Heritage. The purpose of this $4.5 million program is to "… give these artists the opportunity to produce at the local, regional and national levels."[243] The Program was designed to promote the development of music careers and access to musical performances in the minority language.

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241   LANG, *Evidence*, 1st Session, 41st Parliament, October 27, 2011, 0940 [Sylvia Martin-Laforge, Director General, Quebec Community Groups Network].

242   LANG, *Evidence*, 1st Session, 41st Parliament, December 8, 2011, 0855 [Marie-Claude Doucet, President, Fédération culturelle canadienne-française].

243   Government of Canada, *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future*, p. 12.

According to the FCCF, the Music Showcases Program has had much success with OLMC:

The program is greatly appreciated both by the Alliance nationale de l'industrie musicale and by the artists working in the song and music industry. Since 2008, it has funded 171 projects for a total amount of $1,623,404.

The program has fulfilled its mandate in all respects. A portion of the funding is allocated to events enabling artists from Francophone and Acadian communities to offer a showcase of their work. The result is clear and measurable: the number of shows by our artists has seen a marked increase. Several of the artists are currently developing national or international careers, among them Damien Robitaille in Ontario, Surveillantes from Manitoba and Radio Radio in Acadia. This increase in artist tours has also ensured that the people of our communities have more access to music performances in their language, facilitating the emergence of the strong and necessary cultural identity….[244]

The FCCF told the Committee it had been consulted several times concerning the Music Showcases: "We were consulted often, particularly about the implementation of programs like the Music Showcases Initiatives for Artists from Minority Official Language Communities."[245]

With regard to governance, the FCCF said that excellent accountability practices had been put in place for this program: "In some cases, the transparency is excellent. We mentioned the music showcases program, for example, that allows us to follow the investments to the dollar."[246]

2. Evidence and recommendations

2.1 Arts and culture priorities of the Francophone minority communities

The FCCF comprises 7 national artistic organizations representing theatre, visual arts, song/music, publishing and the media arts; 13 provincial and territorial organizations dedicated to their regions' cultural and artistic development, and a platform consisting of 3 regional presentation networks engaged in promoting and increasing the circulation of our artists and audience development across the country.

In June 2011, the FCCF held the forum Être artiste dans la Francophonie canadienne : Forum sur les pratiques artistiques, which was attended by 200 artists and

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244   LANG, *Evidence*, 1st Session, 41st Parliament, December 8, 2011, 0900 [Marie-Claude Doucet, President, Fédération culturelle canadienne-française].

245   Ibid., 0935 [Éric Dubeau, Director General, Fédération culturelle canadienne-française].

246   Ibid., 0945.

cultural professionals. The resulting *Strategic Plan 2011-2014* identified 5 priority areas: representation; cooperation and networking; development of the arts, culture and cultural industries; communications; and governance.

For the purposes of a future Government of Canada official languages initiative, the FCCF recommends introducing a comprehensive arts and culture support strategy that addresses five key areas: cultural development; arts infrastructure; artists; cultural industries and access to the arts.[247]

The FCCF advocates a multi-year funding model to support the artistic and cultural development of the Francophone minority communities.

The Committee urges the Department of Canadian Heritage to include the priority areas identified by the FCCF in establishing its departmental arts and culture priorities for the Francophone minority communities.

2.2 Arts and culture priorities of the Anglophone minority communities

The English Language Arts Network (ELAN) identified three artistic development priorities. There is a general desire to make Anglophone artists more visible within Anglophone communities, more visible to Quebec's Francophone majority and across English Canada.[248] With regard to cooperation with the Francophone majority, Quebec's Anglophone artists view themselves as building bridges between the two communities. They are mostly bilingual and want to contribute to Quebec and Canadian society through their art. Anglophone artists are concerned that the artistic vitality of the Anglophone communities is perceived by some as a threat to French language and culture in Quebec.[249]

ELAN also wants to improve artists' access to their audience and, at the same time, the access of Anglophone communities to the performing and theatre arts.This aspect is particularly important to communities located outside the major centres.

The community is counting on the economic benefits of a booming artistic sector. The Committee is pleased to learn that ELAN will be carrying out a research project funded by Industry Canada that will lay the groundwork for the artistic development of Quebec's Anglophone communities for the next five years.

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247   Ibid., 0900 [Marie-Claude Doucet, President, Fédération culturelle canadienne-française].

248   LANG, *Evidence,* 1st Session, 41st Parliament, April 3, 2012, 0845 [Guy Rodgers, Executive Director, English Language Arts Network Quebec].

249   Ibid., 0855 [Charles Childs, President, English Language Arts Network Quebec].

The Committee urges the Department of Canadian Heritage to include ELAN's three artistic development areas for action in its departmental priorities for the artistic and cultural development of the Anglophone minority communities.

The Committee wishes to note the excellent cooperative effort being made in arts and culture. Through Canadian Heritage support, the FCCF and ELAN are members of a working group involving all federal partners in arts and culture. The group recently invited federal economic institutions such as Industry Canada and Canada Economic Development for Quebec Regions to meet with the OLMC to determine how they can get involved in their artistic and cultural activities.

Recommendation 23

That the Department of Canadian Heritage, in a future horizontal official languages initiative, maintain its support for arts and culture in the official language minority communities. That it continue its interdepartmental coordination work with the federal economic institutions to develop the arts sector and cultural industries in the official language minority communities.

2.3 Arts, culture and education

The Fédération culturelle canadienne-française (FCCF) informed the Committee that the Roadmap had also had an indirect impact on arts and culture, particularly through initiatives targeting education.

For Francophones, the Roadmap helped establish the Table de l'Axe Action culturelle et identitaire (TAACI). That issue table puts education professionals in touch with arts and culture specialists and, among other things, has produced the Trousse du passeur culturel kit: "This nationwide project has made it possible to offer training to all Francophone school principals across Canada, thus enabling them to better integrate arts and culture into their educational projects."[250]

Designed for teaching staff, the kit promotes knowledge of community and regional artistic resources as well as the integration of arts and culture in the classroom. Like other projects, the kit is part of a pan-Canadian initiative of the Council of Ministers of Education, Canada (CMEC) promoting the cultural approach of teaching.[251]

Similarly, the Quebec Community Groups Network (QCGN) suggested that a future Government of Canada official languages initiative could pair arts and culture with the

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250   LANG, *Evidence,* 1st Session, 41st Parliament, December 8, 2011, 0900 [Marie-Claude Doucet, President, Fédération culturelle canadienne-française].

251   LANG, *Evidence,* 1st Session, 41st Parliament, March 29, 2012, 0920 [Richard Lacombe, Director General, Association canadienne d'éducation de langue française].

education community to promote official languages along with identity and community development:

> When I mentioned a beautiful success story that was part of the Roadmap, I was referring to the Cultural Development Fund. If there is something that we should keep, it would be the fund pertaining to schools. We have to be able to see how we can work in our schools to try to show young people the importance of their contribution to Quebec, Canadian and regional heritage.[252]

On this subject, the ELAN explained that while there is an excellent Francophone cultural program in Quebec schools, there are deficiencies on the Anglophone side. The Committee is delighted that Quebec's Ministère de l'Éducation, du Loisir et du Sport has granted ELAN funding so that it can identify the problem and take appropriate courses of action.[253]

In view of the above, the Committee recommends:

Recommendation 24

That the arts and culture component of the Government of Canada's future horizontal initiative for official languages include initiatives that enable arts and culture to be better integrated into the educational projects of educational institutions of the official language minority communities.

J. Media of the Official Language Minority Communities

1. 2008-2013 Roadmap Investments: Initiatives and Achievements

The support provided for media is described in the 2008-2013 Roadmap as follows:

> Measures are also planned to support community radio and other local media that promote cultural and community activities among youth. For young Canadians, this will mean greater availability of local media and activities in the minority official language.[254]

In spite of this statement, the community media representatives who appeared before the Committee as part of this study said they had been largely overlooked by the current Roadmap.

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252 LANG, *Evidence,* 1st Session, 41st Parliament, October 27, 2011, 1020 [Sylvia Martin-Laforge, Director General, Quebec Community Groups Network].

253 LANG, *Evidence,* 1st Session, 41st Parliament, April 3, 2012, 0955 [Guy Rodgers, Executive Director, English Language Arts Network Quebec].

254 Government of Canada, *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future*, p. 10.

2. Evidence and recommendations of the OLMC

2.1 The place of community radio stations in the Roadmap

In fact, the Roadmap contains only one initiative targeting community radio stations, and that is the Franco Médias 2010 project:

> I should mention in passing that we would like to extend our thanks to the government of Canada for including the Franco Médias 2010 project in the Roadmap. This initiative enabled Francophones and Acadian communities to also contribute to the success of the 2010 Olympic and Paralympic Winter Games in Vancouver. However, it is important to keep up the momentum.[255]

There is currently no regular federal funding to support community radio stations. According to the Alliance des radios communautaires du Canada (ARC du Canada), only one community radio station has received federal funding under the Canada-communities agreements, which are administered by Canadian Heritage.[256] To meet needs, ARC du Canada, in partnership with the National Campus and Community Radio Association (NCCRA) and the Association des radiodiffuseurs communautaires du Québec (ARCQ), established the Community Radio Fund of Canada (CRFC) in 2007. The CRFC is a not-for-profit organization that solicits and distributes funds for the development and sustainability of local programming on student and community radio stations in urban and rural areas. It provides the community and student radio sector with the resources to promote local programming and community access as well as the development and enrichment of this essential sector of the Canadian broadcasting system. According to ARC du Canada:

> We are talking about a fund of about $1 million for this year. After administrative costs, there is about $750,000 left to distribute to radio stations. As I said earlier, that represents less than $5,000 per station.[257]

ARC du Canada added that the federal government allowed the fund to be established, but does not contribute to it. And yet the sector's needs are considerable:

> The three associations [ARC du Canada, NCCRA and ARCQ] estimate that the sector as a whole requires more than $20 million.…It is our belief that, in order to fulfill their responsibilities, our radio stations must be able to count on a guaranteed annual amount of at least $30,000, which would at least allow them to maintain one permanent position per station.[258]

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255 LANG, *Evidence,* 1st Session, 41st Parliament, November 1, 2011, 0850 [François Côté, Secretary General, Alliance des radios communautaires du Canada].

256 Ibid., 0935.

257 Ibid.

258 Ibid., 0850.

2.2 The place of community newspapers in the Roadmap

The situation is similar for OLMC newspapers. According to the Association de la presse francophone (APF), Francophone minority community newspapers have had no funding or programs under the Roadmap:

> Having said that, when it comes to assessing the impact the Roadmap has had on the development of the French-language press in Canada, it is fairly difficult to arrive at a fair and satisfactory picture of the current state of play. Indeed, the document does make reference to the French-language press. It talks about measures to support community media that promote cultural and community activities among youth. According to the Roadmap, for young Canadians, this will mean greater availability of local media and activities in the minority official language.

> To our knowledge, there are no specific measures in the Roadmap aimed at developing the French-language press. Indeed, when the Roadmap was first launched, we made the point that the community media sector was almost completely absent.[259]

Unlike the radio sector, community newspapers are assisted by Canadian Heritage's Canadian Periodical Fund.

Community radio stations and newspapers are important for the OLMC, particularly for Northern communities, which are scattered and remote. According to the Association des francophones du Nunavut, community radio and newspapers are the only available means of obtaining and sharing information in French. Following implementation of Nunavut's *Official Languages Act* in 2012, the community believes its media will become the preferred means of communication between the government and the community, but their funding must first be secured.

The Fédération franco-ténoise has also put a lot of effort into maximizing the human resources working for its organizations:

> By combining our weekly newspaper and community radio station, we were able to hire a fulltime director for the radio station and open a news desk in Hay River, as well as share human resources and news content between both media outlets. However, this success story is a fragile one, and each year it becomes increasingly difficult to fund our media outlets as government advertising revenue are in decline as new information technologies grow in popularity and we are seeing a partial shift away from traditional media. Last year alone, *L'Aquilon* saw its revenues drop by 18%.[260]

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259   Ibid., 0850 [Francis Potié, Executive Director, Association de la presse francophone].

260   Fédération franco-ténoise, Brief to the House of Commons Standing Committee on Official Languages, April 24, 2012, p. 2.

The above passage highlights two major challenges facing OLMC media: the withdrawal from advertising buys by federal institutions, and the challenges that new information technologies pose for conventional media.

2.3 Advertising buys

The federal government's advertising spending is managed by the advertising coordination sector at Public Works and Government Services Canada (PWGSC). The *Communications Policy of the Government of Canada*,[261] which took effect on August 1, 2006, contains provisions respecting the purchase of advertising from official language minority media. Paragraph 23 provides as follows:

> Institutions must determine their obligations under Sections 11 and 30 of the *Official Languages Act* to ensure compliance in all advertising. Moreover, institutions must ensure that positive measures are taken for the implementation of the Government of Canada's commitment, stated in Part VII of the Act, to enhance the vitality of official language minority communities. Advertising plans and campaigns must address the needs, concerns and language preferences of such communities. Media buys must include the purchase of advertising space and time in organs serving a community's official language minority, be it English or French.

The Policy does not establish any amount or percentage for the purpose of regulating the purchase of advertising space in official language minority media. However, it does acknowledge that federal institutions have an obligation under Part VII of the *Official Languages Act* to include official language minority media in their advertising programs so as to promote the vitality of the Anglophone and Francophone minority communities.

Despite these obligations, OLMC media representatives told the Committee that they have observed a substantial decline in advertising buys and, consequently, in their revenues. According to the APF, newspapers have suffered a 35% drop in advertising purchases by the federal government:

> With respect to advertising, we are currently going through some tough times. In the last two years, French-language newspapers have seen a 35% reduction in federal advertising. The effects of that decrease are being felt. Newspapers are publishing fewer pages. Some are talking about the major challenge facing them in order to survive.[262]

ARC du Canada estimates this reduction at 85%:

> I can tell you that last year was an extremely trying year with respect to advertising, because a choice had already been made: it was the year of television and the Internet. Radio stations and newspapers paid the price, and it was a very stiff price. There was a

261   Treasury Board of Canada Secretariat, *Communications Policy of the Government of Canada*.

262   LANG, *Evidence,* 1st Session, 41st Parliament, November 1, 2011, 0900 [Francis Potié, Executive Director, Association de la presse francophone].

drop of more than 85% in revenues from the federal government. There was not much left for us. Things are slightly better this year, and yet there are a number of campaigns in the newspapers and on television, but not on the radio.[263]

Buying advertising in OLMC media is not simply a matter of funding. The Quebec Community Newspapers Association (QCNA) clearly showed that advertising purchases in OLMC media are consistent with the federal government's obligation to inform Canadians in the language of their choice:

> For readers of community newspapers, advertising is information. Indeed, many readers may not differentiate between what is a paid ad, an opinion piece, or a news article. They simply read everything, every word, with great interest. The key here is that before we look at increasing or decreasing advertising rates, we need to understand that we're talking about increasing and decreasing information to residents.

> This is particularly critical for the English minority in Quebec. Our small newspapers are sometimes the only way residents are informed about what's happening that impacts them, from various agencies, from the province, or even from the municipalities. Advertising bookings from federal agencies dropped from 2008 to 2011 in the range that the APF has experienced. But we can't look at 2009 for these drops, except that there was an interesting lesson that year. Federal agencies were highly proactive in their fight against the H1N1 virus. They used community newspapers to run a preventive information campaign, with success rates any top agency would admire. Rates of infection for H1N1 were controlled in large part due to this aggressive advertising campaign. Readers responded by following advice contained in the ads. Readers were scared, they felt isolated, and they heard horror stories from abroad and from television headlines, but they didn't understand what was being published in the French newspapers. The spending that went into community newspapers targeted them and helped them through this, offering them very reliable information. It empowered them to act responsibly and to help themselves. However, advertising bookings from federal agencies dropped off to virtually nothing following that pandemic. Roadmap or not, the effect was chilling.

> The situation where the federal governing bodies do not communicate with residents is shared across Canada; it's not just in Quebec. For a minority language group, this information is critical. It's information about what agencies are doing for them or about them.[264]

According to the QCNA, "Recent polls show that 74% of adult Canadians read their local community newspaper. The numbers are even higher for those newspapers in minority language situations."[265]

In view of the above, the Committee recommends:

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263   Ibid., 1005 [François Côté, Secretary General, Alliance des radios communautaires du Canada].

264   Ibid., 0905 [Lily Ryan, Member of the Board of Directors, Quebec Community Newspapers Association].

265   Ibid.

Recommendation 25

That the Government of Canada, in accordance with its *Communications Policy*, **ensure that federal institutions meet their commitments toward the media of the official language minority communities.**

2.4 New information technologies

The advent of new media and social media raises a challenge for OLMC community radio stations and newspapers. ARC du Canada explained the problem as follows:

> Furthermore, we often hear talk of the new media and the need for community radio stations to be part of that. In the space of barely a few years, technology has developed at such a pace and changed the Canadian media landscape so dramatically that even public and private broadcasters have been overtaken by events. Just imagine what it is like for radio stations like our own.

> In the current globalized environment, where broadcasting giants are merging and diversifying their activities in order to deal head on with the phenomenal rise and popularity of the new media, community broadcasters, and particularly those operating in official language minority communities, are struggling to contain the erosion of their own audience and are fighting a totally unequal battle against the Internet, a medium which has neither boundaries nor clear and precise rules. Indeed, the CRTC made the point again recently that it does not intend, at least in the very short term, to regulate Internet content.

> Canadians' interest in the new media is such that we are facing a massive migration of our audience to these new platforms, but without all the necessary means to recapture those listeners.

> It should also be mentioned that, very recently, the President and CEO of CBC/Radio-Canada, Mr. Hubert T. Lacroix, told members of the Standing Committee on Canadian Heritage that he intends to double the Crown corporation's investment in digital broadcasting between now and 2015. That means that more money will have to be invested in new platforms.[266]

ARC du Canada has already started negotiations with Canadian Heritage to obtain funding and develop new programs:

> We would also like to draw your attention to the fact that the Alliance des radios communautaires du Canada recently filed a project application with Canadian Heritage, and we are hoping to receive the requested funding in order to develop mobile

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266   Ibid., 0850 [Simon Forgues, Development and Communications Officer, Alliance des radios communautaires du Canada].

applications that would enable Internet users to tune in our stations using their mobile devices, such as smart phones or touch-sensitive tablets.[267]

Community newspapers are also facing challenges with regard to their Internet presence and the use of new social platforms:

> …having a presence there doesn't mean you're effective. There is a difference. As with every other medium, you have to learn to be an interactive medium, in addition to being a paper-based medium that is published every week.[268]

Not all APF-member community newspapers are online. According to the APF, few of them post all their content on the Internet:

> I believe it's possible for *L'Express Ottawa*, *La Liberté* and *Le Franco*. Four or five of them publish their full version of the news for online subscribers. In other cases, they may publish excerpts and other items that do not appear in the newspaper on a database….When it comes to the Internet, newspapers are proceeding by trial and error. I believe there is a strategic aspect to this, in that we want to be available via mobile technology, but we are not there yet.[269]

The lack of adequate funding undermines the ability of OLMC media to make use of new media and social media:

> With respect to funding, I would say that, when it comes to newspapers, adapting to new media is a major challenge, given the limited resources available. It is not only a major challenge for us, but also a serious threat to Francophones in minority communities. The current context is one where the media are having trouble remaining competitive. It is, in fact, difficult to compete with *The New York Times* and CNN.[270]

Quebec's Anglophone community newspapers are in the same situation:

> As for the landscape, with social media and Website presence for media, help in that regard is really critical in terms of having a presence and staying current. None of us has the funds to be as dynamic as big corporate newspapers are. Each of us has to struggle through that challenge.[271]

Having regard to the above, the Committee recommends:

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267   Ibid.

268   Ibid., 0925 [Francis Potié, Executive Director, Association de la presse francophone].

269   Ibid., 0940.

270   Ibid., 1005.

271   Ibid., 1010 [Lily Ryan, Member of the Board of Directors, Quebec Community Newspapers Association].

Recommendation 26

That the Government of Canada's future horizontal initiative for official languages contain initiatives designed to help official language minority communities keep pace with technological change, particularly by making use of new media and social media.

2.5 Community media and the arts

Community radio and newspapers are vehicles for the OLMC's artistic and cultural products:

> The link between community media and artists in minority Francophone communities is very important because it is often the first vehicle these artists are given to broadcast their talent, their works, etc. It must be preserved. It is more difficult for artists to break through, to access the mass media. This link with community media becomes very important in promoting their development.[272]

At ARC du Canada, this commitment has led to the creation of a platform for artists to allow ARC du Canada's member community radio stations to access French-Canadian content across the country:

> The service we provide to the Alliance des radios communautaires du Canada consists of a programming exchange. Our server has a bank of programming that we make available to all of our stations….That gives us an opportunity to disseminate the culture of all of our communities across all communities. Obviously, we still have some ways to go. Indeed, we would like our radio stations to better reflect our communities, but given our lack of resources, that is quite difficult. It's a problem. The platform is one of our initiatives. It is one of the jewels in the crown of ARC du Canada.[273]

The platform has grown out of a closer relationship with the Association des professionnels de la chanson et de la musique franco-ontarienne (Ontario):

> At the time, artists expressed a desire to be heard more often, and benefit from better promotion. The people representing our radio stations answered that it is not always easy to have access to music created by community artists….We came to the conclusion that the best solution would be to create a national platform where music files from our community artists would be downloaded….The idea was to ensure that the music created by an artist from Western Canada — for example, Manitoba or Saskatchewan — would be broadcast in the Atlantic provinces, and vice versa. That way, songs by Acadian artists would be broadcast over the airwaves of radio stations in Western Canada or Ontario. That project was completed this summer, without additional financial support; in other words, the ARC of Canada paid for the hosting, implementation and

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272   LANG, *Evidence,* 1st Session, 41st Parliament, December 8, 2011, 1030 [Marie-Claude Doucet, President, Fédération culturelle canadienne-française].

273   LANG, *Evidence,* 1st Session, 41st Parliament, November 1, 2011, 0940 [François Côté, Secretary General, Alliance des radios communautaires du Canada].

maintenance of that platform. Artists now have a platform for disseminating their musical works. And radio stations are now able to more quickly and more easily access the work of our artists.[274]

ARC du Canada informed the Committee that the Association des radiodiffuseurs communautaires du Québec (ARCQ) was open to the idea of picking up the service.[275]

The Fédération culturelle canadienne-française (FCCF) told the Committee that community media are essential to present the OLMC's cultural and artistic products:

> The link is quite clear, relevant and close. This is to say that, for artists and artistic organizations, the community media are a primary ally in terms of showcasing their talents. Without these partners, our communities would not know if there is a show on a certain night in Cornwall or in any of the other 37 communities that have a cultural centre. Neither would they find out about what is new in book publishing or in music or film releases, etc. It is therefore a very important ally.

> When someone asks what the economic benefits are, it seems clear to me that the action of our agencies, the community media and our communication companies have a considerable effect on access to the cultural product, whether it is a show, a visual arts exhibit, a new book, a music CD or another product. They are primary allies.

> Regarding whether the government should recognize the importance of cultural entities although these partners are not members of the cultural federation — I am taking the liberty of venturing into some dangerous territory here I know — it is clear that we feel that you should recognize them. In my opinion, an investment in these partners can only be beneficial for the arts and culture community.[276]

In light of the above, the Committee recommends:

Recommendation 27

That the Department of Canadian Heritage develop programs for community radio stations and newspapers in its support strategy for arts and culture in the official language minority communities.

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274   Ibid., 0945 [Simon Forgues, Development and Communications Officer, Alliance des radios communautaires du Canada].

275   Ibid.

276   LANG, *Evidence,* 1st Session, 41st Parliament, December 8, 2011, 1030 [Éric Dubeau, Director General, Fédération culturelle canadienne-française].

K. Justice

1. 2008-2013 Roadmap Investments: Initiatives and Achievements

In their appearance before the Committee, Justice Canada officials described how the justice sector has evolved in recent years:

> The justice sector, traditionally considered to be concerned mainly with judges, lawyers, and the court system, is in fact much broader in scope. It is first and foremost a sector that provides services to the population, which involves many levels of interaction. Think only of social workers, police officers, probation officers, mediators, or community organizations that provide education and guidance to seniors, new immigrants, at-risk youth, and other groups. More and more Canadians faced with a legal problem choose to defend their own rights and interests, putting additional pressure on the system for easy-to-understand and accessible legal information services in both official languages.[277]

In response to those changes and to facilitate access to justice in both official languages, the government allocated $93 million under the Roadmap to the following Justice Canada initiatives: $49.5 million for the *Contraventions Act* Fund, $41 million for the Access to Justice in Both Official Languages Initiative, and $2.5 million for the Accountability and Coordination Framework.[278]

1.1 *Contraventions Act* Fund

The *Contraventions Act* Fund provides financial assistance to the provinces and territories to increase their capacity to provide minority language services in relation to the implementation of the *Contraventions Act*:

> The *Contraventions Act* Fund was established to support the implementation of the *Contraventions Act* in a manner consistent with all applicable constitutional and legislative language rights. The fund provides financial assistance to the provinces and territories that have implemented the *Contraventions Act* in order to increase their capacity to offer justice services. To date, five provinces have signed contribution agreements to this effect, that is British Columbia, Manitoba, Ontario, Nova Scotia and Prince Edward Island. These provinces, in addition to New Brunswick and Quebec, are able to provide services in both official languages for proceedings brought under the *Contraventions Act*. Discussions with the other jurisdictions are ongoing.[279]

According to the Fédération des francophones de la Colombie-Britannique (FFCB), the *Contraventions Act* Fund has been a success in British Columbia:

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277 LANG, *Evidence,* 1st Session, 41st Parliament, February 28, 2012, 0845 [Andrée Duchesne, Senior Counsel and Manager, Francophonie, Justice in Official Languages and Legal Dualism, Department of Justice].

278 Government of Canada, *Roadmap for Canada's Linguistic Duality, 2008-2013: Acting for the Future*, 2008, p. 18.

279 LANG, *Evidence,* 1st Session, 41st Parliament, February 28, 2012, 0845 [Andrée Duchesne, Senior Counsel and Manager, Francophonie, Justice in Official Languages and Legal Dualism, Department of Justice].

…thanks to the Access to Justice Support Fund, the Association des juristes d'expression française de la Colombie-Britannique is continuing its work with the provincial government to provide Francophones with better access to justice services in their language. This work is also part of the community's GDP [Global Development Plan]. As a result, our grade 11 and 12 students were able to receive law workshops on topics of concern to them, human rights, consumer issues and the environment. We are working with the Association des juristes and the provincial department to ensure that Francophone juries are impaneled when trials are held in French.[280]

However, the *Contraventions Act* Fund does not provide support for English-language services in Quebec:

In Quebec …the justice system is very bilingual. I told you a little earlier about the *Contraventions Act*. Our agreement with Quebec does not include a contribution agreement for English-language services in view of the fact that all those services are already offered there, both in French and in English. The needs of the Anglophone population in Quebec are different.[281]

1.2 Access to Justice in Both Official Languages Support Fund

According to the Department of Justice officials:

The principles that led to the creation of the Access to Justice in Both Official Languages Support Fund were improving access to justice services and knowledge and understanding of language rights by Canadian citizens and the legal community, and developing a training initiative to help justice system stakeholders provide services to Canadians in the official language of their choice, especially in the area of criminal matters. Since its creation the support fund has helped make the justice system more accessible, more relevant, and better able to meet the needs of Canadians.[282]

The establishment of the Centre canadien de français juridique is one success story that has resulted from the Access to Justice Support Fund:

The Centre canadien de français juridique offers legal training to justice system stakeholders, including crown prosecutors, probation officers and court clerks. The centre is currently helping develop and design a specialized training program adapted to the needs and realities of criminal court judges. It is also developing electronic tools and resources for continuing education and skills maintenance. The centre makes a positive and concrete contribution to the number of justice stakeholders who are able to

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280   LANG, *Evidence,* 1st Session, 41st Parliament, November 15, 2011, 0915 [Réal Roy, President, Fédération des francophones de la Colombie-Britannique].

281   LANG, *Evidence,* 1st Session, 41st Parliament, February 28, 2012, 0930 [Andrée Duchesne, Senior Counsel and Manager, Francophonie, Justice in Official Languages and Legal Dualism, Department of Justice].

282   Ibid., 0850.

provide services in both official languages, which corresponds exactly to the areas for government action identified in the Roadmap.[283]

The Roadmap has also made it possible to create the "CliquezJustice.ca" portal of the Association des juristes d'expression française de l'Ontario, a portal for French-language legal information intended for students and the general public:

> [This site] constitutes a portal for French legal information for the general public. It targets the needs not only of Ontario's French-speaking population but also of Francophones in all the other provinces as well. The component related to other provinces will be operational later this year, as the process is currently being validated with provincial partners. What is different about this portal and the information it contains is its target clientele. It's specifically aimed at elementary and high school students and their teachers and counsellors. It offers games and learning resources for students and tools specifically designed for teachers.

> The general public will also have access to legal informational matters of law in clear and simplified language. Once the information from the other provinces is validated, the French-speaking population in these provinces will also have access to the same information the Franco-Ontarian population has. This step is expected to be completed in the coming months.[284]

The Fédération des associations des juristes d'expression française de common law noted the work that has been done to provide French-language training for justice professionals and stakeholders as a result of the Fund:

> With regard to training for provincial and territorial stakeholders, a lot of initiatives have been carried out in recent years. Now there are new training programs and programs that are much more developed. We've talked about distance training. We see that universities and colleges are increasingly open not only to training for stakeholders once they are in the system, but also for people who are in the system and who are studying to become part of the system, immersion students, for example. There are a lot of training possibilities. We've made a lot of progress in a few years.[285]

2. Evidence and recommendations

The efforts made to raise awareness among OLMC members to encourage them to insist on receiving services in the language of their choice and build the capacity of OLMC organizations and institutions to offer high-quality legal services are creating significant demand. However, as the Assemblée communautaire fransaskoise emphasized, needs

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283   Ibid., 0850 [Linda Dupont, Legal Counsel, Francophonie, Justice in Official Languages and Legal Dualism, Department of Justice].

284   Ibid.

285   LANG, *Evidence,* 1st Session, 41st Parliament, November 22, 2011, 0930 [Rénald Rémillard, Executive Director, Fédération des associations de juristes d'expression française de common law inc.].

are diversified. Consequently, there is a need to expand the range of legal services provided to the OLMC:

> In justice, we must continue to increase the number and variety of legal services. Not only is the Fransaskois population getting used to justice in French, but the number of people employed in this sector in Saskatchewan has increased by nearly 40% since 2008.[286]

In the Francophone community, stakeholders would like to build their capacities based on two target groups. The first group is made up of Francophone newcomers settling in minority communities. The representatives of the Fédération des associations de juristes d'expression française de common law told the Committee that this target group is one of the emerging clienteles because immigration in the Francophone minority communities is on the increase.

Learning about the Canadian legal system is part of the socialization process. It is also an essential condition for the full integration of immigrants into Canadian society. It is therefore necessary for OLMC immigration networks to develop skills enabling them to include legal services in current settlement services. Labour law, spousal and family violence, relations with police, credit card use, residential leases and the drafting of documents such as wills are some of the areas of legal intervention where services are most requested. On one side, professional networks such as French-language lawyer associations have the necessary expertise to establish programs. On the other, OLMC organizations and institutions working in the field are in a better position to provide these services. This partnership requires the support of both levels of government to provide funding, coordination and intergovernmental cooperation.

Women victims of violence are the second target group. Research shows that "every six days in 2009, a woman was murdered by her current or former male spouse or boyfriend. In the same year, over 17,000 women reported to police that they had been sexually assaulted. In 2010, around 3,000 women stayed in shelters each day to escape domestic violence."[287] According to the Alliance des femmes de la Francophonie canadienne, few services are currently available to Francophone minority women:

> But it is important to point out that French-language services for victims in minority communities are practically non-existent. Only three provinces have a Francophone reception centre for women who are victims of violence. Our members have to take the

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286   LANG, *Evidence,* 1st Session, 41st Parliament, November 3, 2011, 0900 [Paul Heppelle, President, Assemblée communautaire fransaskoise].

287   Laura Munn-Rivard, "Violence Against Women in Canada", Library of Parliament, HillNotes, November 23, 2011.

initiative to contact Anglophone centres in order to find employees who speak French and who can help the victims.[288]

The Committee acknowledges the significant awareness and training work done by Justice Canada. In its view, the Department must continue that effort to maintain gains and build OLMC capacity to provide legal services in the minority language. Other priorities have now been added to the list of OLMC justice needs, including services to immigrants and women victims of violence. Accordingly, the Committee recommends:

Recommendation 28

That Justice Canada, in the Government of Canada's future horizontal initiative for official languages, assist immigrants living in official language minority communities and the community organizations and institutions that provide them with services in order to improve their understanding of the Canadian legal system, to facilitate access to legal services in the official language of their choice and to promote careers in justice for the immigrant population.

Recommendation 29

That Justice Canada, in the Government of Canada's future horizontal initiative for official languages, assist victims of violence in order to provide them with resources in the official language of their choice.

The support provided to Quebec's Anglophone communities for justice differs from the programs in place for Francophone communities:

> The needs of the Anglophone population in Quebec are different; although they are similar to those of the Francophone population outside Quebec in terms of the importance of having access to simplified legal information in an easy-to-understand language. The problem is the same as for all people living in French outside Quebec. Their needs are currently very much in that area.

> Together with the people from Quebec, we examined the province's main legal tools, particularly for the purpose of making the Civil Code of Quebec accessible in an English form that is legally consistent and acceptable. The fact remains that Quebec Anglophones have different needs when it comes to access to justice.[289]

To support Quebec's Anglophone communities, Justice Canada has done extensive work in partnership with Éducaloi "to provide the English community of Quebec with legal

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288   LANG, *Evidence,* 1st Session, 41st Parliament, December 6, 2011, 0845 [Louise-Hélène Villeneuve, President, Alliance des femmes de la francophonie canadienne].

289   LANG, *Evidence,* 1st Session, 41st Parliament, February 28, 2012, 0930 [Andrée Duchesne, Senior Counsel and Manager, Francophonie, Justice in Official Languages and Legal Dualism, Department of Justice].

information that is written in an English language that they fully understand, that is written in clear language."[290] Justice Canada noted on that point that "Éducaloi's work is based on an approach that is adapted to the needs of this clientele rather than one based on translation. This enables Éducaloi to reach Quebec's Anglophone and Allophone communities whose first official language spoken is English."[291] The Department has also provided funding to McGill University's Paul-André Crépeau Centre for Private and Comparative Law.

Justice Canada has also cooperated with the Quebec Community Groups Network (QCGN), the joint committee of the Barreau du Québec and the Chambre des notaires to update "the English version of the *Civil Code of Québec*, because according to the English legal community, the English version of the *Civil Code of Québec* was not written in an acceptable manner for English-speaking lawyers and the English-speaking community. So we've helped a lot with that particular project."[292]

The QCGN reacted to explanations of the purpose of that project provided by Justice Canada. The QCGN noted that English-speaking lawyers and citizens were not the only people who had to deal with the poor quality of the English translation of the *Civil Code* (1994):

> The French and English versions of the *Civil Code* are equally valid and may be used by litigants regardless of linguistic profile. The errors made in the translation of the Code were significant (more than 5,000), and that has enabled lawyers to "shop around" between the English and French versions. The incompatibility of the two versions of the Act has affected all Quebeckers.[293]

In other words, the project has benefited Quebec society as a whole. Other stakeholders noted that the concordance work done guarantees a better sharing of ideas with international legal experts who, in many cases, work with the English version of the *Civil Code*. A similar project to improve the quality of the English translation of the *Code de procédure civile du Québec* could be carried out. It remains to be seen whether Justice Canada will contribute to that initiative.

Like the Francophone communities, Quebec's Anglophone communities have expressed a need for legal programs targeting immigrants whose first official language spoken is English. The Black Community Resource Centre (BCRC) told the Committee

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290   Ibid., 1010.

291   Ibid., 0850 [Linda Dupont, Legal Counsel, Francophonie, Justice in Official Languages and Legal Dualism, Department of Justice].

292   Ibid., 1010 [Andrée Duchesne Senior Counsel and Manager, Francophonie, Justice in Official Languages and Legal Dualism, Department of Justice].

293   Quebec Community Groups Network, Correspondence, February 29, 2012.

that it is important for the Government of Canada to recognize the multicultural nature of Quebec's Anglophone communities in designing its programs:

> …the Roadmap in Quebec needs to be far more sensitive to the reality of multi-ethnic, multi-racial Anglophones in Quebec. In Montréal, in particular, concerted inroads are needed into communities that speak English but are not of anglo British origin.[294]

Having regard to the above, the Committee believes that Justice Canada would do well to strengthen its ties with Quebec's Anglophone communities to enhance its understanding of their justice needs. Accordingly, the Committee recommends:

Recommendation 30

That Justice Canada, in partnership with Quebec's Department of Justice and the principal parties involved, consult Quebec's Anglophone communities to determine their needs in the area of access to justice in English in Quebec and identify possible federal initiatives that would not conflict with provincial jurisdiction.

L. Research on the Official Language Minority Communities

1. Funding research to ensure better management

In its mid-term report on the Roadmap, the Government of Canada reiterated its commitment to investing efficiently in official languages:

> As the Government is confronted with challenging economic times, in the final year of the Roadmap, efforts will be made to maximize the use of public investments in the pursuit of the best possible results for Canadians.[295]

To achieve that objective, the Government of Canada must acknowledge that investments in research on the OLMC lead to successful outcomes. The conclusive data generated by professional research are essential to the design and implementation of structural projects that make maximum use of resources and meet the OLMC' needs and aspirations. Without research, the success of those programs will be compromised:

> As we don't have conclusive data, we're forced to go into the field to try to identify needs in a hit or miss manner.

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294   LANG, *Evidence,* 1st Session, 41st Parliament, December 6, 2011, 0920 [Dorothy Williams, Program Director, Black Community Resource Centre].

295   Government of Canada, *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future, Mid-term report*, April 5, 2012, p. 16.

Without research, there's quite a bit of, I would say, playing around before you hit on a model that's going to make a difference.[296]

2. OLMC's research capability

According to the BCRC, the ability of OLMC organizations, institutions and networks to conduct research is limited by a lack of funding:

…the Roadmap needs to recognize the value of community research….We can do our own research. But we need the resources. One of the major caveats is that we don't fund research. It's very difficult, particularly with isolated unknown communities, to find the information, other than anecdotal, to really deal with what the issues are out there.[297]

The Société de l'Acadie du Nouveau-Brunswick is facing the same problem:

The only problem is that, since 2001, that is in the past 10 years, the core funding for the Société de l'Acadie du Nouveau-Brunswick has remained the same. Furthermore, considering inflation, which averages 2.2% annually, we've wound up with 30% less revenue. Consequently, our organization does not even have a research officer or communications officer….However, it is not normal for an organization of people such as ours not to have a communications officer or a research officer.[298]

The situation is paradoxical. The research capabilities of the organizations, institutions and networks in the OLMC are reduced, but then the funding agencies require the OLMC to support the funding applications they submit with conclusive data and statistics:

…when we submit funding applications, we are asked for statistics….So it is becoming more difficult to support our requests with statistics.[299]

Support for research in the OLMC has obviously declined sharply in recent years:

The CIHR [Canada Institutes of Health Research], however, recently abandoned its research program for the OLMC. The SSHRC [Social Sciences and Humanities Research Council of Canada] also had a similar program in place that they also

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296 LANG, *Evidence,* 1st Session, 41st Parliament, December 6, 2011, 0920 [Dorothy Williams, Program Director, Black Community Resource Centre].

297 Ibid.

298 LANG, *Evidence,* 1st Session, 41st Parliament, November 29, 2011, 0905 [Jean-Marie Nadeau, President, Société de l'Acadie du Nouveau-Brunswick].

299 LANG, *Evidence,* 1st Session, 41st Parliament, December 6, 2011, 0925 [Louise-Hélène Villeneuve, President, Alliance des femmes de la francophonie canadienne].

abandoned a few years ago….In part, these programs were a way of addressing the barriers facing researchers in minority communities.[300]

Those decisions were made despite the recommendations in the Commissioner of Official Languages of Canada's study *The Role of Canadian Federal Research Funding Agencies in the Promotion of Official Languages* (2008).[301] The Commissioner recommended that the federal government provide funding to minority postsecondary institutions to support research on official language issues and promote the dissemination of conclusive results from that research.

The Canadian Institute for Research on Linguistic Minorities and the Official Languages and Bilingualism Institute (OLBI) of the University of Ottawa believe that the government has a role to play in promoting and supporting professional research on official languages and the OLMC:

> When a program concerns minority communities, agencies send the message that it is legitimate to conduct research on the communities. We do not have to convince anybody. We take it for granted that the people evaluating us have understood that it is important to conduct research. They properly evaluate the projects that are submitted. This is really a way of lowering the barriers that were noted by the study of the Office of the Commissioner of Official Languages on research. This is one way of lowering the barriers that minority researchers face.[302]

> Canada needs to attract young researchers to the field of official languages. The University of Ottawa is considering a summer research training program led by a team of distinguished Canadian researchers. The program would be made a training and research priority of the Social Sciences and Humanities Research Council.[303]

The Committee believes it is important to develop research programs that target the OLMC.[304] It is also pleased to learn that Concordia University's School of Extended Learning, the Canadian Institute for Research on Linguistic Minorities and the Department of Canadian Heritage have cooperated in establishing the Quebec English-Speaking Communities Research Network (QUESCREN).

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300   Éric Forgues, "Evaluation of the Roadmap: Improving Programs and Service Delivery, Appearance before the Standing Committee on Official Languages"*,* April 24, 2012, Brief, Canadian Institute for Research on Linguistic Minorities, April 2012, p. 6.

301   Office of the Commissioner of Official Languages of Canada, *The Role of Canadian Federal Research Funding Agencies in the Promotion of Official Languages*, 2008.

302   LANG, *Evidence,* 1st Session, 41st Parliament, April 24, 2012, 1000 [Éric Forgues, Researcher, Canadian Institute for Research on Linguistic Minorities].

303   LANG, *Evidence,* 1st Session, 41st Parliament, May 1, 2012, 0915 [Richard Clément, Director and Associate Dean, Official Languages and Bilingualism Institute, University of Ottawa].

304   Éric Forgues, "Evaluation of the Roadmap: Improving Programs and Service Delivery, Appearance before the Standing Committee on Official Languages"*,* April 24, 2012, Brief, Canadian Institute for Research on Linguistic Minorities, April 2012, p. 7.

The Institute for Research on Linguistic Minorities agrees with the Commissioner of Official Languages of Canada that federal institutions must support efforts to conduct research on official languages and the OLMC. They must also become aware of the fact that multi-year funding is particularly important in university research. As QUESCREN representatives explained, it is normal for a university research project to last five years. Ad hoc funding therefore does not enable researchers to get involved in those kinds of projects. It is also difficult for them to plan long-term projects.[305]

Federal institutions can also ensure better research coordination among community, government and academic sectors: "...this issue was discussed at the Symposium organized by the federal government on the official languages research that was held in 2008."[306] QUESCREN believes that a more structured relationship with the federal government, particularly for the coordination of research with the Social Sciences and Humanities Research Council of Canada, would be beneficial.[307]

Research is one of the key factors in ensuring healthy management of the funding granted to official languages programs and to OLMC organizations, institutions and networks. As a country that respects minority language rights, Canada has a duty to contribute to the body of studies on the two linguistic communities and on Canada's linguistic duality and to share them with the world.

In view of the above, the Committee recommends:

Recommendation 31

That the Government of Canada, in its future horizontal initiative for official languages, fund research on issues related to official languages. This financial support must focus on three areas: funding research and communicating findings; strengthening the research capacity of organizations and institutions in official language minority communities; and coordinating the three sectors for official language research — universities, communities and government.

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305   LANG, *Evidence,* 1st Session, 41st Parliament, April 26, 2012, 1000 [Lorraine O'Donnell, Coordinator-Researcher, Quebec English-Speaking Communities Research Network, Concordia University].

306   Éric Forgues, "Evaluation of the Roadmap: Improving Programs and Service Delivery, Appearance before the Standing Committee on Official Languages"*,* April 24, 2012, Brief, Canadian Institute for Research on Linguistic Minorities, April 2012, p. 8.

307   LANG, *Evidence,* 1st Session, 41st Parliament, April 26, 2012, 0850 [Lorraine O'Donnell, Coordinator-Researcher, Quebec English-Speaking Communities Research Network, Concordia University].

3. Statistics Canada: A partner in the Government of Canada's future horizontal initiative for official languages?

Statistics Canada is not an official partner of the 2008-2013 Roadmap. However, throughout the Roadmap's implementation, participating federal institutions and the communities relied on Statistics Canada for data and products in order to gain a clearer understanding of the trends transforming Canada's linguistic landscape and, consequently, to implement winning initiatives:

> Since the start of the Roadmap, Statistics Canada has found innovative ways to meet the needs of Canadians for language statistics. Many of our partners told us of their needs for information on such varied topics as access to health care in their language of choice, immigration into a minority environment, French immersion programs, literacy and adult skills or economic development, to name a few.[308]

All Roadmap partners have benefited from Statistics Canada's considerable expertise. Accordingly, the Committee recommends:

Recommendation 32

That the Government of Canada ask Statistics Canada to use innovative measures to meet the need for language statistics and to support statistical research on official language minority communities.

4. Toward a new Survey on the Vitality of Official-Language Minorities (2011 Census data)

In 2006, in accordance with the *2003-2008 Action Plan for Official Languages*, Statistics Canada conducted the *Survey on the Vitality of Official-Language Minorities* with the cooperation and contribution of 10 federal departments and agencies. That survey made it possible to produce, among other things, 11 theme portraits.

The 2011 Census data will be released in October 2012. It will be important for Statistics Canada to carry out a second survey on the vitality of official language minorities in order to conduct comparative analyses to help measure progress with respect to the official languages and OLMC developments over the past 10 years, covering the implementation period of the *Action Plan for Official Languages 2003-2008* and the 2008-2013 Roadmap. Accordingly, the Committee recommends:

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308 LANG, *Evidence,* 1st Session, 41st Parliament, February 28, 2012, 0915 [Jean-Pierre Corbeil, Chief Specialist, Language Statistics Section, Statistics Canada].

Recommendation 33

That the Government of Canada fund a survey to be conducted by Statistics Canada on the vitality of the official language minority communities and official language developments in Canada, using 2011 Census data in particular.

PART III: ROADMAP GOVERNANCE

A. Roadmap management framework

The Roadmap is governed by two main frameworks. The first, the *Accountability and Coordination Framework*, encompasses all Roadmap initiatives; it "enhances horizontal coordination of the Official Languages Program (OLP), for instance, by ensuring the Roadmap's success."[309]

The second, the *Horizontal Results-based Management and Accountability Framework* (HRMAF), which was introduced in 2009, one year after the Roadmap was launched, describes the Roadmap's major governance tools, such as its logic model and consultation strategies, as well as its accountability, reporting and performance measurement mechanisms.

B. Roles and responsibilities of the federal partners in implementing the Roadmap

Responsibility for Roadmap implementation is shared between the Minister of Canadian Heritage and Official Languages and his counterparts in the federal institutions. The Minister responsible for Official Languages is supported by the Committee of Assistant Deputy Ministers on Official Languages, which acts on behalf of the federal partners of the Roadmap and provides leadership in management of the Official Languages Program (OLP).

Three interdepartmental committees support the Committee of Assistant Deputy Ministers on Official Languages:[310]

o   the Interdepartmental Policy Committee is an information-exchange forum for federal partners to take a coordinated approach to the OLP;

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309   Canadian Heritage, Official Languages Secretariat*, Canada's Linguistic Duality 2008-2013*, *Accountability and Coordination Framework*.

310   Government of Canada, *Roadmap for Canada's Linguistic Duality, 2008-2013: Acting for the Future. Horizontal Results-based Management and Accountability Framework*, 2009, p. 9.

o the Interdepartmental Management Committee for the OLP facilitates and structures interdepartmental coordination for the OLP — and specifically the Roadmap — by assessing its implementation and strengthening the management and reporting processes; and

o the Coordinating Committee on Official Languages Research ensures that official languages research is coordinated and that all findings are widely distributed.

The Official Languages Secretariat (OLS) coordinates implementation of the Roadmap. It is also responsible for:

o supporting the Minister responsible for Official Languages as well as the senior officials of departments, institutions and federal agencies in the coordination of all the government's official languages activities;

o supporting the Committee of Assistant Deputy Ministers on Official Languages;

o coordinating government action;

o coordinating the Roadmap reporting process; and

o promoting awareness among federal institutions about government commitments and priorities in connection with their obligations regarding the *Official Languages Act*.[311]

The OLS received $13.5 million over 5 years under the Roadmap for the management and accountability framework.

The federal partners in the Roadmap are responsible for managing their assigned programs and resources and for reporting on scheduled and achieved results:

> The structure helps clarify the roles and responsibilities of federal partners and those of the Official Languages Secretariat. Roadmap federal partners are responsible for the management of the programs and the resources allocated to them, as well as for reporting on the scheduled and achieved results. Partners are specifically tasked with informing the Official Languages Secretariat on the planning and performance of the initiatives financed by the funds of the Roadmap.[312]

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311   Ibid.

312   Ibid.

Generally speaking, the evidence showed that the HRMAF needs to be improved in the areas of governance, communications, consultations, interdepartmental and intergovernmental coordination, accountability, reporting and evaluation mechanisms.

C. Role of Canadian Heritage's Official Languages Secretariat

As mentioned, Canadian Heritage's Official Languages Secretariat (OLS) coordinates implementation of the Roadmap. The Fédération des communautés Francophones et acadienne du Canada (FCFA) believes that the OLS does not have the necessary resources to take on this responsibility:

> Implementation of the Roadmap requires a central authority that can oversee what each of the federal institutions concerned is doing, demand results and coordinate match-ups with all partners. The Official Languages Secretariat, which is responsible for implementing the Roadmap, is not equipped or in any position to perform that work efficiently.[313]

The Committee acknowledges that coordination is the key to a horizontal initiative like the Roadmap. It is therefore essential for the federal institution responsible for coordination to have the human and financial resources needed to perform this task, and for it to have the authority required to carry out its leadership role. At the moment, the Committee has been unable to evaluate the work done by the OLS in implementing the Roadmap and the *Horizontal Results-based Management and Accountability Framework* (HRMAF). Accordingly, the Committee recommends:

Recommendation 34

That the Department of Canadian Heritage evaluate the performance of the Official Languages Secretariat (OLS) in coordinating the Roadmap and implementing the *Horizontal Results-based Management and Accountability Framework*; that it provide the House of Commons Standing Committee on Official Languages with the evaluation results by March 31, 2013, by providing possible improvements to the recommendations concerning the human and financial resource needs of the OLS for any future horizontal official languages initiative.

D. A rigorous management and accountability framework

The success of any future horizontal official languages initiative also depends on the management and accountability framework governing it. The OLMC should be able to contribute to the development of such a framework:

> We need to create a management and accountability framework, and our communities need to participate in defining objectives, indicators and timelines. Moreover, community

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313   LANG, *Evidence,* 1st Session, 41st Parliament, November 24, 2011, 0850 [Marie-France Kenny, President, Fédération des communautés francophones et acadienne du Canada].

organizations and institutions will no doubt be called upon to play a lead role in implementing this new Roadmap, as they were in the case of the current Roadmap.[314]

The Committee believes that Canadian Heritage would do well to review the management and accountability framework with due regard to the comments and recommendations made by the OLMC. That management and accountability framework must include clear and coordinated strategies for communications, consultations, interdepartmental coordination, intergovernmental coordination, accountability and evaluation.

E. The need to establish a communications plan

When he appeared before the Committee, Graham Fraser, Commissioner of Official Languages of Canada, observed that the Roadmap could have been promoted more effectively:

> I am always astonished at the number of supposedly well-informed people who know nothing whatsoever about the Roadmap, even though it's a $1.1 billion program lasting five years. Being transparent does not mean the government has to become invisible and silent with regard to the Roadmap. In fact, it is vital that the government promote the Roadmap and do so effectively, just as it did with the economic action plan, for example.[315]

The Commissioner of Official Languages of Canada believes that it would be useful to develop a good communications plan for a future horizontal official languages initiative. The Committee agrees with this recommendation and reiterates:

Recommendation 35

That the Government of Canada ensure that the management and accountability framework for a future horizontal initiative for official languages include a strategy for communicating with Canadians.

F. Consultations

1. To better define the consultation process

There is no denying that the *Horizontal Results-based Management and Accountability Framework* (HRMAF) has little to say about the strategies for consultations on the Roadmap. Section 2.1.2, "Dialogue," describes the activities that "promote dialogue

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314   Ibid.

315   LANG, *Evidence,* 1st Session, 41st Parliament, March 15, 2012, 0850 [Graham Fraser, Commissioner, Office of the Commissioner of Official Languages of Canada].

and information-sharing"[316] between the Government of Canada, provincial and territorial governments and all Canadians and lists three main activities: the annual Ministerial Conference on the Canadian Francophonie, meetings with representatives from communities, and research projects from the scientific and academic community.[317]

The OLMC are concerned about this lack of detail. The Fédération des communautés francophones et acadienne du Canada (FCFA) finds that the HRMAF provides few mechanisms for consultation and does not define them very thoroughly:

> The Roadmap's horizontal management framework provides for very few mechanisms for dialogue with the official language minority communities….[318]

2. Improving interdepartmental coordination of consultations

The HRMAF does not contain any mechanisms for coordinating the consultation efforts of the OLS and the various federal partners. Moreover, each of these parties uses the method of its own choice:

> Each one has its own ways. They do use questionnaires as a tool or means. I have received some questionnaires to complete. There are other means, individual meetings, evaluation by each of the departments of the funding received under the Roadmap.[319]

This lack of interdepartmental coordination of consultations causes problems. For one thing, the large number of consultation exercises places a heavy burden on OLMC organizations and institutions, which do not always have the administrative capacity needed to participate in several consultations in the same year. For another, this approach does not foster collaboration and dialogue between the Roadmap partners and the OLMC.

3. Defining performance indicators together

In general, federal institutions recognize the importance of the consultations. They allow these institutions to align their priorities with those of the OLMC and to find

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316   Government of Canada, *Roadmap for Canada's Linguistic Duality, 2008-2013: Acting for the Future. Horizontal Results-based Management and Accountability Framework*, 2009, p. 10.

317   Ibid., p. 10.

318   LANG, *Evidence,* 1st Session, 41st Parliament, November 24, 2011, 0850 [Marie-France Kenny, President, Fédération des communautés francophones et acadienne du Canada].

319   LANG, *Evidence,* 1st Session, 41st Parliament, December 1, 2011, 1000 [Jocelyne Lalonde, Director General, Association des universités de la francophonie canadienne].

innovative ways of implementing Part VII of the *Official Languages Act*. According to the Department of Human Resources and Skills Development (HRSDC):

> These [consultation] sessions really are fundamental to allowing us to get a better understanding of what the community priorities and challenges are. It also allows the communities to be more aware of what our role is with respect to supporting part VII of the *Official Languages Act*, but also the programs and services we provide to Canadians more broadly.[320]

The consultations are all-the-more useful when they take the form of an ongoing dialogue:

> In terms of consultation, I would like it to be carried out on more of an ongoing basis and focus more on dialogue. Let me give you an example. We are consulted, we are asked what we all want, we go back home, the drafting begins, and then we are told: "Here is the program." Sometimes it works, and sometimes it doesn't. I believe that ongoing dialogue as an approach would be more satisfactory, and that the government would end up with a program the goals of which would be more easily met.[321]

The concept of an ongoing dialogue implies consultations at crucial stages of the implementation of initiatives, including conceptualization; definition of objectives, targets and performance indicators; mid-term evaluation; and final evaluation. The Fédération des communautés francophones et acadienne du Canada (FCFA) said that few federal institutions collaborated with the OLMC when defining the objectives, timetables, targets and performance measures for Roadmap initiatives:

> …some federal institutions have set targets and objectives for themselves without consulting the communities that do not necessarily reflect the objectives of the communities themselves. A horizontal management framework for a renewed Roadmap should provide for systematic consultations with the communities for the development, implementation and evaluation of each of the initiatives.[322]

> The Roadmap targets and performance indicators, in most cases, were not identified in collaboration with the communities. In many cases, we were not consulted for the purpose of setting those targets. So we realized that they do not correspond at all to what we would have liked.[323]

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320 LANG, *Evidence,* 1st Session, 41st Parliament, March 1, 2012, 1000 [David McGovern, Senior Assistant Deputy Minister, Strategic Policy and Research Branch, Department of Human Resources and Skills Development Canada].

321 LANG, *Evidence,* 1st Session, 41st Parliament, November 1, 2011, 1005 [Francis Potié, Executive Director, Association de la presse francophone].

322 LANG, *Evidence,* 1st Session, 41st Parliament, November 24, 2011, 0850 [Marie-France Kenny, President, Fédération des communautés francophones et acadienne du Canada].

323 Ibid., 0940 [Suzanne Bossé, Director General, Fédération des communautés francophones et acadienne du Canada].

The Société Saint-Thomas-d'Aquin (SSTA) made the same point:

> My supplementary comment would be that, for the next Roadmap, performance indicators should be coordinated. We can do that, we can work together.[324]

And yet, identifying objectives and performance indicators is a crucial step that has an impact on the success of any initiative. According to the Fédération culturelle canadienne-française (FCCF), the success of the Music Showcases for Artists from OLMC program can be attributed to the collaborative work that was done when the program's priorities, objectives and performance indicators were defined:

> Without a shadow of a doubt, this success is due to the fact that the program criteria were developed with representatives of artists from official language minority communities. The criteria therefore reflects the needs of the community.[325]

For the Black Community Resource Centre (BCRC), this stage determines how success will be defined:

> You really need, before you do that, to set in place measurable indicators; you need to tell us. And it needs to be done together. We need to understand what you define as success, just as we will tell you how we see success in our community. If we are all on the same page about the steps we're meeting, then in terms of a partnership, once we've met those steps, we deserve and should continue, for the sustainability of our community, with that funding.[326]

4. For an increased use of community development plans

Consultations can take a variety of forms. In this regard, the OLMC representatives called for greater use of their community development plans when a future Government of Canada horizontal initiative for official languages is being developed and planned. The Société franco-manitobaine (SFM) nicely summed up the essence and importance of these community plans:

> The plan was designed as a consultation and mobilization tool for the Franco-Manitoban community and its partner organizations. It targets the aspirations of the community

324 LANG, *Evidence,* 1st Session, 41st Parliament, December 8, 2011, 0945 [Aline Bouffard-Cohen, Director General, Société Saint-Thomas-d'Aquin].

325 Ibid., 0855 [Marie-Claude Doucet, President, Fédération culturelle canadienne-française].

326 LANG, *Evidence,* 1st Session, 41st Parliament, December 6, 2011, 0940 [Dorothy Williams, Program Director, Black Community Resource Centre].

towards linguistic and cultural vitality, and it suggests five areas for community development over five years in order to mobilize its partner organizations for action.[327]

On the national stage, the members of the Fédération des communautés francophones et acadienne du Canada (FCFA) and the Forum des leaders de la Francophonie have developed a Community Strategic Plan. This plan emerged from the Summit of Francophone and Acadian Communities held in 2007 and is to be implemented by 2017:

> … the Community Strategic Plan is also adjusted to the overall development plans. So we have a big plan for the community as a whole. We suggest further aligning it with the priorities of the new Roadmap.[328]

The Société Saint-Thomas-d'Aquin (SSTA), like all the representatives of Francophone minority language communities, supports the Community Strategic Plan:

> We do have a kind of consistency interprovincially through the Federation of Francophone and Acadian Communities of Canada. Their priorities and ours are aligned. There is the leaders' forum. Overall, each province ties its global development plan with a Canada-wide plan.[329]

As for English-speaking communities in Quebec, the Quebec Community Groups Network (QCGN) is developing a new community strategic plan. At their Strategic Priorities Forum in March 2012, the QCGN identified six strategic priorities: access to services in English, community building, economic prosperity, identity and renewal, leadership and representation, and strong institutions.

The FCFA and the QCGN want the Government of Canada to make better use of the OLMC' overall development plans and the sectoral organizations' strategic plans. This practice would, among other things, help to align the OLMC's priorities with those of the federal government. The FCFA also recommended: "…that the next Roadmap closely match up with the priorities expressed in the plan by the communities themselves."[330]

According to the Société franco-manitobaine (SFM), "Since it is the federal government requiring us to create this plan, it would make sense to put in place a strategy

327   LANG, *Evidence,* 1st Session, 41st Parliament, December 8, 2011, 0910 [Nicole Forest Lavergne, President, Société franco-manitobaine].

328   LANG, *Evidence,* 1st Session, 41st Parliament, November 24, 2011, 0945 [Marie-France Kenny, President, Fédération des communautés francophones et acadienne du Canada].

329   LANG, *Evidence,* 1st Session, 41st Parliament, December 8, 2011, 0940 [Aline Bouffard-Cohen, Director General, Société Saint-Thomas-d'Aquin].

330   LANG, *Evidence,* 1st Session, 41st Parliament, November 24, 2011, 0850 [Marie-France Kenny, President, Fédération des communautés francophones et acadienne du Canada].

connecting provincial priorities to those of the Roadmap."[331] Also, the current Roadmap states that the community strategic plans "brought the needs of official language minority communities into sharper focus."[332] But the SFM said that its overall development plan was not considered when the Roadmap was developed:

> We see that no strategy to bring the priorities of our community in line with the Roadmap has been developed. We feel it is appropriate to ask that the priorities of communities and their provincial realities are factored in when the next Roadmap is developed, especially since Francophone communities in each province, together with the advocacy organizations of the Société franco-manitobaine, were asked to come up with a community strategic plan.[333]

The development plans are seen as consultation tools that can facilitate and even streamline the consultation process for OLMC organizations and institutions:

> I admit, however, that consultation can also be a burden on us. We have to be honest. Every department submits questionnaires to us and wants us to bring everyone together to talk about one of the 32 programs, then the thirty-first, then the thirtieth, and so on.

> When the next Roadmap is developed, it will be very interesting to consider the Leaders Forum of the Fédération des communautés Francophones et acadienne du Canada. That forum reflects what the Roadmap is doing on the community side. It brings together all the sectors of the Francophone and Acadian communities, the municipal governments, the representatives of health, post-secondary and college-level education and us, a representative organization in health and justice. We are all there.

> We have an action plan. It's a community strategic plan for the entire country. We can draw considerably on that work done by the Francophone and Acadian communities.

> We're using all our joint action systems to provide information on the Roadmap for Canada's Linguistic Duality. I think that would be an effective approach.[334]

In addition to better aligning community and government priorities and streamlining the consultation process, increased use of community development plans provides a better understanding of the OLMC's governance structures. In Manitoba, if the Franco-Manitoban community's overall development plan had been used in connection with the Roadmap, it would have enhanced the organizational capabilities of the Société franco-manitobaine

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331 LANG, *Evidence,* 1st Session, 41st Parliament, December 8, 2011, 0910 [Nicole Forest Lavergne, President, Société franco-manitobaine].

332 Government of Canada, *Roadmap for Canada's Linguistic Duality, 2008-2013: Acting for the Future*, 2008, p. 9.

333 LANG, *Evidence,* 1st Session, 41st Parliament, December 8, 2011, 0910 [Nicole Forest Lavergne, President, Société franco-manitobaine].

334 LANG, *Evidence,* 1st Session, 41st Parliament, November 3, 2011, 1000 [Denis Perreaux, Director General, Association canadienne-française de l'Alberta].

(SFM), especially with respect to financial management. According to the SFM, the government did not consider the mechanisms that the Franco-Manitoban community had already put in place for governance and for the allocation of funding:

> Right now, the way funds are allocated seems to show a lack of coordination with our Manitoban process that places the Société franco-manitobaine at the centre of our community strategies.

> The vast majority of Roadmap funding is managed by national organizations and is then directly transferred to provincial organizations, without necessarily reflecting provincial priorities or actually keeping the whole community informed.[335]

The Assemblée communautaire fransaskoise (ACF) representatives also believe that implementation of the procedures and methodology for Roadmap funds allocation should be revised to take OLMC governance structures into account. In its brief, the ACF alludes to tensions that arise within the network of associations when the existing structures are not respected:

> In Saskatchewan, we have developed and adopted a new governance structure for the Fransaskois community: the Assemblée communautaire fransaskoise (ACF). This representation structure, in which the president and community representatives (elected regional community members) are elected by universal suffrage, has been completely overlooked and not respected in the Roadmap's implementation in Saskatchewan. As a governing entity, the ACF must be fully consulted on any agreement signed between a federal funding agency and a Fransaskois organization. This failure to acknowledge the ACF's political and administrative authority, as may be seen from the apparent willingness of federal departments to negotiate funding with any party whatever, is inconsistent with federal recognition of our governance structure and creates serious tension in our association network.[336]

The Fédération acadienne de la Nouvelle-Écosse made the same point:

> … in our province, we have an overall development plan for the Acadian community and our 29 member associations. Under the next Roadmap, we would like there to be a collaborative relationship with the government on how that funding will meet the needs of the province's overall plan for all our member associations and all our communities….[337]

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335   LANG, *Evidence,* 1st Session, 41st Parliament, December 8, 2011, 0910 [Nicole Forest Lavergne, President, Société franco-manitobaine].

336   L'Assemblée communautaire fransaskoise, "Roadmap 2008-2013: The Fransaskois Perspective. Promoting a promising future for the organizations and institutions of the Fransaskois community in the context of Canada's linguistic duality is a genuine commitment to the country as a whole". Brief. November 3, 2011, p. 2.

337   LANG, *Evidence,* 1st Session, 41st Parliament, November 24, 2011, 0945 [Roland Robichaud, President, Fédération acadienne de la Nouvelle-Écosse].

Overall development plans are also excellent tools for promoting tripartite collaboration among the federal government, provincial and territorial governments and OLMC. The Société Saint-Thomas-d'Aquin (SSTA) told the Committee that the overall development plan for the Francophone and Acadian community of Prince Edward Island was written in collaboration with the provincial government:

> What is interesting in the process that the community undertook in creating its global development plan is that the Société Saint-Thomas-d'Aquin also approached the provincial government to establish a joint development plan. It defines what the Acadian and Francophone community and the provincial government hope to accomplish in the future and how they intend to do it. The process and the planning support are both as important as the planning document itself.[338]

This is the first collaboration of its kind in Canada. The SSTA explained that this work was undertaken as the result of a request that this organization had made to the provincial government, which showed a great deal of openness. The Premier established a joint committee composed of representatives of the Francophone and Acadian community and the government. This collaborative effort produced the overall development plan, which aligns the priorities of the two parties with regard to French-language services on Prince Edward Island.[339] It is an example that should be emulated.

Clearly, Canadian Heritage must establish a consultation process that is firmly anchored in a management and accountability framework. The Department must also set a schedule for the consultations in advance, so as to encourage ongoing exchanges at the key stages in the implementation of programs: conceptualization; identification of objectives, targets and performance indicators; mid-term evaluation; and final evaluation. There must also be better coordination between the consultations conducted by Canadian Heritage's Official Languages Secretariat (OLS) and those conducted by the various federal partners, so as to streamline the process. Lastly, increased use of the OLMC's overall development plans as a tool for consultations should be encouraged.

G. Interdepartmental coordination

The representatives of the OLMC and of the Roadmap partner departments and agencies believe that in order to fully implement initiatives such as the Roadmap, which involves 15 federal partners, interdepartmental coordination is vital. Many federal institutions have appreciated the interdepartmental coordination and collaboration that has been achieved thanks to the Roadmap. One notable example is Human Resources and Skills Development Canada (HRSDC):

> On the other hand, in terms of the horizontal collaboration across federal departments and the various ADM [assistant deputy ministers] committees and working groups, it has

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338 LANG, *Evidence,* 1st Session, 41st Parliament, December 8, 2011, 0845 [Gabriel Arsenault, President, Société Saint-Thomas-d'Aquin].

339 Ibid., 1010.

provided a really interesting opportunity for us too. It's provided a larger framework within which we have been able to talk about our own initiatives, to situate those, to share and discuss information. For example, in the last couple of years we launched an interdepartmental research committee to look at the various research that all the departments do. I think some of those types of cross-federal government institution activities are in place partly thanks to the Roadmap, which encouraged us to adopt a more comprehensive approach throughout government, in addition to our individual responsibilities.[340]

But interdepartmental coordination is not something that affects federal administrators alone. The federal partners' ability to cooperate has an impact on the delivery of programs and services in the communities:

…it's important to realize what that interdepartmental coordination means on the ground. We all live in communities and we all access services as individuals within our own communities. We don't access silos. We access fully functional communities. So the way our minority communities work is as a horizontal organism, not as a vertical organism — health, economic development. You go to HRSDC; you go to Health Canada. You go here, you go there. That's not the way you, as an individual, expect services to come from.

So this interdepartmental coordination, if it's done properly, has a real and significant impact on individual people on the ground.[341]

The Fédération des Francophones de Terre-Neuve et du Labrador representatives told the Committee about the advantages of interdepartmental coordination and its benefits for the Francophone and Acadian communities of Newfoundland and Labrador:

The interdepartmental approach of the current Roadmap has facilitated our development in all priority areas by emphasizing the responsibility of all federal departments in the development of our communities. Since 2008, the Roadmap has had numerous positive effects on the everyday lives of our communities.[342]

However, some witnesses believe that interdepartmental coordination of the Roadmap might have been improved:

We on the ground sometimes don't feel the efforts of coordination. We feel the departments are still working in silos. It's so important, I would think, for the Francophone

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340   LANG, *Evidence,* 1st Session, 41st Parliament, March 1, 2012, 0935 [Stephen Johnson, Director General, Evaluation Directorate, Strategic Policy and Research Branch, Department of Human Resources and Skills Development Canada].

341   LANG, *Evidence,* 1st Session, 41st Parliament, October 27, 2011, 1040 [Stephen Thompson, Director of Policy, Research and Public Affairs, Quebec Community Groups Network].

342   LANG, *Evidence,* 1st Session, 41st Parliament, April 24, 2012, 0900 [Jules Custodio, President, Fédération des francophones de Terre-Neuve et du Labrador].

community outside Quebec, as well as for the English-speaking community, to feel interdepartmental work. I think there's a problem there.

It is not that there is a lack of good will, but I think that given the budget cuts, and the way departments are set up, the way they work, all this means that people work separately. I find that that does not foster true coordination.[343]

The Fédération des communautés francophones et acadienne (FCFA) asserted that the problem of interdepartmental coordination stems from a problem of leadership in the official languages portfolio:

… there is no authority, there is no office, whether it be at Canadian Heritage or elsewhere, that can require that collaboration. There's no accountability in the collaborative effort. We are therefore finding interdepartmental and intergovernmental communication difficult.[344]

In light of the foregoing, the Committee recommends:

Recommendation 36

That the Department of Canadian Heritage, in the Government of Canada's future horizontal initiative for official languages, develop tools and mechanisms that enable greater interdepartmental coordination so as to improve the quality of services provided to official language minority communities.

H. Intergovernmental coordination

As we have already seen, the Roadmap is a horizontal initiative that requires the cooperation of provincial and territorial governments. It cannot be otherwise, because several Roadmap areas of intervention fall under provincial and territorial jurisdiction:

…the provinces and municipalities are at the forefront in ensuring delivery of a number of direct programs and services to citizens. It is therefore imperative that there be a federal-provincial dialogue to ensure that Canadian citizens are well served in the official language of their choice and that programs and services be developed in both official languages.[345]

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343   LANG, *Evidence,* 1st Session, 41st Parliament, October 27, 2011, 1040 [Sylvia Martin-Laforge, Director General, Quebec Community Groups Network].

344   LANG, *Evidence,* 1st Session, 41st Parliament, November 24, 2011, 1010 [Suzanne Bossé, Director General, Fédération des communautés francophones et acadienne du Canada].

345   LANG, *Evidence,* 1st Session, 41st Parliament, November 3, 2011, 0855 [Dolorèse Nolette, President, Association canadienne-française de l'Alberta]

In his 2008-2009 annual report, the Commissioner of Official Languages of Canada noted that, at the 13th Ministerial Conference on the Canadian Francophonie, held in the City of Québec in September 2008, the provincial and territorial representatives expressed a desire to "enhance their partnership with the ...federal government with regard to the implementation of the Roadmap [2008–2013]."[346] The Committee is pleased to note that the Roadmap has acted as a springboard to establish a better dialogue between the provincial and territorial governments and their OLMC. According to the Fédération culturelle canadienne-française (FCCF) :

> The Roadmap has created a significant leverage effect. That is to say it has made collaborations possible with provincial ministries, which is a new element. It is a positive change.[347]

Several witnesses stressed to the Committee the importance of aligning the activities of any future federal initiative for official languages with the priorities of the provincial and territorial governments:

> …it is necessary to ensure that the priorities of the provincial and federal government are established and worked on together, in connection with the priorities of the minority communities. It is also essential to ensure that a clear, specific, transparent and responsible implementation process is established.[348]

> It is important to recall that the Roadmap is a comprehensive approach that also involves interdepartmental joint action and the contributions of the provincial government and municipal authorities.[349]

With regard to intergovernmental collaboration, tripartite mechanisms have proven to be highly successful. The previously cited example of the Acadian and Francophone community of Prince Edward Island is especially interesting. Under the direction of the Société Saint-Thomas-d'Aquin (SSTA), this community prepared a global development plan 2011-2016, and the provincial government was fully involved in the process. The result is therefore a joint program for which the community and the provincial government have set common priorities and defined common strategies. The SSTA hopes that this model for cooperation between communities and provincial and territorial governments can be incorporated into a future federal government initiative for official languages. The Committee believes that intergovernmental collaboration is a key factor in the success of horizontal initiatives such as the Roadmap.

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346   Office of the Commissioner of Official Languages of Canada, *Two Official Languages, One Common Space.* Annual Report 2008-2009, 40th Anniversary of the *Official Languages Act*, 2009, p. IV.

347   LANG, *Evidence,* 1st Session, 41st Parliament, December 8, 2011, 1025 [Marie-Claude Doucet, President, Fédération culturelle canadienne-française].

348   Ibid., 0850 [Gabriel Arsenault, President, Société Saint-Thomas-d'Aquin].

349   LANG, *Evidence,* 1st Session, 41st Parliament, November 15, 2011, 0910 [Réal Roy, President, Fédération des francophones de la Colombie-Britannique].

I. Accountability

Accountability practices are highly important for the community partners. As explained by the Assemblée communautaire fransaskoise (ACF), sound accountability practices facilitate communication between the federal partners and the communities and strengthen their partnerships:

> One of the major things that is key to our communities is that we really consider ourselves as partners in government investments. So if we have the opportunity to be more informed about those investments, we can also be of greater service to that department and to the Government of Canada in serving the needs of our community.

> Some citizens in the four corners of the province may not even be aware of the existence of funding because they don't know that an investment has been made under the Roadmap in relation to such and such a department. By being able to know those aspects, we can inform our community. We can ensure that it is equipped and that it makes specific requests in connection with those issues. We are part of a continuum.

> We are important to the process because we are the spokespersons of our communities. We absolutely have to be kept informed of those decisions; we have to know who is making those investments and how they are being made.[350]

The Association canadienne-française de l'Alberta agreed, adding that sound accountability practices help make the partners more responsible:

> In addition, in November 2009, the Francophone community of Alberta learned that, through the Société Santé en français, Health Canada was investing $1 million of Roadmap investment money over three years. From the start, we knew where the funding was coming from, what amount had been allocated and what the timetable was.

> At the invitation of the Réseau santé albertain, the community attended a round table meeting to determine needs and priorities. Three major community projects were selected and are currently being implemented. The officers responsible for the projects are being assisted in the process and must report on a regular basis.

> The community is therefore responsible to the government. In our minds, this is a concrete example of a winning model in which a community and the government can work together to achieve their respective objectives.[351]

However, several witnesses told the Committee that it is not always easy to follow the implementation of the Roadmap initiatives or the course of the investments. In addition, the evidence shows that there are some differences in the accountability practices of the federal Roadmap partners. Consequently, access to data on funding and

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350   LANG, 1st Session, 41st Parliament, November 3, 2011, 0950 [Denis Simard, Director General, Assemblée communautaire fransaskoise].

351   Ibid., 0850 [Dolorèse Nolette, President, Association canadienne-française de l'Alberta].

programming varies from one institution to another. The Fédération culturelle canadienne-française (FCCF) explained the problem as follows:

> In some cases, the transparency is excellent. We mentioned the music showcases program, for example, that allows us to follow the investments to the dollar.

> The cultural development fund is another matter. Today, I can give you a number of projects that have been approved and I can tell you the amounts of money they have received. But I do not know what they asked for, and I do not know about the programs on the list that were not approved. That seems to me to be a lack of transparency and accountability. You could follow the same process for all the programs. We have the framework and we have the individual programs. We do not have a tie-in between the two.

The Commissioner of Official Languages of Canada made the same point:

> I believe we are also very much aware of the difference from the standpoint of accountability and the reporting process. Some departments have very clearly stated in their departmental performance reports what they have done and spent, while others have made no mention of that. So it's quite difficult to follow the progress of those programs based on public documents.[352]

The witnesses from the OLMC also told the Committee that they cannot always differentiate between Roadmap investments and those investments that come from the participating federal institutions' regular programs:

> …it is often very difficult to know, when you look at the reports from the various departments, which amounts are attributed under the Roadmap, to whom they were attributed, how, and whether it was under a bilateral agreement.[353]

> …many of our community organizations that have received federal funding were not able to say clearly whether the funds came from the Roadmap or from other sources. All this has led us to believe that we should develop a process that promotes more strategic and effective communication in line with community priorities.[354]

This is a matter of concern for the OLMC organizations and institutions that have to evaluate the programs:

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352   LANG, *Evidence,* 1st Session, 41st Parliament, March 15, 2012, 0935 [Graham Fraser, Commissioner, Office of the Commissioner of Official Languages of Canada].

353   LANG, *Evidence,* 1st Session, 41st Parliament, November 3, 2011, 0950 [Denis Simard, Director General, Assemblée communautaire fransaskoise].

354   LANG, *Evidence,* 1st Session, 41st Parliament, December 8, 2011, 0910 [Nicole Forest Lavergne, President, Société franco-manitobaine].

With regard to governance, when we are asked about the impact of the Roadmap at the midway point, one of the challenges our communities face is the lack of clarity. It is often difficult to establish a direct connection between an investment and a result in the field, or even to know whether a specific initiative has been funded out of the Roadmap or another program.[355]

…sometimes we are not sure if the funding comes from the Roadmap or from another program. There is always the danger of deciding to reduce funding and not knowing whether it will be funding from the Roadmap or funding from an existing program.[356]

How can these accountability problems identified by the OLMC organizations and institutions be explained? Department of Canadian Heritage officials offered the following explanations:

Every department integrates official language activities with overall operations. So, depending on circumstances, departments and their mandates, it can be difficult to identify what they are doing specifically in terms of official languages.

A coordinated strategy like the strategy under the Roadmap makes it at least possible to establish some clear key initiatives — there are 32 in the Roadmap — that together reflect a significant part of the federal government's action in terms of official languages.…

In retrospect, we see that — and this is included in our mid-term evaluation — we definitely need to spend more time on tracing funding on the ground. We should perhaps do something so that people on the ground know that the Roadmap exists and that funding or part of the funding for such and such a project comes from the Roadmap. That is perhaps an improvement we should consider.

…We have actually noted the same comments. Difficulties of a practical nature don't make our task any easier. In a number of cases, the funding from the Roadmap basically gets added on to existing funds. So that simply increases the amounts that are available for investment. From an accounting point of view in terms of how funding is allocated, it is challenging to distinguish between money that comes from the Roadmap and regular money within the same fund. But we should be able to solve those problems somehow. That is actually something to consider improving.[357]

To meet the needs of OLMC and federal institutions with regard to accountability, the Fédération des communautés francophones et acadienne du Canada (FCFA)

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355   LANG, *Evidence,* 1st Session, 41st Parliament, November 24, 2011, 0850 [Marie-France Kenny, President, Fédération des communautés francophones et acadienne du Canada].

356   LANG, *Evidence,* 1st Session, 41st Parliament, December 8, 2011, 0930 [Gabriel Arsenault, President, Société Saint-Thomas-d'Aquin].

357   LANG, *Evidence,* 1st Session, 41st Parliament, February 16, 2012, 0925 [Jean-Pierre Gauthier, Senior Director, Official Languages Secretariat, Department of Canadian Heritage].

suggested the development of a tool, preferably with a Web interface, that would allow the development and progress of initiatives to be followed in more detail:

> In planning services and in ensuring a positive outcome for such an initiative, it is essential that we all have a good idea of how it is to be implemented along the way. We are recommending that the next Roadmap include a monitoring tool that will enable us to follow investments as they are made, by department, by year and by program.[358]

To sum up, it is hard for the community partners to monitor the implementation of Roadmap programs and investments. The OLMC say that they are not always able to distinguish between the funding that comes from regular programs and the funding that comes from the Roadmap. For these reasons, Canadian Heritage must develop an accountability tool or mechanism that will help to encourage communication and establish a partnership between Canadian Heritage's Official Languages Secretariat (OLS), the government partners and OLMC representatives.

This tool could take the form of a Web portal where users could find all of the following at a single location: descriptions of the various initiatives, information on the progress of these initiatives in terms of programming and investments, the press releases and announcements that federal institutions issue regarding these initiatives, a section on best practices, a timetable for consultations, and other elements that would promote better collaboration between the partners. In light of the foregoing, the Committee recommends:

Recommendation 37

That the Department of Canadian Heritage, in collaboration with the official language minority communities (OLMC) and its federal, provincial and territorial partners, develop a tool to improve accountability practices for the Government of Canada's future horizontal initiative for official languages and, in particular, to properly distinguish between funding provided through the Roadmap and that provided through ongoing programs.

That the Minister responsible for Official Languages ensure better intergovernmental coordination in a future horizontal initiative for official languages and that the Official Languages Secretariat have the necessary tools for this purpose.

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358   LANG, *Evidence,* 1st Session, 41st Parliament, May 1, 2012, 0850 [Marie-France Kenny, President, Fédération des communautés francophones et acadienne du Canada].

J. Roadmap evaluation mechanisms

The Roadmap evaluation strategy, as described in the *Horizontal Results-based Management and Accountability Framework* (HRMAF), comprises two steps. First, the federal institutions must conduct summative evaluations of their initiatives. The Mid-Term Report on the Roadmap states that the summative evaluations "will be completed during the summer of 2012."[359] It is important to note that each participating institution has developed its own evaluation mechanisms, with one exception: Industry Canada has established a common set of performance indicators in partnership with the regional development agencies:

> Industry Canada carries responsibility for the overall evaluation of the economic development initiative. Using a common set of performance objectives, Industry Canada coordinates with the regional development agencies' evaluation and reporting for the initiative, which in turn feeds into Canadian Heritage's evaluation of the Roadmap. We are in the midst of conducting the summative evaluation, the results of which will be made available shortly to Canadian Heritage.[360]

The federal institutions' summative evaluations will be used to produce the horizontal summative evaluation, which, according to the HRMAF, will be conducted from January 2011 to November 2012. As mentioned before, Canadian Heritage has already conducted a mid-term evaluation, the report on which was released on April 5, 2012.

OLMC representatives have many concerns about the Roadmap evaluation. The Fédération des communautés francophones et acadienne du Canada (FCFA) stated that it does not know much about the evaluation process:

> That said, it is important to note that the FCFA and its members have very little information on how the summary evaluations that should begin this fall will be conducted.[361]

The Quebec Community Groups Network (QCGN) also expressed its concerns about this evaluation:

> We have communicated to the department [Canadian Heritage] that we remain very concerned that this evaluation, both at the individual department as well as at the horizontal level, will not properly reflect the impact of the Roadmap on our community. The reasons are twofold and are of a logistical and systemic nature. The results, we fear,

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359   Government of Canada, *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future.* Mid-Term Report, April 5, 2012, p. 18.

360   LANG, *Evidence,* 1st Session, 41st Parliament, March 6, 2012, 0900 [Mitch Davies, Acting Assistant Deputy Minister, Regional Operations, Department of Industry].

361   LANG, *Evidence,* 1st Session, 41st Parliament, November 24, 2011, 0850 [Marie-France Kenny, President, Fédération des communautés francophones et acadienne du Canada].

will provide unreliable data regarding the English-speaking community of Quebec for decision-makers and political leaders.[362]

The reasons of a "logistical nature" to which the QCGN refers are problems that were encountered in the process of consulting organizations and institutions of Quebec's English-speaking communities. These consultations were apparently delayed until the summer, when many of these organizations are on break or operate with reduced staff to save money. The reasons of a systemic nature come down to the fact that many of the Roadmap initiatives have no equivalent in Quebec. Hence it is impossible for Quebec's English-speaking communities to evaluate a wide range of initiatives and thereby communicate their needs in terms of immigration, literacy and early-childhood services. This is one of the reasons that the QCGN is calling for a comprehensive evaluation methodology that would enable all federal departments and agencies to take the priorities of Quebec's English-speaking communities into account.

Other concerns were also expressed to the Committee with regard to the summative evaluations and the horizontal summative evaluation. The OLMC representatives told the Committee that the effectiveness of the evaluation process depends largely on how closely the federal institutions and the OLMC collaborate in developing the evaluation tools, as well as the targets and performance indicators:

> Based on my experience, an evaluation is valid when the criteria are cited in advance and all stakeholders understand them clearly and know what will be measured, the performance or learning. If I had to advance an argument on how to evaluate, I would say that there at least has to be a common understanding of evaluations.[363]

The Fédération de la jeunesse canadienne-française (FJCF) testified that it would have liked to work collaboratively with Canadian Heritage to determine the evaluation mechanisms:

> We took part in a consultation that was conducted by the Official Languages Secretariat in September. We were able to share our opinion on the positive points that we had noted. Our involvement was limited to that. We did not take part in a process to propose evaluation methods or anything else. But we are pleased to have the opportunity to be here today to determine methods and mechanisms that could be introduced.[364]

The OLMC representatives are also concerned that every federal partner in the Roadmap has its own evaluation mechanism, except for those institutions that participate

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362   LANG, *Evidence,* 1st Session, 41st Parliament, October 27, 2011, 0855 [Sylvia Martin-Laforge, Director General, Quebec Community Groups Network].

363   LANG, *Evidence,* 1st Session, 41st Parliament, November 3, 2011, 0955 [Dolorèse Nolette, President, Association canadienne-française de l'Alberta].

364   LANG, *Evidence,* 1st Session, 41st Parliament, November 17, 2011, 0915 [Sylvain Groulx, Director General, Fédération de la jeunesse canadienne-française].

in the economic development initiative. For one thing, the large number of different mechanisms raises methodological issues. For another, it makes the evaluation process more burdensome, which is especially hard for those OLMC organizations and institutions that lack the administrative capacity to deal with it.

In light of the foregoing, the Committee recommends:

Recommendation 38

That, as part of a future Government of Canada horizontal initiative for official languages, the Department of Canadian Heritage work with official language minority communities to develop a simple and efficient process for evaluating programs.

GENERAL CONCLUSION

On May 3, 2012, the Honourable James Moore, Minister of Canadian Heritage and Official Languages, announced to the Committee that he was going to undertake an extensive cross-Canada consultation tour for the purpose of preparing the Government of Canada's next horizontal initiative for official languages. The Committee supports this initiative and hopes that the recommendations in this report will guide the Government of Canada in preparing its next horizontal initiative for official languages.

LIST OF RECOMMENDATIONS

Recommendation 38

**That, as part of a future Government of Canada horizontal initiative for official languages, the Department of Canadian Heritage work with official language minority communities to develop a simple and efficient process for evaluating programs. **

Organizations and Individuals	Date	Meeting
Department of Canadian Heritage	2011/10/18	7
Tom Scrimger, Assistant Deputy Minister Citizenship and Heritage		
Jean-Pierre C. Gauthier, Senior Director Official Languages Secretariat		
Quebec Community Groups Network	2011/10/27	9
Sylvia Martin-Laforge, Director General		
Stephen D. Thompson, Director Policy, Research and Public Affairs		
Alliance des radios communautaires du Canada	2011/11/01	10
François Côté, Secretary General		
Simon Forgues, Development and Communications Officer		
Association de la presse francophone		
Francis Potié, Executive Director		
Quebec Community Newspapers Association		
Lily Ryan, Member of the Board of Director Editor, West Quebec Post		
Assemblée communautaire fransaskoise	2011/11/03	11
Paul Heppelle, President		
Denis Simard, Director General		
Association canadienne-française de l'Alberta		
Dolorèse Nolette, President		
Denis Perreaux, Director General		
Consortium national de formation en santé	2011/11/15	12
Jocelyne Lalonde, Executive Director		
Caroline Gagnon, Director of Communications		
Fédération des francophones de la Colombie-Britannique		
Réal Roy, President		
Christine Sotteau, Executive Director		
Société Santé en français		
Denis Fortier, Vice-President Medical Services, Regional Health Authority Central Manitoba Inc., Member of the Board of Directors, Conseil communauté en santé du Manitoba		

Organizations and Individuals	Date	Meeting
Société Santé en français	2011/11/15	12
Colette Rivet, Executive Director		
Aurel Schofield, Steering Committee Member Director, Centre de formation médicale du Nouveau-Brunswick, Associate Dean, Faculté de médecine et des sciences de la santé de l'Université de Sherbrooke		
Assemblée de la francophonie de l'Ontario	2011/11/17	13
Denis Vaillancourt, President		
Gilles LeVasseur, Vice-President		
Fédération de la jeunesse canadienne-française		
Alexis Couture, President		
Sylvain Groulx, Director General		
Association franco-yukonnaise	2011/11/22	14
Jean-Sébastien Blais, Vice-President		
Régis St-Pierre, Co-Executive Director		
Fédération des associations de juristes d'expression française de common law inc.		
Josée Forest-Niesing, President		
Rénald Rémillard, Executive Director		
Fédération nationale des conseils scolaires francophones		
Yolande Dupuis, Past-President		
Roger Paul, Executive Director		
Fédération acadienne de la Nouvelle-Écosse	2011/11/24	15
Ronald Robichaud, President		
Jean Léger, Executive Director		
Fédération des communautés francophones et acadienne du Canada		
Marie-France Kenny, President		
Suzanne Bossé, Director General		
Conseil canadien de la coopération et de la mutualité	2011/11/29	16
Marthe Hamelin, President		
Brigitte Gagné, Director General		

Melvin Doiron, Administrator
  Board of Directors, Director General of the Coopérative de
  développement régional – Acadie ltée		

Organizations and Individuals	Date	Meeting
Réseau de développement économique et d'employabilité (RDÉE) Canada	2011/11/29	16
Collin Bourgeois, President		
Guy Le Blanc, Administrator		
Société de l'Acadie du Nouveau-Brunswick		
Jean-Marie Nadeau, President		
Association des universités de la francophonie canadienne	2011/12/01	17
Kenneth McRoberts, President		
Jocelyne Lalonde, Director General		
Commission nationale des parents francophones		
Ghislaine Pilon, President		
Adèle David, Director		
Réseau pour le développement de l'alphabétisme et des compétences		
Colette Arsenault, President		
Normand Lévesque, Director General		
Alliance des femmes de la francophonie canadienne	2011/12/06	18
Louise-Hélène Villeneuve, President		
Manon Beaulieu, Director General		
Black Community Resource Centre		
Dorothy W. Williams, Program Director		
Gemma Raeburn-Baynes, Partner President, Playmas Montréal Cultural Association		
Fédération des aînées et aînés francophones du Canada		
Jean-Luc Racine, Director General		
Fédération culturelle canadienne-française	2011/12/08	19
Marie-Claude Doucet, President		
Éric Dubeau, Director General		
Société franco-manitobaine		
Nicole Forest Lavergne, President		
Ibrahima Diallo, Past-President		
Société Saint-Thomas-d'Aquin (Société acadienne de l'Île-du-Prince-Édouard)		
Gabriel Arsenault, President		
Aline Bouffard-Cohen, Director General		

Organizations and Individuals	Date	Meeting
Department of Canadian Heritage	2012/02/16	26
Hubert Lussier, Assistant Deputy Minister Citizenship and Heritage Branch		
Yvan Déry, Acting Director General Official Languages Support Programs, Office of the Director General		
Jean-Pierre C. Gauthier, Senior Director Official Languages Secretariat		
Department of Justice	2012/02/28	27
Andrée Duchesne, Senior Counsel and Manager Francophonie, Justice in Official Languages and Legal Dualism		
Linda DuPont, Legal Counsel Francophonie, Justice in Official Languages and Legal Dualism		
Health Canada		
Debbie Beresford-Green, Acting Assistant Deputy Minister Regions and Programs Branch		
Roger Farley, Acting Director General Programs Directorate, Regions and Programs Branch		
Statistics Canada		
François Nault, Director Social and Aboriginal Statistics Division		
Jean-Pierre Corbeil, Chief Specialist Language Statistics Section		
Canada School of Public Service	2012/03/01	28
Nancie Cantin, Director Research and Development		
Department of Human Resources and Skills Development		
Stephen Johnson, Director General Evaluation Directorate, Strategic Policy and Research Branch		
David McGovern, Senior Assistant Deputy Minister Strategic Policy and Research Branch		
Treasury Board Secretariat		
Ross MacLeod, Assistant Deputy Minister Governance Planning and Policy Sector		
Marc Tremblay, Executive Director, Official Languages		
Canadian Northern Economic Development Agency	2012/03/06	29
Michel Robillard, Vice-President		
Yves Robineau, Director Corporate Services and Chief Financial Officer		

Organizations and Individuals	Date	Meeting
Department of Industry	2012/03/06	29
Mitch Davies, Acting Assistant Deputy Minister Regional Operations		
Aime Dimatteo, Director General FedNor (Federal Economic Development Initiative in Northern Ontario)		
Lisa Setlakwe, Director General Regional Policy and Coordination Branch		
Canada Economic Development for Quebec Regions	2012/03/08	30
Jean-Pierre Lavoie, Director General Policy, Research and Programs		
Gilles Pelletier, Director General Regional Operations		
National Research Council Canada		
Danial Wayner, Vice-President Frontier Science		
Charles-Antoine Gauthier, Acting Director Research Programs		
Western Economic Diversification Canada		
Daniel Watson, Deputy Minister		
James Meddings, Assistant Deputy Minister		
France Guimond, Director General Operations-Manitoba		
Atlantic Canada Opportunities Agency	2012/03/13	31
Denise Frenette, Vice-President Finance and Corporate Services		
Wade Aucoin, Acting Director General Community Developpment		
Department of Citizenship and Immigration		
Yves Saint-Germain, Director Information, Language and Community Program Policy		
Peter Sylvester, Associate Deputy Minister		
Office of the Commissioner of Official Languages	2012/03/15	32
Graham Fraser, Commissioner		
Ghislaine Charlebois, Assistant Commissioner Compliance Assurance Branch		
Lise Cloutier, Assistant Commissioner Corporate Management Branch		
Sylvain Giguère, Assistant Commissioner Policy and Communications Branch		

Organizations and Individuals	Date	Meeting
Office of the Commissioner of Official Languages	2012/03/15	32
Johane Tremblay, General Counsel Legal Affairs Branch		
Canadian Parents for French	2012/03/27	33
Lisa Marie Perkins, President National Office		
Robert Rothon, Executive Director National Office		
Canadian Youth for French		
Justin Morrow, Founder and Executive Director		
Department of Public Works and Government Services		
Donna Achimov, Chief Executive Officer Translation Bureau		
Diane Lorenzato, Assistant Deputy Minister Human Resources Branch		
Marc Olivier, Manager Translation Bureau, Linguistic Services Division		
Federal Economic Development Agency for Southern Ontario		
Jeff Moore, Vice-President Policy, Partnerships and Performance Management		
Susan Anzolin, Director General Innovation and Economic Development		
Association canadienne d'éducation de langue française	2012/03/29	34
Yves Saint-Maurice, President		
Richard Lacombe, Director General		
Canadian Association of Immersion Teachers		
Philippe LeDorze, President		
Chantal Bourbonnais, Director General		
Canadian Association of Second Language Teachers		
Caroline Turnbull, Vice-President		
Guy Leclair, Executive Director		
Hilaire Lemoine, Treasurer		
Canadian Teachers' Federation		
Paul Taillefer, President		
Ronald Boudreau, Director Services to Francophones		

Organizations and Individuals	Date	Meeting
English Language Arts Network Quebec	2012/04/03	35
Charles Childs, President		
Guy Rodgers, Executive Director		
Quebec English School Boards Association		
David D'Aoust, President		
David Birnbaum, Executive Director		
Michael Chiasson, Executive Committee Member		
Townshippers' Association		
Gerald Cutting, President		
Ingrid Marini, Executive Director		
Community Health and Social Services Network	2012/04/05	36
Jennifer Johnson, Executive Director		
James Carter, Program and Policy Advisor		
Leading English Education and Resource Network		
Paule Langevin, Project Director Community Learning Centre Inititative		
Debbie Horrocks, Assistant Project Director and Community Liaison Coordinator Community Learning Centre Initiative		
Quebec Anglophone Heritage Network		
Kevin O'Donnell, President		
Roderick MacLeod, Past President		
Matthew Farfan, Executive Director		
Youth Employment Services		
John Aylen, President Board of Directors		
Iris Unger, Executive Director		
Association des francophones du Nunavut	2012/04/24	37
Mathieu René, Director Board of Directors		
Mylène Chartrand, Vice Chair Board of Directors		
Canadian Institute for Research on Linguistic Minorities		
Éric Forgues, Researcher		
Fédération des francophones de Terre-Neuve et du Labrador		
Jules Custodio, President		
Gaël Corbineau, Director General		

Organizations and Individuals	Date	Meeting
Fédération franco-ténoise		
Claire Beaubien, Executive Director		
Léo-Paul Provencher, Past Executive Director		
Josianne Beaumont, Second Vice-President Board of Directors		
Community Economic Development and Employability Corporation	2012/04/26	38
John Buck, Executive Director		
Grant Myers, Provincial Economic Development Officer		
Concordia University		
David Graham, Provost and Vice-President Academic Affairs		
Lorraine O'Donnell, Coordinator-Researcher Quebec English-Speaking Communities Research Network (QUESCREN)		
Regional Association of West Quebecers		
Noel Gates, President		
Heather Stronach, Executive Director		
Société nationale de l'Acadie		
Françoise Enguehard, President		
Éric Mathieu Doucet, Executive Director		
Fédération des communautés francophones et acadienne du Canada	2012/05/01	39
Marie-France Kenny, President		
Suzanne Bossé, Director General		
Quebec Community Groups Network		
Noel Burke, Interim President		
Sylvia Martin-Laforge, Director General		
Stephen D. Thompson, Director Policy, Research and Public Affairs		
University of Ottawa		
Richard Clément, Director and Associate Dean Official Languages and Bilingualism Institute		
Hilaire Lemoine, Executive in Residence Official Languages and Bilingualism Institute		
James Moore, Minister of Canadian Heritage and Official Languages		
Daniel Jean, Deputy Minister		
	2012/05/03	40

Organizations and Individuals	**Date**	**Meeting**

Department of Canadian Heritage

Hubert Lussier, Assistant Deputy Minister
Citizenship and Heritage Branch

APPENDIX B
LIST OF BRIEFS

Organizations and Individuals

Alliance des radios communautaires du Canada

Assemblée communautaire fransaskoise

Canadian Association of Immersion Teachers

Canadian Institute for Research on Linguistic Minorities

Canadian Youth for French

Community Economic Development and Employability Corporation

Community Health and Social Services Network

Conseil canadien de la coopération et de la mutualité

Consortium national de formation en santé

Department of Canadian Heritage

Fédération franco-ténoise

Language Industry Association

Quebec Anglophone Heritage Network

Réseau pour le développement de l'alphabétisme et des compétences

Townshippers' Association

Youth Employment Services

REQUEST FOR GOVERNMENT RESPONSE

Pursuant to Standing Order 109, the Committee requests that the government table a comprehensive response to this Report.

A copy of the relevant *Minutes of Proceedings* ([Meetings Nos. 7, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 46, 47, 48, 49, 50, 51, 52 and 55](#)) is tabled.

Respectfully submitted,

Hon. Michael Chong, M.P.

Chair

Supplementary Opinion of the New Democratic Party (NDP) of Canada

Submitted by NDP MPs **Yvon Godin** (Acadie–Bathurst), Official Languages Critic, **Tyrone Benskin** (Jeanne-Le Ber), Official Languages Deputy Critic, **Pierre Dionne Labelle** (Rivière-du-Nord), Francophonie Critic, and **Élaine Michaud** (Portneuf–Jacques-Cartier).

Introduction

The NDP members of the House of Commons Standing Committee on Official Languages wish to thank every individual who contributed to this study on the evaluation of the Roadmap for Linguistic Duality 2008–2013.

The NDP endorses the Committee report with certain reservations. **The following comments are designed to address specific omissions, inaccuracies or shortcomings within the scope of the Committee recommendations. They are not intended as a comprehensive analysis of the issues related to the Roadmap.**

Given its nature and scope, the Roadmap requires significant federal-provincial/territorial cooperation (FPT). The NDP wishes to point out that this cooperation must continue in any future federal official languages initiative. The areas of jurisdiction of each level of government and existing FPT agreements must therefore be respected.

New horizontal initiative

The NDP would of course like to see an initiative put in place to ensure the continuity of the Roadmap's achievements once it expires. However, unlike what the Committee has put forward, the New Democrats believe that this initiative should come with financial resources that are at least equivalent to or greater than those of the Roadmap.

The NDP believes that the government should clarify the nature of a "future horizontal initiative," specifically, whether this initiative truly represents additional one-time funding, as government MPs have maintained. At the moment, the funding received by Treasury Board Secretariat (TBS) through the Roadmap tends to indicate the contrary.

According to evidence heard by the Committee, TBS receives funding through the Roadmap which is used to fulfil its core obligations and responsibilities under the *Official Languages Act* (OLA).

This contradiction creates confusion among federal institutions, where some institutions that are not subject to the Roadmap act as if they had no obligations.

It should be made clear to all federal institutions that they must only use their own budget to meet their OLA obligations, regardless of any supplementary allocation they may receive through any additional one-time initiative.

The New Democrats believe that as part of a future official languages initiative, the Government of Canada should ensure that federal institutions can distinguish between their participation in such an initiative and their OLA obligations, *particularly with respect to Part VII*.

It is essential for federal institutions to fully understand their obligations, particularly when they are reducing their budgets. They must thoroughly evaluate the impacts of budget cuts on official language minority communities (OLMCs) and take remedial action to address negative repercussions.

Lastly, in order to better align government strategies with OLMC priorities in a future initiative, the NDP recommends that the government make better use of the overall development plans and community strategic plans prepared by OLMCs.

Accountability

There was no horizontal management and accountability framework (HMAF) developed when the Roadmap was launched. The NDP asks that the Department of Canadian Heritage avoid making the same mistake by making provision for a framework that would address the shortcomings identified in the Roadmap's HMAF, particularly with regard to the Department's own role. The Department must also be given the necessary resources to properly perform its role as coordinator.

Several witnesses claimed that federal funds were not used for the purposes originally intended. These are serious allegations. As a result, the NDP recommends that the federal government immediately introduce improved accountability mechanisms that will increase financial transparency. It is a question of managing taxpayers' money properly. It is also important for the public to have access to clear and complete financial information regarding the programs contained in a future horizontal initiative.

Witnesses also reminded the Committee that signatories to federal agreements must rigorously apply any language clauses or provisions contained in those agreements. The NDP recommends that the government review its practices in this regard and share its findings with the Committee by 1 June 2013.

In addition, New Democrats are concerned by the lack of planning at the Department of Canadian Heritage. It seems insufficient for the Department to start consultations as required by the OLA less than one year before the Roadmap comes to an end. Preparations of this kind usually take place over several months. The participants' comments lead the NDP to wonder whether these consultations are effective. To ensure a similar situation does not occur in future, Canadian Heritage should schedule consultations well before the end of the next initiative.

This lack of planning poses certain risks for OLMCs. As we have seen in the past, federal institutions may not be able to spend their allocations under the Roadmap within the established time frame.

Participating institutions

During its study, the Committee discussed the list of federal institutions covered by the Roadmap. The NDP calls on the Government of Canada to review this list to ensure it meets the current needs of OLMCs. Based on the evidence received, the NDP strongly recommends that Statistics Canada be added for a future initiative. This organization obviously plays an essential role in clarifying official languages issues in Canada and should be allocated the necessary budget to carry out its wide-ranging responsibilities effectively.

Funding

Based on the Committee's findings, the NDP notes that the federal funding allocated to certain organizations in OLMCs has not been indexed in over 10 years. For some organizations, this situation actually jeopardizes their ability to deliver services, and in some instances, they are the only organizations providing the services. In fact, some witnesses said that they have seen a 30% decrease in their capacity. The NDP believes that the federal government should review this funding to ensure that it reflects the current cost of living.

In addition, federal institutions should consider granting multi-year funding to these organizations so that they can develop long term strategic plans and establish a long-lasting foundation on which to serve Canadians. The funding allocation process should take into account not only services and roles but also the available infrastructure, all of which support the development and vitality of OLMCs.

Community media

The minority-language press and community radio stations face significant challenges that are rooted in both structural issues and government decisions (for example, changes to the funding rules for the Canada Periodical Fund, reduced federal advertising and greater use of digital media). Yet community newspapers and radio stations are vital to OLMCs. The NDP believes that action should be taken to protect them and that a "community newspaper and radio" component should be included in a future initiative.

Language industry

The NDP MPs believe that the Government of Canada should take advantage of the opportunity presented by the development of a new initiative to review its support for the language industry and identify its impact on the promotion of linguistic duality and the vitality of OLMCs.

Health

Health Canada is recognized as an exemplary organization with regard to official languages. However, the NDP asks the Committee to exercise caution when stating that it is Health Canada's responsibility to support health research in OLMCs.

While the NDP strongly encourages Health Canada to continue its support for this research, it is also essential for a future initiative to allocate funding to research, not only for health care but for other priority areas as well.

Immigration

The Committee learned that substantial budget cuts were made to Destination Canada, a program administered by Citizenship and Immigration Canada (CIC), which will affect the ability of OLMCs to recruit from overseas. While the Committee urged CIC to evaluate the impact of this decision, the NDP believes that this evaluation and measures to mitigate the negative impact on OLMCs should be made public.

In the opinion of the NDP, cross-cultural skills[1] are important to the introduction of programs that support the integration of immigrant students and their families. The NDP believes that under a future initiative, Canadian Heritage and CIC, in cooperation with the provinces, territories and OLMCs, should introduce activities that help stakeholders and youth develop cross-cultural skills in an educational environment.

CIC should also continue its work with Quebec's English-speaking communities, in compliance with the OLA and the Canada-Quebec Accord.

Intergovernmental cooperation

The New Democrats believe that a future initiative should continue to provide support to the provinces and territories to ensure the delivery of provincial and municipal services in both official languages. In addition, the Government of Canada should support the implementation of provincial and territorial legislation and policies that promote linguistic duality and the vitality of OLMCs. The NDP is disappointed that the Committee's report makes no recommendations in this regard.

Education and early childhood

Many witnesses told the Committee that school boards in OLMCs have an urgent need for infrastructure support and specialists (psychologists, speech therapists, etc.) in this area. As part of the renewal of FPT agreements on minority-language education, the NDP recommends that the Government of Canada consider supporting infrastructure projects to create or renovate family and childhood centres in cooperation with OLMCs. The federal government should also consider measures to recruit specialists and meet the information technology needs described by communities.

According to the evidence received, few exogamous couples have the information they need to make an informed decision on the language of instruction for their children. As a result, many rights holders do not exercise their right to an education in the official language of their choice. The NDP is concerned by this situation and recommends that the federal government act in the public interest and work with the provinces and territories to address the problem.

Literacy

The evidence presented to the Committee shows that literacy must continue to be an area of activity in any future initiative. As a result, the NDP is asking the federal government to work with the provinces, territories and literacy stakeholders in OLMCs to develop a literacy strategy for French-speaking communities.

The NDP also calls on Human Resources and Skills Development Canada to consult literacy stakeholders serving Quebec's English-speaking communities to identify the needs of English speakers, and to make the results of the consultations public.

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[1] See the definition used by the Association canadienne d'éducation de langue française.

Seniors

A future initiative must not overlook the needs of seniors. Based on the suggestions made by representatives of this sector of the population, the NDP asks the Government of Canada to consider developing employability and economic development programs for seniors living in OLMCs.

Second language

Giving Canadians the opportunity to learn a second official language is an important part of the federal language policy. The NDP wishes to add to the Committee's recommendations on this subject by recommending that the Government of Canada:

- continue to support language exchanges;
- continue to support second-language learning through provincial and territorial transfers;
- initiate a discussion with the provinces and territories on difficulties regarding access to immersion programs and teacher training, particularly for newcomers to Canada, during talks to renew memorandums of understanding;
- continue to fund the development of a common framework of reference for languages in Canada.

Conclusion

The NDP members strongly support the implementation of a future horizontal initiative in order to build on the achievements of the Roadmap, and hope that the issues they have raised will contribute in this regard.

**The Liberal Party of Canada's Complementary Report to the
Standing Committee on Official Languages' Report on the
Evaluation of the Roadmap**

The Committee report includes too many necessary recommendations to disassociate ourselves from it. However, it fails to warn the government adequately about two fundamental weaknesses in its current approach. The first weakness concerns the appalling lack of budgetary transparency regarding the entire issue of linguistic duality funding. The second concerns the lack of a vision that would mobilize every effort to move in a specific direction.

1. <u>The need for budgetary transparency</u>

There was a fear expressed both in the evidence heard by the Committee and in its own proceedings that the Roadmap has become a showcase for the government to boast about investing millions of dollars, when in fact the envelope earmarked for linguistic duality may very well have remained unchanged or may have even been reduced. We do not actually have any guarantee that Roadmap funding is a complement to regular program spending. Even Canadian Heritage acknowledges the need *"to spend more time on tracing funding on the ground"* (para. 474).

Of course, the Committee report attempts to address this by stating that the future plan must *"improve on existing programs"* (recommendation 2), that Health Canada must acknowledge its responsibilities *"regardless of the Roadmap"* (recommendation 5), that co-operation with the provinces is *"an effort to build on their own initiatives"* (recommendation 6), that these provinces are encouraged to *"provide concrete results and accountability mechanisms"* (recommendation 10), that the government itself must improve its *"accountability practices [...] to properly distinguish between funding provided through the Roadmap and that provided through ongoing programs"* (recommendation 37), and that the Department of Canadian Heritage must ensure *"better intergovernmental coordination"* (recommendation 37). While these recommendations are all welcome, they do not go far enough.

Even with these, there would still be a concern that departments have little incentive to seek the funding needed to maintain or improve regular programs, since they will still be able to count on Roadmap funding to make up the shortfall.

The Committee report confirms that *"the Roadmap has led some federal institutions to disengage from their responsibilities"* to such an extent that some federal institutions *"have stopped investing their own resources"* (para. 41; see also paras. 472–473).

This risk is even greater given that, in the current period of fiscal restraint, departments and agencies are being forced to make serious cuts. They will be tempted to reduce funding for linguistic duality, knowing that they will then be able to take funding from the future Roadmap. The result could be brutal for official language communities, since unlike the majority communities, they do not enjoy the same financial flexibilities or economies of scale.

It will be impossible to counteract this *"harmful effect of the Roadmap"* (para. 41) as long as regular program funding and Roadmap funding are not both disclosed transparently and consistently.

This is why the Liberal Party of Canada makes the following recommendations:

Recommendation 1

That the next horizontal initiative include a dashboard, along with a web portal, to both quantify existing funding for regular programs and follow additional investments from the next initiative, as they are made, by department, by year and by program.

(This recommendation is based on suggestions from Canadian Heritage (in para. 474 of the Committee report) and the recommendation by the Fédération des communautés francophones et acadiennes du Canada (para. 475). It clarifies recommendation 37 in the Committee report.)

Recommendation 2

That the next horizontal initiative for official languages come with financial resources at least equivalent to those of the 2008-2013 Roadmap and that this funding be a genuine addition to regular program funding.

(Recommendation 1 in the Committee report unnecessarily limits the government's ambitions by ruling out the possibility that the funding to be provided in its next plan will be higher than what was provided in the current plan.)

Recommendation 3

That the funding for the next horizontal initiative be guaranteed for the length of the initiative, and that in the event that a program fully or partly funded by this plan were to be cut back or simply eliminated, the minister responsible for official languages report to the Standing Committee on Official Languages as to how these funds would be reallocated.

(The Destination Canada program, praised in paras.89 and 99, was cancelled, along with the related Roadmap funding.)

Recommendation 4

That, given the current period of fiscal restraint, the government recognize that official language communities do not have the same financial flexibilities or economies of scale as do the majority communities. That, following each budget, the minister responsible for official languages report on this issue to the Standing Committee on Official Languages.

Recommendation 5

That the funding allocated to the next horizontal initiative not include the salaries of Official Languages Secretariat staff.

(That is a source of confusion and artificially inflates the figures, which the communities understandably complain about.)

2. **The need for a vision**

As written, the Committee report leaves the impression of being unfocussed. There is no specific direction, nothing stands out and everything appears to be equally important.

In order to be successful, we need a vision, an overall focus, with measurable objectives. This focus must be the very one that inspired the first action plan, which preceded the Roadmap in 2003: *The Next Act: New Momentum for Canada's Linguistic Duality*. This overall objective, which must guide all the others, is what in 2001 the Société franco-manitobaine so aptly described as "expanding the Francophone presence." This includes providing meaningful assistance to exogamous couples so they can pass on their dual linguistic heritage to their children.

Exogamous couples are made up of francophones and non-francophones who start a life together and have a family. This is a massive phenomenon that has steadily grown over the decades, a reflection of how different groups intermingle in modern society.

In 2003, two thirds of francophone children outside Quebec grew up in families with one parent whose mother tongue was not French (the proportion of exogamous couples was almost as high [55%] in Quebec's anglophone community). That same year, in families outside Quebec where both parents were francophone, French was passed on to the children in 95% of cases. This figure dropped to 42% when one parent was non-francophone. However, this reached 70% when the non-francophone parent spoke French.

These exogamous couples must be included in the francophone presence and supported in their efforts to pass on their dual linguistic heritage to their children.

There is no more critical an issue than this in fighting assimilation and supporting the vitality of our official language communities. However, the Committee report barely mentioned this issue that nevertheless had been raised by witnesses (paras. 205 and 212). The report treats it just like any other issue.

Several of the report recommendations will be helpful in rectifying this serious deficiency. But quite a few should be reworded or added. Limiting itself to the most important points, the Liberal Party of Canada makes the following recommendations:

Recommendation 6

That, with the assistance of Statistics Canada (see recommendation 33 of the Committee report), the government:

- **identify the proportion of exogamous couples in official language communities and the rate at which the mother tongue is passed on to the children of parents who are endogamous, exogamous with one unilingual partner, and bilingual exogamous;**
- **identify the proportion of eligible students enrolled in official language minority schools and that it set a target to be reached by the end of the next horizontal initiative; That the minister responsible for official languages report to the Committee on how the government intends to achieve this; and**
- **identify the proportion of young Canadians between the ages of 15 and 19 with a knowledge of the other official language and that it set a target to be reached by the end of the next horizontal initiative; That the minister responsible for official languages report to the Committee on how the government intends to achieve this.**

Recommendation 7

That, in a future horizontal initiative, the government conduct a major national awareness campaign directed at parent rights holders, informing them about the conditions favouring their children's bilingualism and their language rights under section 23 of the Charter.

Recommendation 8

That, for a future horizontal initiative, the government, while respecting provincial jurisdiction, provide support for early childhood services, particularly with the aim of assisting exogamous parents in socializing their children in French.

Recommendation 9

That, in a future horizontal initiative, the government, in a spirit of partnership and respect for provincial jurisdiction and in consultation with the communities, foster the establishment of an intake structure in French-language child care centres and schools open to a diverse clientele, one that is increasingly exogamous and multicultural.

(Recommendations 7, 8 and 9 are drawn from the proposal presented by the Canadian Institute for Research on Linguistic Minorities in para. 212 of the Committee report).

Recommendation 10

That, in a future horizontal initiative, the Government of Canada, in co-operation with the provincial and territorial governments, take the necessary steps to guarantee Canadians the right to learn their second official language at all levels, from early childhood to post-secondary.

(This recommendation stems from paras. 293-296 of the Committee report.)

Recommendation 11

That, in a future horizontal initiative, the Government of Canada, in co-operation with the provincial and territorial governments, implement structural programs that promote the civic engagement of young francophones, promote initiatives outside schools, and invest in post-secondary education to ensure accessibility and quality so as to help these young people acquire the language skills they need outside of the education system.

(This recommendation was presented by the Fédération de la jeunesse canadienne-française in para. 311 of the Committee report.)

Recommendation 12

That, in a future horizontal initiative, the Government of Canada take the necessary measures to double the number of young Canadians who participate each year in short- and long-term language exchanges at the high-school and post-secondary levels.

(This recommendation is taken from the annual report 2011-2012 of the Office of the Commissioner of Official Languages.)