



Government  
of Canada

Gouvernement  
du Canada

# THE NEXT ACT: NEW MOMENTUM FOR CANADA'S LINGUISTIC DUALITY



THE ACTION PLAN FOR  
OFFICIAL LANGUAGES

Canada 



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NEW MOMENTUM  
FOR CANADA'S  
LINGUISTIC DUALITY



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# PREFACE

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## Message from the Prime Minister of Canada

When the Government of Canada introduced the official languages policy 30 years ago, it was motivated by a desire for fairness and inspired by the report of the Royal Commission on Bilingualism and Biculturalism. At that time, I was a very young Francophone MP and minister, struggling with the basics of English — the language that was used almost exclusively within the federal government. Time has changed many things.

The ideal of a bilingual Canada where everyone could benefit from our Anglophone and Francophone heritage seemed to us in those days to be a fundamentally just ideal for our society. And aware of the varied origins and cultures of our country's population, we chose to enhance our vision of Canada by acknowledging its rich linguistic heritage. My time at the Department of Justice a few years later gave us the opportunity to protect that heritage by including minority language rights in the *Canadian Charter of Rights and Freedoms*. This fundamentally democratic document is a source of great pride not only for me as Prime Minister, but above all for a great people, a just people: the Canadian people.

Today's Canada contains a veritable world of peoples within its borders, and its two official languages, both a major presence on the international scene, enhance its competitiveness and its influence. Our linguistic duality means better access to markets and more jobs and greater mobility for workers. In that spirit, the *Action Plan for Official Languages* strives to maximize these advantages for all Canadians.

I would like to take this opportunity to thank Minister Stéphane Dion, who chaired a group of Cabinet colleagues particularly interested in the official languages: Don Boudria, Claudette Bradshaw, Martin Cauchon, Denis Coderre, Sheila Copps, Anne McLellan, Lucienne Robillard and Allan Rock, as well as Secretary of State Denis Paradis. Their efforts, inspired by a deep-rooted attachment to our country's official languages, have culminated in an action plan that will breathe new life into our linguistic duality and that reflects one of the primary values of today's Canada.



Jean Chrétien  
Prime Minister of Canada



## Message from the President of the Queen's Privy Council for Canada and Minister of Intergovernmental Affairs

This Action Plan with new momentum for the official languages policy of the Government of Canada will benefit all the many Canadians who want to have better access to our rich linguistic duality.

In the two years since the Prime Minister, the Right Honourable Jean Chrétien, asked me to coordinate official languages policy, I have travelled the length and breadth of the country — sometimes to announce one of the many new measures we have put in place; sometimes to hear suggestions from communities, experts and my provincial counterparts; and sometimes to propose directions the Action Plan might take. My Cabinet colleagues who have worked on official languages have done the same.

As a Francophone Quebecer, I was aware of the great importance Francophones in my province place on Canada's bilingual dimension. We in Quebec want French to be respected everywhere and we appreciate the efforts the Government of Canada is making to ensure the influence of the French language and culture in Quebec, throughout Canada and throughout the world.

As a Quebecer, I was aware that the Anglophone community in my province was experiencing great change. But I have learned a great deal more about it during

these two years of dialogue and action. For example, there is not enough awareness that a main aim of the Anglophone community is to have governments help their children learn French so these youngsters can become better integrated into Quebec society and increase the likelihood that, as adults, they will feel at home in Quebec. This community is more and more effectively combining the Anglophone, Quebec and Canadian identities.

As a former professor at the University of Moncton, where I taught in 1984, I recall a city cut in two, with the campus purely French and the rest of the city apparently unilingual English. What a change in 20 years! This time I saw two linguistic communities helping each other give their city remarkable drive.

I was aware that our immersion schools were exemplary, and copied by many other countries. But the reality of it really struck home when I visited one such school in British Columbia and heard young people of Asian origin speak to me in excellent French. Those young people demonstrate better than anyone the complementarity of our multiculturalism and our bilingualism, the two strengths that open us up to the world.

At St. Boniface Cathedral, on October 5, 2002, when I attended the funeral service of that great fighter for the French cause, my colleague Ronald Duhamel, I shared the emotion of a Franco-Manitoban community rich in its culture and inspired by its history. When I saw the report the Société franco-manitobaine submitted for the preparation of the Action Plan, this sentence struck me as especially forward-looking: “To occupy a larger demographic, social, cultural and economic space, the Franco-Manitoban community intends to incorporate the Francophone project into the social project of the province as a whole.” In fact, it is our linguistic duality that we need more than ever to incorporate in the Canadian project.

I could cite many other testimonies and experiences I have benefited from in the two years since the Prime Minister sent me on this fascinating adventure. But what I especially want to express here

is a conviction that has never ceased to grow throughout this experience and which inspires the whole policy statement that follows. It is my conviction that one of the conditions for future success is our linguistic duality in a world where communications are exploding, where cultures are coming together and where openness to others and knowledge of languages is becoming an ever greater asset.

The policy statement and Action Plan on the following pages consist mainly of programs and figures. But behind all this, there is a human dimension: a major endeavour for our country where we place our bets on pluralism and communication. Canadians have so much to say to one another, and so much to say to others. More and more, they want to say it in both official languages. The Government of Canada will help them powerfully through this Action Plan.



Stéphane Dion

# 1. INTRODUCTION

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## 1.1 Linguistic duality in a modern Canada

Both ambitious and realistic, the Action Plan described in this policy statement will, as its title indicates, truly provide new momentum for Canada's linguistic duality. Yes, after the *Official Languages Act* of 1969, the Charter of Rights and Freedoms of 1982, and the revised *Official Languages Act* of 1988, this Action Plan raises the curtain on a new act for all Canadians. Three considerations have led the Government of Canada to increase this momentum, begin this new act and launch the Action Plan that will be described in this policy statement.

**1. Linguistic duality is part of our heritage.** A country must be faithful to its roots. Linguistic duality is an important aspect of our Canadian heritage. The evolution that has brought us to the Canada of today has followed different paths. Canada has developed a strong economy, a culture of respect, an effective federation, and a multicultural society. Throughout that evolution, it has remained faithful to one of its fundamental dimensions: its linguistic duality.

One of the inescapable aspects of this country is that the vast majority of its inhabitants speak English or French, and less than 2%<sup>1</sup> of those living here today

say they cannot speak either of those languages. As Canada's population has opened up to cultures from around the world and diversified, our official languages have retained their special status as languages used in the public domain. The values of mutual respect and sharing that led to the passage of the first *Official Languages Act* in 1969 are the same values that allow Canada to contain the world within its borders.

Our history confers upon the Government of Canada the duty to help make our two official languages, English and French, accessible to all Canadians. This dual heritage belongs to all Canadians. The Government of Canada wants to help them fully benefit from it.

Minority official language communities have always nurtured our linguistic duality and have made a strong contribution to our linguistic and cultural diversity. The Government of Canada has historical and political commitments to those communities. Through this Action Plan, it is equipping itself with the means to better meet those commitments. It is doing so for the communities, but also for all Canadians, for while the official languages are rooted in our past, they are also an essential asset for Canada's future success.

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1. Census of Canada, 2001.

**2. Linguistic duality is an asset for our future.** It is not only rooted in our past, but also one of the prerequisites for our future success. Canada is extremely fortunate to have two official languages of international stature. English is the official language of 40 countries in the world, and French of 24.<sup>2</sup> The United Nations has English and French among its six languages of work. In addition, the Commonwealth comprises 54 countries,<sup>3</sup> while 48 countries belong to la Francophonie.<sup>4</sup> Canada is privileged to belong to and play a leading role in all three of those international forums. The language most frequently known by Europeans, in addition to their mother tongue, is English (41%), followed by French (19%).<sup>5</sup>

Our two official languages are two wonderful wide-open windows that give us access to the world. It is wrong to say that our languages isolate us in two solitudes. In fact, it would be more accurate to say that our two languages make us complete. Together, they make linguistic pluralism and learning other languages a fundamental part of our lives. It is this same spirit of openness and pluralism that motivates us to help

Canada's Aboriginal peoples preserve their own languages.

At the beginning of this new century, in this era of globalization where communications are increasingly important, and where the economy is more and more knowledge- and innovation-oriented, Canada must build on its linguistic duality and the international nature of its two official languages more than ever. That gives it a substantial competitive edge. Access to two of the most vital international languages is an asset for labour markets and enhances mobility of individuals. That is why Canada's Innovation Strategy makes the ability to communicate in English and French one of the foundations for lifelong learning for children and youth.<sup>6</sup>

A number of other developed countries have understood the full importance of language learning. They are investing heavily in the language skills of their populations.

Canada has the advantage of having invested significantly in English- and French-language instruction, which often serves as a springboard for learning a third or fourth language. We can start

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2. UNESCO, *World Culture Report 2000, Cultural Diversity, Conflict and Pluralism*, Paris: UNESCO Publishing.

3. Commonwealth Secretariat, *Report of the Commonwealth Secretary-General 2001, Continuity and Renewal in the New Millennium*, September 2001.

4. <http://www.francophonie.org>

5. European Commission, *Eurobarometer: Public Opinion in the European Union*, Report number 54, February 2001, pp. 1 and 2.

6. Government of Canada, *Knowledge Matters: Skills and Learning for Canadians*, 2002, p.18.

with the infrastructure already in place. We need to strengthen it to further enhance the language skills of Canadians.

Canadians are demanding that we do so. The use of two languages in the public domain is rooted in our culture. It is one of the fundamental values that strengthen the attributes that define us, such as openness and respect. It is an asset Canadians do not want to lose, despite the assimilating force of English in North America. The support of 82% of Canadians, including 91% of 18- to 24-year-olds, for the federal official languages policy<sup>7</sup> reflects that reality. Many Canadians appreciate that linguistic duality does not refer only to our past, but refers as well to the future of a prosperous Canada in a world where, increasingly, the ability to communicate is valued. Canadians are aware that knowledge of another language gives them access to a broader cultural heritage and contributes to their enrichment. For that, they want to build on their linguistic duality. Our Action Plan will help them do that.

**3. The federal policy on official languages needs to be enhanced.** Much has been achieved, but much remains to be done. That is why we need to give new momentum to our policies with this Action Plan.

Since the introduction of the official languages policy some 30 years ago, Canada's evolution has confirmed its merits. It has brought us closer to the ideal of "a bilingual Canada in which citizens could enjoy and benefit from our rich French and English heritage."<sup>8</sup>

The advent of communication technologies and tools has considerably changed our ways of communicating with one another. Consider the growth of our cities and the resulting new needs. Look too at the changes that have come about in our most basic customs, our notion of family and our lifestyle. Our communities have evolved as they have integrated people from Asia, the Middle East, Africa and elsewhere, such that our two official languages today bring together all increasingly diversified populations. In the midst of this change, our linguistic duality has endured and asserted itself, but it is evolving in a context that has greatly changed. Language vitality and transmission have taken on a new meaning in the face of a lifestyle that leads people to settle, for example, in cosmopolitan cities rather than staying in far-flung communities, to loosen family ties, to have fewer children, and often to have a partner who speaks a different language.

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7. Environics Survey, February 2002.

8. Address by Prime Minister Jean Chrétien in Reply to the Speech from the Throne, January 31, 2001.

Let us take the situation of minority Francophone communities. Thirty years ago, they did not have the institutions or the rights they have today. In addition, three decades ago, the Anglophone majority was much less open to linguistic duality than it is today. But at that time, the fertility rate was higher and young people stayed in their own communities more than they do today. Similarly, French-speaking young people did not marry Anglophones to the extent they do today.

So we need to rethink our policies to help these young people strengthen their ties with their language and their community, in a context where they are much more mobile than was previously the case. We also need to help exogamous couples (i.e., Anglophone-Francophone) to pass on their dual linguistic heritage to their children.

The evolution of our law has paralleled that of our society. Our case law now affords much better protection to the equality of status of English and French in Canada. In recent decades, court decisions have taken into account the vulnerability of French or official language minorities for reasons of equity specific to our Constitution and our vision of Canada.

We are also coming out of a period of putting public finances in order. The Government's program spending represented 17.5% of the GDP in 1992-1993. That percentage has dropped to 11.9% for 2003-2004. The official

languages policy was not immune to those budget measures. The consequences, however, have been especially difficult for minority communities because they do not have the flexibility or economies of scale of the majority. With a healthier financial situation, the Government of Canada is able to reinvest in the official languages policy effectively through this Action Plan.

In short, today more than ever, our linguistic duality is an asset, but we cannot take anything for granted. The renewed commitment by the Government of Canada and the resulting Action Plan are testimony to the political will to support Canadians in this process of fostering our two official languages within a society evolving in an increasingly global world. They are part of the actions and initiatives that will help to make Canada an even more inclusive country, offering all Canadians a better quality of life and a promising future. Above all, they are the expression of the ideal that all Canadians can maximize their human capital.

## **1.2 The origin of the Action Plan**

Our past, our future and the modernization of our policies are the three considerations that have led the Government of Canada to develop the Action Plan described in this policy statement. It has been designed in several stages.

In the Speech from the Throne of January 2001, the Government of Canada made a formal commitment to make the promotion of Canada's linguistic duality one of the priorities of its mandate. It reiterated its support for minority official language communities, its intention to expand the influence of the French culture and language throughout the country, and its determination to serve Canadians in both official languages.

In April of that year, the Prime Minister of Canada, the Right Honourable Jean Chrétien, asked the Honourable Stéphane Dion, President of the Queen's Privy Council for Canada and Minister of Intergovernmental Affairs, to coordinate the Government's official languages policy, chair meetings of interested ministers, and "consider strong new measures that will continue to ensure the vitality of minority official language communities and to ensure that Canada's official languages are better reflected in the culture of the federal public service."<sup>9</sup>

In the Speech from the Throne of September 2002, the Government reiterated its commitment to present an Action Plan to reenergize its official languages policy.

Stimulated by the appointment of a minister responsible for official languages and the concerted efforts of several ministers, the work of parliamentary committees, regular observations by

"Linguistic duality is at the heart of our collective identity. The government will implement an Action Plan on official languages that will focus on minority-language and second-language education, including the goal of doubling within ten years the number of high school graduates with a working knowledge of both English and French. It will support the development of minority English- and French-speaking communities, and expand access to services in their language in areas such as health. It will enhance the use of our two official languages in the federal public service, both in the workplace and when communicating with Canadians."<sup>10</sup>

the Commissioner of Official Languages, and continually spurred on by dialogue with communities, the Government has intensified its efforts in the past two years. It has taken tangible action, which it can now build on. In her latest annual report, the Commissioner of Official Languages said she was very pleased with this new vitality: "Over the past year, the government announced new funding for a number of official language projects such as the founding of an institute at the University of Moncton for research on official language minority communities; the translation of municipal by-laws in New Brunswick; youth language exchanges; a distance education network

9. *Prime Minister Gives Minister Dion Additional Responsibilities in the Area of Official Languages*, (news release), PMO, Press Office, April 25, 2001.

10. Government of Canada, *Speech from the Throne*, September 30, 2002, p. 12.

for the English-speaking community in Quebec, in partnership with the province; new agreements under the Interdepartmental Partnership with Official Language Communities (IPOLC); language training for employees of the City of Ottawa; and cultural and community projects for young Francophones in minority communities.”<sup>11</sup>

Here are some of the tangible initiatives undertaken by the Government since the appointment in April 2001 of a minister responsible for official languages and due to the concerted efforts of several ministers:

- In 2001-2002, \$1 million to New Brunswick to translate municipal by-laws and offer services in both official languages; in 2002-2003 and 2003-2004, a further \$1 million to help the province implement its *Official Languages Act*.
- \$10 million to start up the Institute for Research on Linguistic Minorities. Attached to the University of Moncton, it works with researchers from all regions of Canada to develop a better understanding of the issues affecting communities, including education, language rights and living conditions.
- An investment of \$5 million a year to promote second-language instruction through linguistic exchanges and youth awareness activities: a 20% increase in funding for this field.

- \$2.5 million over five years for the City of Ottawa to expedite language training for municipal employees, translate municipal by-laws, provide simultaneous interpretation for standing committees and facilitate partnerships with the private sector.

Two new policies which were adopted in April 2002 will allow us to take into account the needs of communities:

- The new Communications Policy of the Government of Canada contains provisions on government advertising in relation to minority official-language communities.
- The new Alternative Service Delivery Policy requires federal institutions to consider their impact on official languages and consult communities on alternative service delivery arrangements with a potential effect on community development.

This faster pace would not have been possible without the work by ministers involved in official languages matters, who have met together nine times between May 2001 and November 2002, to help develop concerted measures in all sectors.

11. Office of the Commissioner of Official Languages, Annual Report 2001-2002, *The Texture of Canada*, Canada, 2002, page 19.

While promoting the benefits of our linguistic duality for all Canadians, the President of the Queen's Privy Council for Canada and Minister of Intergovernmental Affairs has travelled the length and breadth of the country to take note of provincial, territorial and regional realities first-hand. He has met with official language community leaders, including the Fédération des communautés francophones et acadienne du Canada (FCFA) and its member associations in each province, as well as the Quebec Community Groups Network (QCGN), representing Quebec's Anglophone communities.

Dozens of reports were presented to the Minister. The report by the FCFA, entitled *Des communautés en action*, spoke of overall community development, to ensure, according to its president, Georges Arès, that communities have the means to participate effectively in all spheres of a dynamic, forward-looking society.<sup>12</sup> The report by QCGN, *Suggesting Change*<sup>13</sup>, talked of enhancing the ability of minority Anglophone communities to work with all governments to preserve their vitality in Quebec. Major contributions also came from the Société franco-manitobaine, the Fédération canadienne pour l'alphabétisation en français, the

Commission nationale des parents francophones, the Fédération culturelle canadienne-française, Canadian Parents for French, the Canadian Association of Immersion Teachers, and others.

The Government is very grateful to all these associations, which took the time to carefully document their positions in order to better guide the Government in its deliberations. The associations asked the Government not to issue its Action Plan until they had developed their proposals and had time to communicate them properly.

The issues raised in these reports touch on a wide range of areas, from minority-language education to access to services and skills most likely to help communities prosper and play an active role in Canadian society. Because English- and French-speaking communities experience their minority status differently, they expressed specific needs, although some parallels were observed. These issues are dealt with in greater detail in the following chapters.

The Minister met with academics and researchers. He reflected on the recommendations contained, for example, in the Savoie (1998)<sup>14</sup>,

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12. Fédération des communautés francophones et acadienne du Canada, "Des communautés en action : politique de développement global à l'égard des communautés francophones et acadiennes en milieu minoritaire", unpublished, May 2002, letter of transmittal to the President of the Queen's Privy Council, from Mr. Georges A. Arès.

13. "Suggesting Change" The situation of the English-speaking Minority of Quebec and proposals for change, Report to Minister Stéphane Dion, President of the Queen's Privy Council and Minister for Intergovernmental Affairs by the Quebec Community Groups Network, unpublished, June 2002.

14. Donald Savoie, *Official language minority communities: promoting a government objective*, 1998.

Fontaine (1999)<sup>15</sup> and Simard (1999)<sup>16</sup> reports. He also conferred with his provincial counterparts, attended two ministerial meetings on Francophone affairs and met with the Director General of the Council of Ministers of Education, Canada. He also received detailed documents from his colleagues in New Brunswick and Prince Edward Island. Further food for thought was provided in the reports of the Commissioner of Official Languages and those of the Standing Joint Committee on Official Languages.

### 1.3 The Plan: An accountability process and three main axes

In speeches delivered in Whitehorse on June 22, 2002, to the Fédération des communautés francophones et acadienne, and in Quebec City on October 20, 2002, to the Quebec Community Groups Network, Minister Dion revealed three main directions for the Action Plan for Official Languages. This five-year plan (2003-2004 to 2007-2008) is in line with the directions that were announced.

The first element of the Action Plan deals less with content than with method. It consists of an accountability and

coordination framework.

Because participants in the consultations and a number of previous studies emphasized implementing an accountability framework that would be an ongoing reminder for ministers and their officials of the priority given to linguistic duality, the Government wanted to clarify and consign responsibilities to departments and agencies as well as enhance coordination among affected organizations. Chapter 2 of the Policy Statement will inform Canadians of the process whereby the Government will ensure that official languages remain one of its ongoing priorities.

In addition to this accountability framework, the Action Plan addresses three priority areas:

**Axis 1: Education (Chapter 3).** It is worth saying: much has been achieved, but much remains to be done and to build on. The proposed measures will address both minority-language education, to help implement section 23 of the *Canadian Charter of Rights and Freedoms*; and provide for second-language instruction, as per Canada's Innovation Strategy and in accordance with the Government's commitments to foster the use of both official languages in Canadian society.

15. Task Force on Government Transformations and Official Languages, *No turning back: official languages in the face of government transformations*, Ottawa, January 1999 (referred to as the Fontaine Report).

16. The Honourable Jean-Maurice Simard, Senator, *Bridging the gap: from oblivion to the rule of law. Development and vitality of the francophone and Acadian communities: a fundamental obligation for Canada*, report tabled in the Senate, November 16, 1999.

**Axis 2: Community development (Chapter 4).** It is important to us that communities be able to participate fully, in their own language, in Canada's development. They must continue to contribute to the influence of our two official languages throughout the country. The measures considered will enhance communities' access to public services in both official languages, mainly in the areas of health, early childhood development and justice. They will give them greater access to the economic development tools inherent in the knowledge economy.

**Axis 3: An exemplary public service (Chapter 5).** The federal government cannot play a leadership role if it does not lead by example. The improvements sought will address the delivery of federal services to Canadians in both official languages, participation of English- and French-speaking Canadians in the federal government, and the use of both languages in the workplace.

The language industries (Chapter 6) give Canadians the opportunity to seize the competitive advantage of our two official languages here in Canada and on the international scene. Assistance for the development of these industries will build on the three axes of the Plan by alleviating the shortage of specialized language training and translation professors, expanding the range of careers open to young Canadians by focussing on federal institutions as a starting point for initiatives in translation, interpretation, terminology and other language skills.

This is the Action Plan, which will now be described in greater detail. With its accountability framework and three axes for development, it will be a powerful engine for revitalizing official languages policy, for the benefit of all Canadians.



# 2. THE ACCOUNTABILITY AND COORDINATION FRAMEWORK

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The Government of Canada's Action Plan is made up of an accountability framework and three axes for action. The framework addresses the Government's method of work, while the axes are designed to guide its actions. It is a good idea to begin by looking at the accountability framework, because before considering what the Government intends to do, there must be agreement on how it intends to proceed.

The Government wants to ensure that official languages remain a day-to-day priority in the design and implementation of public policy and government programs. Accordingly, it has examined its decision-making process regarding official languages. This internal reflection, which has been conducted in consultation with communities and the Commissioner of Official Languages, has led the Government to adopt the accountability framework which is reproduced in Annex A. This framework is the cornerstone of our Action Plan.

## 2.1 Issues

Three main issues have led to the design of this accountability and coordination framework.

### 1. Federal institutions need to be more aware of the spirit and purpose of the *Official Languages Act*.

Implementation of the Act leaves much to be desired, as the Government is the first to acknowledge. It has heard criticism from the Commissioner of Official Languages, minority communities, the Standing Joint Committee on Official Languages, and others.

The Government is aware of the opinions of the Commissioner of Official Languages, who emphasized in her 2001-2002 Annual Report that priorities should include strengthening the system for implementing the Act, "for example by mobilizing political and administrative leadership and transforming the organizational culture of the federal public service."<sup>17</sup> It is important that

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17. Office of the Commissioner of Official Languages, Annual Report 2001-2002, *The Texture of Canada*, Canada, 2002, p. 20.

each federal institution understand its role with regard to linguistic duality and the development of official language communities.

## **2. Official language communities need to be consulted by federal institutions with substantial responsibilities for their development.**

Minority official language communities have asked to be consulted systematically by federal institutions that are developing policies or priorities on linguistic duality, to be informed of actions being considered in order to achieve those priorities, and to be kept abreast of actions actually undertaken and the results achieved (or not) over a given period.

## **3. The Government needs a formal interdepartmental coordination mechanism on official languages.**

In addition to their respective work on community development, federal institutions must act together and develop the means to support one another.

It is imperative that the Government develop internal mechanisms to ensure consistency of its official languages policies and programs. It is also important that these support mechanisms allow for ongoing information-sharing among federal institutions, and lead them to work together for the benefit of linguistic duality.

Accordingly, the three objectives of the accountability framework are to raise awareness of the *Official Languages Act*

The Fédération des communautés francophones et acadienne (FCFA) speaks of reorienting the federal approach so that it is no longer based on scattered projects, but rather on concerted action that would encourage government departments and agencies to incorporate community development considerations into their departmental policy and program development processes. Fédération des communautés francophones et acadienne du Canada, *Des communautés en action: politique de développement global à l'égard des communautés francophones et acadiennes en milieu minoritaire*, unpublished, May 2002, p. 5.

The Quebec Community Groups Network (QCGN) hopes the Government's Action Plan will "ensure that there is a consultation mechanism to discuss with and seek advice from communities before the elaboration of policy and a declaration of a ministerial priority." The QCGN also states that "The Action plan must have accountability mechanisms." Quebec Community Groups Network. *Suggesting Change, The situation of the English-speaking Minority of Quebec and proposals for change*, Report to Minister Stéphane Dion, President of the Queen's Privy Council and Minister for Intergovernmental Affairs, June 2002, p. 2.

in all federal institutions, strengthen consultation mechanisms with communities, and establish overall coordination of the government process on official languages.

## 2.2 Our plan

The accountability and coordination framework accomplishes two things. First, it sets out the existing responsibilities of federal institutions. Second, it adds new responsibilities.

### 2.2.1 A reminder of existing responsibilities

The accountability and coordination framework reproduced in Annex A contains 45 articles. The first 30 set out the main statutory responsibilities of federal institutions, especially those of the Treasury Board and Canadian Heritage. Henceforth, we will have a public document that clearly and formally establishes the main responsibilities for official languages incumbent on each department and agency.

The division of responsibilities among federal departments flows from the very architecture of the *Official Languages Act* (OLA), first passed in 1969 and revised in 1988, following the new constitutional framework of 1982. That is why the first 30 articles address the different chapters of the Act in turn.

Articles 3 to 10 of the framework specify the accountability stemming from Parts I to V of the Act. Those parts set out the obligations of all federal institutions with respect to proceedings of Parliament, legislative instruments, administration of justice, communications with and services to the public, as well as language of work. These articles reiterate that the primary

responsibilities under the *Official Languages Act* are incumbent upon all federal institutions. They are required to serve the public in both languages (Part IV) and to respect their employees' right to work in either language (Part V).

Articles 11 to 15 address Part VI, which sets out the commitment of federal institutions to ensure the equitable representation of English- and French-speaking Canadians within their workforce. Articles 16 to 29 address the important Part VII, which politically commits the Government of Canada to enhancing the vitality of official language minority communities and fostering the full recognition and use of both English and French in society. The framework points out that this commitment by the Government to promote both languages and foster community development is indeed binding on all federal institutions.

The framework confirms the responsibilities of the two key institutions, Treasury Board and Canadian Heritage, in relation to the different parts of the Act.

As the accountability framework indicates, Treasury Board has a general coordination mandate with respect to Parts IV, V and VI. It establishes policies and regulatory measures, disseminates relevant directives, monitors institutions for which it has responsibility, evaluates policies and programs, and provides information to Parliament and the public on the results obtained.

The accountability framework also describes the responsibilities of Canadian Heritage, notably in paragraphs 24 to 26. The Minister of Canadian Heritage has a mandate to coordinate implementation, by all federal institutions, of the commitment to advance English and French. The Minister reports thereon annually to Parliament. The Minister has the power to undertake measures to help promote our official languages. For example, these measures may help fund activities of community organizations or facilitate the contribution of departments and agencies to the vitality of communities. The Minister concludes agreements with the provinces and territories on education and in other areas to enhance delivery of services to communities in their own official language.

### *2.2.2 The addition of new responsibilities*

By pointing out the main responsibilities of departments and agencies, the accountability framework will be a major tool to raise awareness among all federal bodies regarding official languages. But the accountability framework does more than that. While highlighting existing responsibilities, it adds **five** key elements that will help us achieve our awareness, consultation and coordination objectives.

**First**, the framework assigns all federal institutions a new responsibility of better incorporating the official language dimension in their planning. This new responsibility is clearly indicated in article 7: “Henceforth, all federal

institutions are required to analyse the impact of proposals contained in memoranda to Cabinet on the language rights of Canadians and federal public servants.” This will help ensure that official languages are taken into consideration for all projects which would modify the Government’s policies.

**Second**, article 17 of the accountability framework describes as follows the process that each institution must follow in its strategic planning and in the general execution of its mandate. It must:

- make employees aware of the needs of minority communities and the Government’s commitments;
- determine whether its policies and programs have an impact on the promotion of linguistic duality and community development, from the initial stages of policy development through to the implementation process;
- consult the affected publics, in particular representatives of minority official language communities, in developing and implementing policies and programs;
- be able to describe its approach and show how it has considered the needs of minority communities;
- where an impact has been identified, plan the activities accordingly in the coming year and in the longer term, present the deliverables (taking into account anticipated funding) and provide for results assessment mechanisms.

It is apparent that the community awareness and consultation stage is central to this process.

**Third**, and this is one of the key elements of the framework, it adds horizontal coordination, as described in articles 31 to 44.

This coordination will be centred on the Minister responsible for official languages, whose renewed mandate was announced by the Prime Minister of Canada on March 12, 2003.

As indicated in the accountability framework, in addition to listening to communities and coordinating files where the question of official languages is raised, the Minister will facilitate implementation of the Government's Action Plan. He will be supported by the ministers of Canadian Heritage and Justice, the President of the Treasury Board, and other ministers spearheading Action Plan initiatives in their sectors of activity.

The Minister responsible will support the ministers with statutory or sectoral responsibilities for official languages. He will work with them to ensure that:

- communities and other stakeholders are consulted at least once a year;
- stakeholders' priorities are communicated to the government;
- official languages issues are brought to the attention of the government;

- the Government's viewpoint is clearly articulated on topical questions with official languages repercussions.

To properly support the Minister responsible for official languages and the other ministers, the role of the Committee of Deputy Ministers on Official Languages is being strengthened. Among other things, it is tasked with promoting greater collective accountability for all provisions of the Act. It highlights the links between the different parts of the Act and the Action Plan, and supports the affected ministers in implementing the Plan and in communicating the results to Canadians.

The Minister responsible and the Committee of Deputy Ministers on Official Languages are supported by the Intergovernmental Affairs Secretariat, Privy Council Office. The Secretariat will analyze memoranda to Cabinet and draft policies with respect to their impact on official languages and community development.

**Fourth**, the accountability framework, in article 44, assigns an expanded role to the Justice Department, which must henceforth examine initiatives, programs and policy directions with a potential influence on official languages, in order to determine the legal implications. This new responsibility is added to those the Justice Department already assumes. It will therefore continue to guide the Government in interpreting language rights, articulating the Government's position in litigation, and exercising

specific responsibilities for legislative drafting and access to justice in both official languages.

**Fifth**, the evaluation of the official languages policy will itself be coordinated. Each department will retain its own responsibilities for evaluation, but there will be an overall evaluation of the measures undertaken in the Action Plan. Article 37 therefore specifies that the Minister responsible “coordinates implementation of the Action Plan, notably the sharing of research tools and evaluation measures.” Article 36 provides for “the presentation of interim and final reports on the implementation of the Action Plan” to the government.

This then is the accountability and coordination framework through which the Government intends to achieve its objectives of official languages awareness, community consultation and policy coordination. But above all, the purpose of the accountability framework is to have all departments work together. It is through collective efforts that the official languages policy has been given renewed momentum in the past two years. And it is through our work together that the Action Plan will yield the maximum positive results for Canadians.

# 3. EDUCATION

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In the area of education, the official languages policy includes two components: minority-language education and second-language education. The Action Plan will strengthen the Government of Canada's ability to act in these two crucial areas.

Our plan was developed on the basis of an analysis of the current situation. Education is the cornerstone of the official languages policy. So our starting point is a solid one. Let's take a look at where we are.

## 3.1 Where we are now

We will begin by taking a look at minority-language education, both for Anglophones and Francophones, and then focus on where we are in terms of second-language instruction. We will then examine the Government of Canada's existing programs in these areas.

### *3.1.1 Minority French-language education: huge strides, huge challenges*

If there is one area in the promotion of official languages where the results have been impressive, it is the area of French-

language educational institutions in minority Francophone communities.

There were no French schools in half the provinces in 1982 when section 23 of the *Canadian Charter of Rights and Freedoms* came into force giving parents in minority-language groups the right to manage their own educational institutions. In 1990, French-speaking minorities were running some French schools in Ontario and all French schools in New Brunswick. Today, minority-language groups manage schools in all provinces and territories.

Today, there are 150,000 Francophone students in 674 French schools, and a network of 19 Francophone colleges and universities outside Quebec. Recent years have also seen the emergence of a virtual network offering post-secondary distance learning in French to overcome the problems of small numbers of Francophone students and scattered clientele.

Enrolment in Francophone schools in minority communities has risen from 56% of students eligible under the Charter in 1986, to 68% at the time of the 2001 Census.<sup>18</sup>

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18. Data from the Census of Canada, 2001. In 1986, there were 152,225 children in francophone minority schools and 271,914 children eligible to these schools under section 23(1). The student/eligible population ratio was 56%. In 2001, there were 149,042 children in francophone minority schools and 219,860 children eligible to these schools, for a ratio of 68%. This percentage indicates the extent to which the francophone minority school system succeeds in attracting its target population.

Here are some examples of successful initiatives:

- New Brunswick: established a virtual community college network in the Acadian Peninsula and developed programs at the University of Moncton;
- Nova Scotia: enhanced programming at Collège de l'Acadie and Université Sainte-Anne;
- Ontario: increased emphasis on French by Francophone school boards and completed a network of Francophone community colleges;
- The three territories and Saskatchewan: created measures to support recovery of French-language skills;
- British Columbia and Manitoba: introduced full-time French kindergarten; and
- Alberta: increased services and programs offered by the Faculté Saint-Jean.

Progress in this area has been quite impressive and is due in large part to the entrenchment of the right to manage and control educational institutions. In cases like *Mahe*<sup>19</sup> and *Arsenault-Cameron*<sup>20</sup>, the courts have ensured that the “numbers warrant” provisions affecting these management rights have not been overly demanding.

19. *Mahe v. Alberta*, [1990] 1 S.C.R. 342.

20. *Arsenault-Cameron et al. v. Prince Edward Island*, [2000] 1 S.C.R. 3.

Despite these successes, minority French-language education is facing major challenges. The problems highlighted by Francophone minorities during consultations fall into two broad categories: recruitment and retention of eligible school populations, and the quality of instruction in French in the face of increasing needs.

Funding and student recruitment, however, continue to pose challenges and to threaten the survival of small schools. When a French school is not nearby, there is often a tendency to enroll in an English or immersion school. Without sufficient students and funding, primary schools serving a small Francophone community or neighbourhood will have difficulty continuing to contribute to the life of the community. In some regions, there are few well-established secondary schools, and limited access to post-secondary education in French discourages students from completing their secondary school education in that language.

Parents are concerned about the quality of instruction and how their children are being equipped for the future. They want programs, courses and options that match those available to the majority. The results achieved by Francophone students in standardized tests seem to justify those concerns. Such tests invariably show deficiencies in reading and writing when

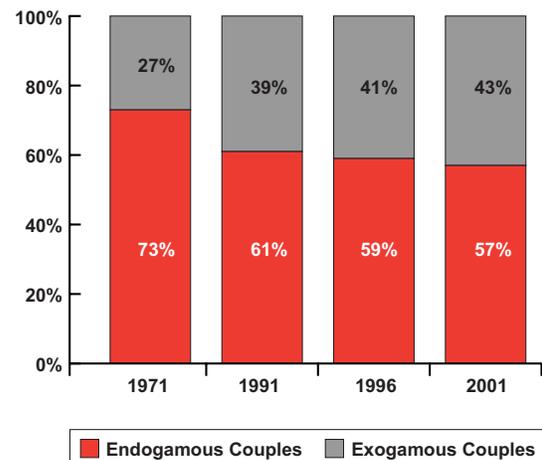
compared with Canadian averages. In science, the Anglophone sector has a significant lead in Nova Scotia, New Brunswick, Ontario and Manitoba.<sup>21</sup> It is not known to what extent variations in teaching methods and environmental factors — in particular, the dominance of English in the home — contributes to this situation.

It will not be easy to recruit more students and at the same time improve the quality of education. Reconciling these two objectives presents a special challenge. Students now registered in French schools are either children whose parents are both Francophones or children of exogamous families who already have a good knowledge of French. Since a third of those eligible to be educated in French say they cannot speak French well enough to sustain a conversation<sup>22</sup>, convincing them of the advantages of French schools will inevitably demand extra effort. Moreover, new resources will be needed to offer special assistance to all students to address the wide variance of abilities in French, as some of them have very little French to begin with.

Another factor to consider is that an increasing number of young Francophones are marrying Anglophones and starting families with them. Such couples are called exogamous couples.

“The more French language schools increase the intensity of their recruitment, the more the need to provide French training increases, since young people who are entitled to be educated in French are often nowhere near mastering their mother tongue”, writes Yves Lusignan on August 7, 2002, in *Le Reflet*, a monthly publication put out by the Association de la presse francophone.

**Graph 1 — Percentage of endogamous and exogamous couples, Francophones outside Quebec, 1971-2001**



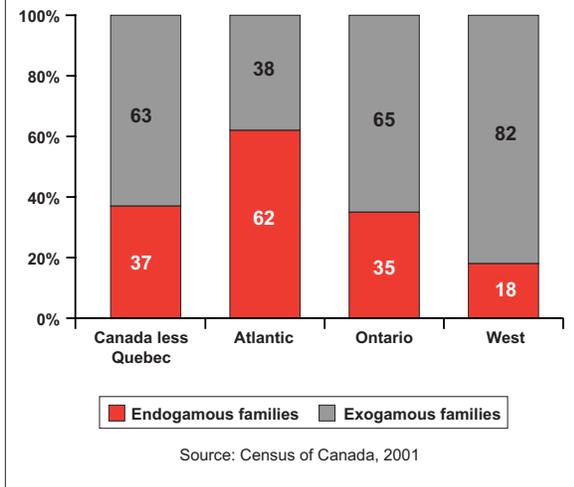
Source: Census of Canada, 1971 to 2001

Exogamy is especially prevalent among young couples, who are precisely the most likely to have school-age children. In fact, more than two thirds of children are now part of families where only one parent has French as the mother tongue.

21. *Measuring up, the performance of Canada's youth in reading, mathematics and science*, Organization for Economic Co-operation and Development, PISA study — First results for Canadians aged 15, p. 25.

22. Angéline Martel, *Rights, schools and communities in minority contexts, 1986-2002*, Study conducted for the Office of the Commissioner of Official Languages, 2002.

**Graph 2 — Percentage of children less than 18 years old in Francophone families, by family type and by region, 2001**



No solution can be found to the problem of improving the quality of education, and hence academic performance, when the lack of available teachers threatens to become more acute. For example, the proportion of teachers who will be retiring within 10 years in Ontario is estimated at nearly 50% by Ontario's College of Teachers<sup>23</sup> and nearly two thirds by 2011 in Newfoundland, according to a study done by Memorial University.<sup>24</sup>

Finally, more assistance is required by parents even at the preschool level, because from the moment a child is born,

parents are thinking about the choice of the language of instruction. Moreover, as indicated by the Commission nationale des parents francophones in its national early childhood development support plan, "it is important to interest parents very early in the Francophone system, since the birth of a child, particularly the first, marks a moment of long-term determining choices with regard to family life. For those in minority communities, it represents the window of opportunity for providing active support and services in French."<sup>25</sup>

### *3.1.2 Minority English-language education: the challenge of diversity*

Quebec's public school system has 360 English-language primary and secondary institutions, and eight English-language CEGEPs and universities. Together they have an enrolment of 102,000 students. In addition, there are 13,650 students enrolled in private primary and secondary institutions. These young Quebec Anglophones and their parents and teachers are facing challenges that differ from those of Francophones in other parts of Canada.

23. "Teacher Supply Report", published in the quarterly magazine of the Ontario College of Teachers entitled *Professionally Speaking*, December 1998.

24. Dr. Robert Crocker, Faculty of Education, Memorial University of Newfoundland, "Teacher Supply/Demand in Newfoundland and Labrador: 1998-2010", November 1998.

25. La Commission nationale des parents francophones, "Plan national d'appui à la petite enfance", unpublished, January 2002.

Almost all of the eligible population of English students (94%) are enrolled in English-language schools in Quebec, compared with 68% of eligible students enrolled in French schools outside Quebec.

It is clear that English-language instruction is attracting Quebec's non-Anglophone population. Up to 74% of eligible<sup>26</sup> young Francophones opted to attend English-language schools in 2000-2001, as did 94% of Allophones in the same category.

Regarding the quality of education, those in English-language schools performed as well as those in the French-language system in reading, math and sciences. No significant gaps were found between Quebec's two school systems in any of the areas studied.<sup>27</sup>

But this does not mean that Anglophones do not face their own challenges.

Three issues in particular have been identified in our consultations with the communities, found in the brief presented by the Quebec Community Groups Network and in the available

data.<sup>28</sup> The first challenge is adapting to a group that is becoming increasingly heterogeneous.

For example, in a recent study of the school population, the Missisquoi Institute found that the number of Francophones in English schools almost doubled within a 10-year period, from 10,362 in 1991 to 19,235 in 2002.<sup>29</sup> But this phenomenon occurs mainly outside Montreal, where Francophones make up 25% of students in English public schools, compared with 6.2% in Montreal.

The same diversity of situations can be observed with regard to the number of Allophones. In Montreal, the mother tongue of 28% of students in English schools is neither English nor French. Outside Montreal, this percentage is only 11.7%.

The second challenge stems from problems associated with the small schools (under 200 students<sup>30</sup>) being scattered throughout certain regions of Quebec. This situation requires the development of English-language distance education for students who would otherwise not have access to specialized courses.

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26. *Under the Canadian Charter of Rights and Freedoms*, Canadian citizens have the right to have their children educated in English: if they received their own primary instruction in Canada in English, or if they have a child who has received or is receiving his or her education in English in Canada.

27. OECD, *Measuring up*, PISA study. (Note 21).

28. Jack Jedwab, *The Chambers Report, Ten Years After: The State of English Language Education in Quebec 1992-2002*, Missisquoi Institute, January 2002.

29. Missisquoi Institute – CROP, Survey 2000.

30. English School Boards Association, unpublished survey, 2002.

“We need to find the kind of opportunity that will make our students happy and welcome in Quebec, at least partly living in French. I guess that our challenge for the next 15, 20 or 25 years will be to make our students truly bilingual, which means far more than simply speaking the language.”

Alan Lombard, Executive Director, Provincial Association of Protestant Teachers of Quebec at the Symposium on the Canadian Experience in the Teaching of Official Languages, 1996

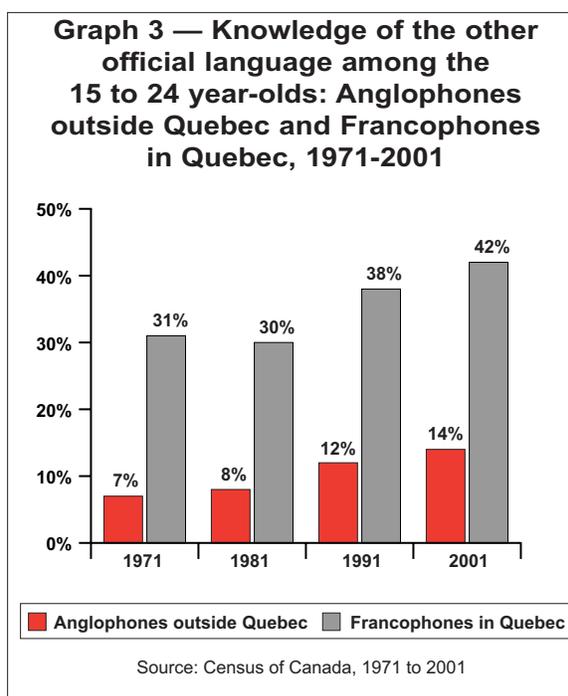
The third challenge is learning French as a second language. The Missisquoi Institute notes that only 36% of Anglophone respondents felt that the education they had received in French had equipped them to succeed in Quebec society.

### 3.1.3 Second-language learning: slowdown following real progress

Half of students enrolled in primary and secondary schools — 2.6 million young Canadians — are learning English or French as a second language. Of this number, 324,000 are in French immersion. This is the current situation. Let us look more closely at this trend.

In 30 years, the percentage of bilingual Canadians has gone from 12% to 18%. These figures, modest as they are, conceal

some more encouraging progress among young people. In actual fact, the rate of bilingualism has increased both among Anglophones aged 15 to 24 outside Quebec and among Francophones in the same age bracket living in Quebec.<sup>31</sup>



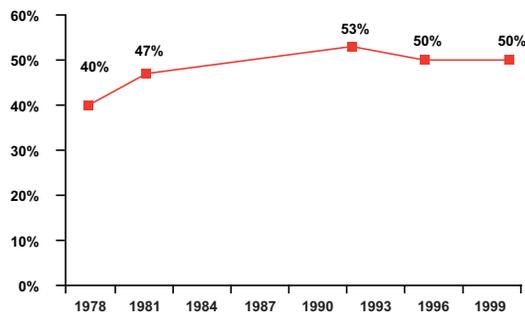
In core programs in either language or in French immersion, however, enrolment has not risen over the last 10 years. After rising at the end of the 1970s and 1980s, enrolment in second-language programs is no longer increasing.

A recent report by Canadian Parents for French<sup>32</sup> notes that the quality of French second language instruction is threatened by inadequate teaching materials, a lack of qualified teachers, and the high drop-

31. Census of Canada, 1971-2001.

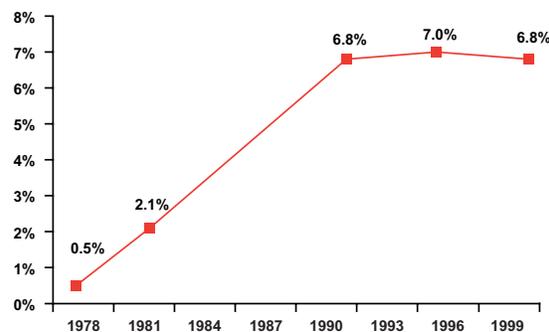
32. Canadian Parents for French, *The State of French Second Language Education in Canada*, 2001.

**Graph 4 — Enrolment in English and French second language programs as a proportion of total enrolment, 1978-2000**



Source: Statistics Canada, 1978-2000

**Graph 5 — Enrolment in French immersion as a proportion of total English language enrolment, 1978-2000**



Source: Statistics Canada, 1978 to 2000

out rate among students in the secondary program, often due to the impression that they will not be able to obtain post-secondary education in French.

The Government is concerned about the possible impact of this slowdown on the ability of young Canadians to master a second language. However, according to

the annual Environics poll conducted in the fall of 2001<sup>33</sup> for the Centre for Research and Information on Canada, 86% of all Canadians (and 82% of Anglophones) think it is important for their children to learn a second language. Moreover, 75% believe this second language should be French. By comparison, 90% of Francophones who want their children to be bilingual favour English as their second language. It seems inconceivable to the Government that we should be unable to respond to this demand, which is apparent in every part of Canada.

Increased bilingualism among our young people is an even more important issue, given that interest in foreign languages is on the rise in other parts of the world, particularly in the United States<sup>34</sup> and Europe. Currently, Canada has fewer bilingual people than does Britain, which ranks lowest among the European<sup>35</sup> countries for second-language skills.

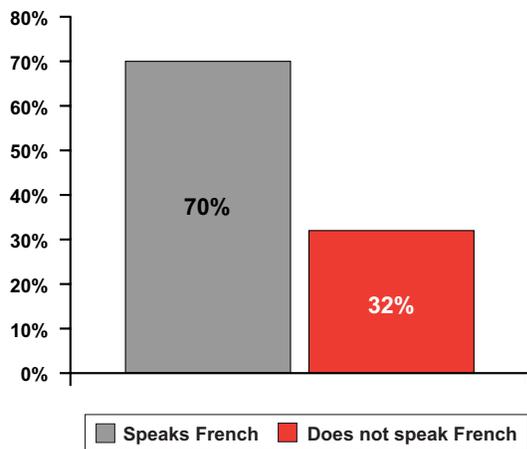
Finally, it is important to stress the positive link between learning the other official language by the majority and the vitality of minority language communities. This link is clearly visible in the case of exogamous couples. When, for example, a Francophone in a minority language situation marries an Anglophone, the likelihood that the children will learn French is only 32% if

33. Centre for Research and Information on Canada, *Portraits of Canada 2001*, January 2002.

34. Gallup Poll, April 2001.

35. Commission of the European communities, Eurobarometer (note 5).

**Graph 6 — Transmission of French by knowledge of French of the non-Francophone parent, Canada less Quebec, 2001**



Source: Census of Canada, 2001

this spouse is unilingual, but jumps to 70% if the spouse speaks French fluently.

The learning of a second official language by the majority is increasingly an asset for the future of minority communities. This is a critical issue, which we will come back to in Chapter 4 on community development.

### *3.1.4 Existing programs: federal-provincial-territorial agreements are our lever*

In addition to court decisions, there is no doubt that action by the Government of Canada has played an important role in minority-language education and second-language instruction.

Because education is a provincial responsibility, the Government of Canada's official languages policy in this area mainly takes the form of a partnership with the provinces and territories. Since 1971, the Official Languages in Education Program has been a key instrument in this partnership. It governs minority-language education and second-language instruction.

Within this program, federal transfers are effected through a five-year memorandum of understanding with the Council of Ministers of Education, Canada on general objectives, and bilateral agreements with each province and territory. This procedure is designed to respect areas of responsibility and to take into account the various situations in each region of the country. Each provincial or territorial government developed a multi-year action plan that includes minority-language education activities, second-language instruction, and awareness of the culture of the other official-language community. The agreements expire in 2003 and will be renegotiated.

In addition, in 1993, the Government undertook special education measures to provide ad hoc support through bilateral agreements, but outside the memorandum of understanding. These measures strengthened management of French schools and led to the creation or consolidation of post-secondary institutions in various provinces. They gave rise to

Ontario's network of community colleges and consolidated institutions in Alberta, New Brunswick and Nova Scotia. In 1999, the Investment in Education Measures succeeded this initiative, with agreements that expire in 2004.

Two programs by the Department of Canadian Heritage promote federal-provincial-territorial co-operation to help youth throughout the country improve their proficiency in the other official language. They give participants an opportunity to travel in Canada and to forge ties with citizens of the other official language while improving their language skills or helping others to do so. The Summer Language Bursary Program enables young people with at least grade 11 to learn their second language or enables minority Francophones to improve their own language. The Official Language Monitor Program gives young people the opportunity to work full time or part time with one teacher in the classroom. These initiatives both come out of the Official Languages in Education Program and are governed by the same memorandum of understanding with the Council of Ministers of Education, Canada.

Over the last several years, programs funded by the federal government to foster interest in bilingualism on the part of young people have been weakened by insufficient resources. The Summer Language Bursary Program, for example, has seen 200,000 young people take part in exchanges since 1973. It currently gives 7,500 young Canadians the chance

to improve their second language at a post-secondary institution, but receives twice as many applications as it can accommodate. Created in the same year, the Official Languages Monitor Program has benefited 30,000 young people at the post-secondary level. For reasons that have nothing to do with its quality, the program is no longer recruiting enough candidates to meet the demand from educational institutions. Provincial and territorial managers of the program attribute this decrease to the low pay received by monitors (\$12,500 for nine months of full-time work and \$4,000 for part-time work), at a time when the job market can offer more.

It is crucial to act now to help communities overcome challenges in education, revitalize second-language instruction in Canada, and ensure that Canada remains a leader in the field.

## 3.2 Our plan

The Government of Canada is reinvesting in minority-language education and second-language instruction. It is devoting the necessary funds to that end. It is adding to the existing \$929 million over five years an additional amount of \$381.5 million.

In addition to increased funding, more stringent objectives are required to meet the challenges we are facing. That is why this additional funding will be split into two new funds, one for Francophone or Anglophone minority-language education

(\$209 million), and one for second-language instruction (\$137 million). With its partners, and fully respecting their constitutional jurisdiction, Canadian Heritage will seek to fund projects with clear objectives designed to achieve the results outlined below for Canadians.

In addition to these two funds, the Minister of Canadian Heritage will renew the Framework Agreement and federal-provincial-territorial agreements under the Official Languages in Education Program at current funding levels. These agreements will be accompanied by action plans that will specify the objectives and agreed upon results. The Minister will also increase the budgets for the associated Official Language Monitors Program and Summer Language Bursary Program (\$35.5 million in all by 2007-2008).

### ***3.2.1 Minority-language education: Francophone communities***

#### **INCREASE THE NUMBER OF ELIGIBLE STUDENTS ENROLLED IN FRANCOPHONE MINORITY EDUCATIONAL INSTITUTIONS OUTSIDE QUEBEC**

The proportion of eligible students enrolled in French schools rose from 56% in 1986 to 68% in 2001.<sup>36</sup> The objective in our Action Plan is to bring this percentage up

to 80% within 10 years. To achieve this goal, the Government intends to:

#### **1. Improve student recruitment and retention**

With the help of the new support fund for minority language education, the Government will seek to provide educational institutions with quality programs that are comparable to those available to the majority. Francization measures and special support for students at risk will receive the closest attention. Retention will also be a priority: young people must be encouraged to stay in the French school system, particularly as they move on to the secondary level.

Francization begins in early childhood, and the Government will be encouraging provinces and territories to suggest measures for providing access to day cares and kindergartens in community schools. In addition, it will seek to create school community centres as the focal point for community activities in French.

#### **2. Increase the number of qualified teachers**

The Government will assist provinces and territories in teacher recruitment, training and development. Specific objectives will be established with each province and territory.

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36. Census of Canada, 2001.

## IMPROVE ACCESS TO POST-SECONDARY EDUCATION

The new investments will also seek to facilitate the transition to the Francophone post-secondary level. To improve access to education, the Government will expand the range of French-language programs in Francophone or bilingual colleges and universities. In some regions, for example, it might encourage linkages through agreements with Francophone institutions in other regions, but physically located in Anglophone colleges and universities. Canadian Heritage is examining serious proposals to this end.

Finally, the Government will consider distance learning projects submitted by provinces and territories.

### *3.2.2 Minority-language education: Anglophone communities*

#### SUPPORT FRENCH-LANGUAGE INSTRUCTION FOR ANGLOPHONES AND EXPAND OPTIONS AVAILABLE TO STUDENTS OUTSIDE MONTREAL

Through its longstanding partnership with the Government of Quebec, the Government of Canada will offer support for enhanced French-language instruction in Anglophone minority schools.

Being conscious of the concerns of Anglophone parents, particularly as expressed by the Quebec Community Groups Network (QCGN), the

Government will pay special attention to distance learning program proposals that extend the range of options for students in small secondary schools in outlying areas and increase the educational opportunities for post-secondary students outside Montreal. To revitalize Anglophone schools in smaller centres, some priority requirements like the establishment of community education centres could also be the subject of bilateral discussions. Experience in minority Francophone environments has demonstrated that using school buildings and providing additional areas for community use provides the vital space in which the community can build its identity and shape its contribution to society as a whole.

### *3.2.3 Second-language instruction*

#### DOUBLE THE PROPORTION OF SECONDARY SCHOOL GRADUATES WITH A FUNCTIONAL KNOWLEDGE OF THEIR SECOND OFFICIAL LANGUAGE

Today, the proportion of bilingual Francophones and Anglophones in the 15 to 19 age group is around 24%. The objective of the Action Plan is to raise this proportion to 50% by 2013. The federal government will provide assistance to the provinces and territories to achieve this objective, which is quite realistic.

Experience shows it is possible to increase bilingualism among young people. Half of Anglophone Quebecers between

15 and 24 had mastered French in 1971, while eight out of 10 had done so in 2001. The proportion of Francophone Quebecers the same age with a command of English rose from 30% to 38% between 1981 and 1991. In 15 years, between 1981 and 1996, the proportion of Anglophones outside Quebec able to express themselves effectively in French rose from 8% to 15%.

Today, we have learned from these experiences: teaching methods have been enhanced, we now know how to teach languages more effectively. In addition, this is the first time such an objective has been proposed to Canadians, which is in itself a motivation to succeed. Yes, it is possible to ensure that in 10 years one young Canadian out of two will master both official languages.

Funds for second-language instruction will make it possible to agree with the provinces on targeted action to:

### **1. Improve core English and French**

Improving second-language instruction means in part renewing teaching approaches and tools used in regular English and French classes. The Government will encourage the examination of innovative methods, such as teaching physical education and art courses in the second language; the compact or block scheduling already tested in Ontario; and the intensive English instruction tried in a number of schools in Quebec, based on the condensed French courses provided to young immigrants.

### **2. Revitalize immersion**

A number of strong measures provided for in the Action Plan will help to revitalize this form of instruction. With more teachers, better quality instruction, more accessible and better-quality teaching materials, more summer jobs, more exchange programs, a great opportunity for students to consider post-secondary education in their second language, it will thus be possible to much more effectively respond to the desires of parents and students for access to high-quality immersion. Funding will be injected into promoting this type of instruction, and inform young people and parents of its advantages, and indeed of its existence.

The Government of Canada will work closely with the provinces and territories to achieve this goal. They are the governments with the constitutional jurisdiction. They have let us know they are willing and ready to strengthen our partnership in support of immersion. The Government of Canada will help them open additional classrooms and modernize their teaching methods.

### **3. Increase the number of qualified teachers**

In order to increase the number of second-language teachers, the Government will support initiatives that the provinces and territories could present to recruit future specialists, train them, and provide them with professional development opportunities.

#### 4. Provide bilingual graduates the opportunity to put their skills to good use

Through summer jobs and exchange programs, young Canadians will get the chance to experience the practical benefits of their knowledge of both official languages.

### *3.2.4 Beyond the classroom*

#### IMPROVE BURSARY AND MONITOR PROGRAMS

Young people for whom the programs were intended still like the Official Language Monitor and Summer Bursary Programs; they have remained in favour with the provincial and territorial managers who administer them. However, they need a little push to maintain their momentum.

“[These] programs help ... foster new ties among many Canadians, who learn to understand and appreciate the value of linguistic duality to Canadian society by learning their second official language.”

Canadian Heritage, Official Languages Annual Report 2001-2002, Message from the Honourable Sheila Copps, p. i

The Government has therefore decided to open the monitor program to a greater number of young people, with a 10% to 15% increase in the number of participants in relation to their current number (from 889 in 2000-2001 to over 1,000). In addition, the annual salary for monitors

will be raised by 10%. In total, the Government will be investing up to \$10.8 million annually in the program, compared with \$6.8 million previously, a gradual increase that will reach 59% in the plan's fifth year.

Investment in the Summer Language Bursary Program will total \$19.4 million in 2007-2008, an increase of 70% in comparison with the current budget of \$11.4 million. These funds will bring the amount of individual bursaries up by 10% (\$1,635 in 2001-2002). By 2007-2008, nearly 10,000 participants will be accepted into the program, an increase of almost 2,000.

#### HELP PROMOTE RESEARCH

The situation of minority official language communities, like the questions posed in connection with second-language instruction, have long sparked the interest of Canadian university researchers. Indeed, these researchers are recognized as global leaders in the field of second-language instruction. The Social Sciences and Humanities Research Council (SSHRC) contributes some \$1.7 million a year for these areas. Such an investment helps expand knowledge about the challenges facing minority official language communities and provides avenues for public policymaking. Despite these efforts, much remains to be done to identify problems and consequences.

The new strategic research thrust recently adopted by the Council — Citizenship, Culture and Identity — provides a promising framework for funding new studies on these questions. While continuing the support provided through its regular programs, SSHRC will explore the possibility of partnerships in the new field of strategic research, and in so doing, will help renew relevant research.

\* \* \*

Nothing is possible in the field of education without the provinces and territories. The two new funds will provide them the opportunity to propose initiatives they feel are best suited to their specific contexts. In addition, the Action Plan will support programs that have

proven themselves and require resources to continue. If we meet our objectives, for example, if eight out of 10 eligible Francophones receive an education in their own language, and if half of our high school graduates master both our official languages, all of Canada will benefit. To achieve our goals, we will all need to work together as a team. This includes students, teachers, parents, educational institutions, school boards and governments.

# 4. COMMUNITY DEVELOPMENT

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Vibrant minority official language communities that are proud of their identity and their culture and able to attract new members constitute an asset for the country as a whole. They are willing to participate fully in their own development and, in so doing, in Canada's dynamism. When it comes to institutions, these communities are far better equipped than they used to be, particularly in the field of education. To build on these strengths, the minority communities need broader access to quality public services in their own language and equitable access to appropriate government programs that can assist them in their development.

## 4.1 Where we are now

Minority official language communities are home to nearly 2 million Canadians, who help advance both of our official languages in all regions.<sup>37</sup> If they were grouped together in a province, they would rank fifth in demographic importance, behind Ontario, Quebec,

British Columbia and Alberta; their population would exceed that of the seven smallest jurisdictions combined (New Brunswick, Newfoundland and Labrador, Prince Edward Island, the Northwest Territories, Yukon and Nunavut). But they are not combined: the realities they face differ from province to province, and even from region to region within the same province.

### 4.1.1 Francophones outside Quebec

In linguistic terms, Francophones living outside Quebec are in a minority situation in three ways: in their province or territory, in their country and on the continent. This is a reality they all share, beyond the very real differences in context. For example, the Francophones of New Brunswick are unique in comprising a third of their province's population, while those in other provinces account at most for 5% of the population.<sup>38</sup> Manitoba's Francophones are geographically concentrated, while Saskatchewan's are dispersed. The situation of Francophones in Eastern Ontario differs

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37. Linda Cardinal and Marie-Ève Hudon, *Governance of Canada's official language minorities: a preliminary study*, conducted for the Office of the Commissioner of Official Languages, 2001.

38. Census of Canada, 2001.

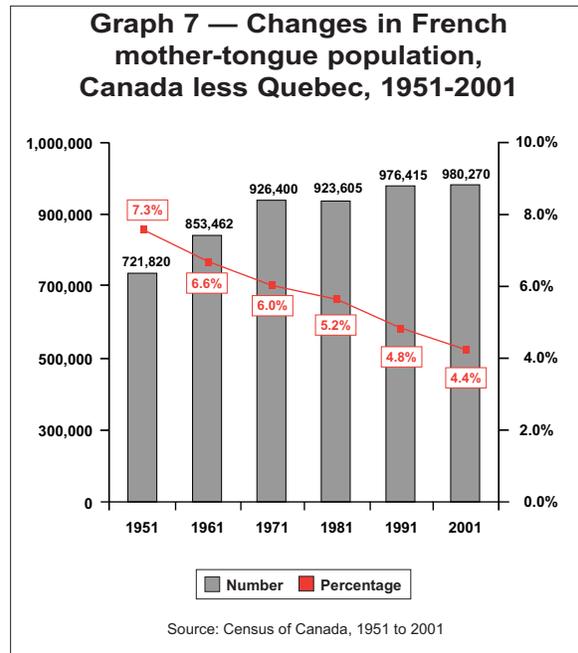
from that of Francophones living in Northern Ontario. But all of these communities constitute the minority on their continent, in their country and in their province.

**Table 1 — French mother-tongue population, Canada less Quebec, and percentage in each province or territory, 2001<sup>39</sup>**

	Total	%
Newfoundland	2,348	0.5
Prince Edward Island	5,890	4.4
Nova Scotia	35,378	3.9
New Brunswick	239,354	33.3
Ontario	509,264	4.5
Manitoba	45,927	4.2
Saskatchewan	18,628	1.9
Alberta	62,241	2.1
British Columbia	58,891	1.5
Yukon	933	3.3
Northwest Territories	1,000	2.7
Nunavut	408	1.5
Canada minus Quebec	980,264	4.4

Minority French-language communities are worried about forming an ever smaller percentage of the population of the regions which they inhabit. Their proportion of the population outside Quebec dropped from 7.3% in 1951 to 4.4% in 2001. This can be attributed to immigration by non-Francophones, a low birth rate among Francophones and the existence of language transfers, i.e. the shift to a different language in terms of everyday use.

Although the percentage of Francophones in the population outside Quebec is declining, their numbers in absolute terms are increasing.

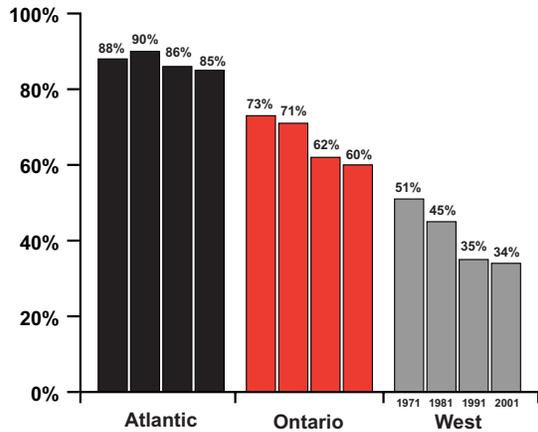


### FEWER FRANCOFONES SPEAK MAINLY FRENCH AT HOME THAN BEFORE AND THERE ARE MORE EXOGAMOUS COUPLES

Fewer Francophones than before speak mainly their mother tongue at home. In 1971, 73% did so; in 2001, 62%. The situation seems to be relatively stable in the Atlantic provinces but is changing in Ontario where, in 1971, 73% said they used mostly French at home, compared with 60% in 2001; in the West the proportion has dropped from 51% in 1971 to 34% in 2001.

39. Ibid.

**Graph 8 — Indicator of use of French in the home in relation to the size of the mother tongue population, by region, 1971-2001**



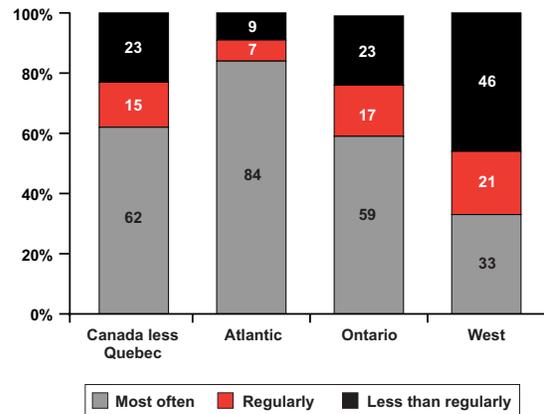
Source: Census of Canada, 1971 to 2001

It is important to understand the full significance of Graph 8. It reproduces an indicator that has too often been confused in the past with a rate of assimilation. It in fact concerns the language spoken “mainly” at home. This does not mean that French is therefore forgotten. For the first time, the 2001 Census looked at this question. It confirms that in many cases, French is “regularly” spoken at home even if it is not the language used most frequently.

The data reveal that nearly four out of five Francophones living outside Quebec use French regularly or most often at home.

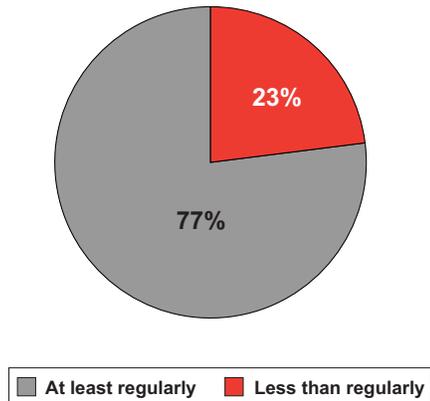
A key factor for the future of communities, no doubt the most significant, is the transmission of French to children (defined as less than 18 years old). This rate of transmission of the French language is 62% according to the 2001 Census.

**Graph 9 — Proportion of French mother-tongue population using French at home, by region, 2001**



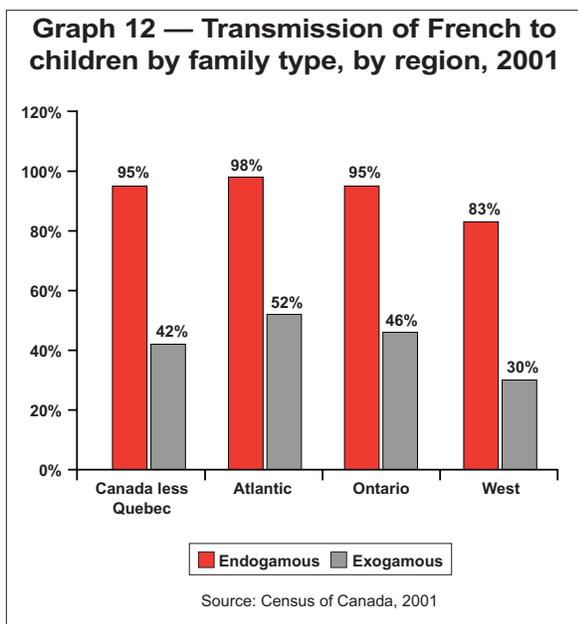
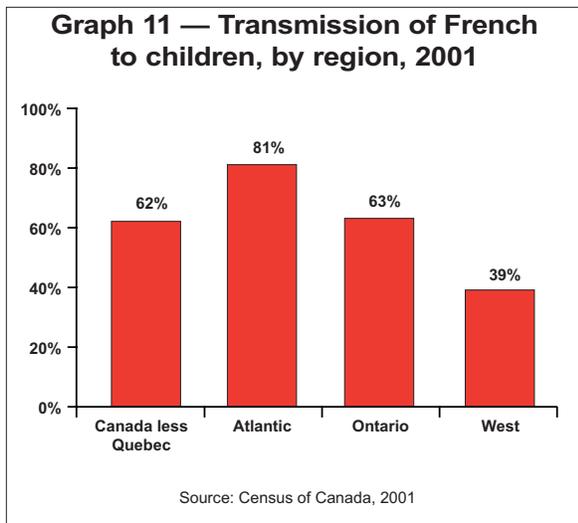
Source: Census of Canada, 2001

**Graph 10 — Proportion of mother-tongue Francophones who use French regularly or more at home, Canada less Quebec, 2001**



Source: Census of Canada, 2001

When both parents are Francophone, French is transmitted to the children in 95% of these families. When one of the two parents is not a Francophone, this number drops to 42%.



As already indicated in the previous chapter (graphs 1 and 2), exogamy is on the rise. Francophones living outside Quebec now face a situation where

almost two out of three children grow up in exogamous families.

A spouse's level of bilingualism is a decisive factor in transmitting knowledge of French to the children (70% if he or she is bilingual, 32% if not) (see graph 6 in previous chapter).

Let us take the example of an exogamous family living in Toronto. Since this is an English-speaking environment, this family is likely to speak mainly English at home. But this does not mean that the parents cannot transmit French to their children or help them realize that one of their identities connects them to the Francophone community. Inclusion of these exogamous couples is a crucial issue for the communities, as they are well aware. For example, inclusion of exogamous families is one of the central themes addressed by the Société franco-manitobaine in the report it submitted to us, entitled *Agrandir l'espace francophone*.<sup>40</sup>

Another reality is that Francophone communities have difficulty attracting immigrants. A study by Professor Jack Jedwab<sup>41</sup> confirms that relatively few immigrants know French on arriving in Canada: 5% speak French as their only official language and another 4% speak

40. Société franco-manitobaine, *De génération en génération: Agrandir l'espace francophone au Manitoba*, October 2001.

41. Jack Jedwab, McGill Institute for the Study of Canada, *Immigration and vitality of Canada's official language communities: policy, demography and identity*, study conducted for the Office of the Commissioner of Official Languages, 2002.

both official languages. Most French-speaking immigrants have settled in Quebec (70%). Those who have settled elsewhere in Canada have ended up in urban areas with a high concentration of Anglophones. While people born outside the country make up 20% of the Canadian population, they make up fewer than 5% of the Francophone population outside Quebec.

These are the challenges facing these communities. One way the Government of Canada can help them meet these challenges is to help strengthen development levers for community life. This is what the communities expect from the Action Plan.

Thus, the report by the Fédération des communautés francophones et acadienne du Canada (FCFA) requests assistance in developing such sectors as early childhood assistance, health care, justice, immigrant reception and the economy. We must not forget the arts and culture, where progress has been made but certain challenges remain.

Health care has emerged as a particular priority. According to a recent study carried out by Health Canada, language

barriers in access to health care are impacting negatively on the care dispensed. They influence treatment, quality of care and treatment results, and can have major repercussions on health care costs on account of their negative impact on the use of services and treatment success.<sup>42</sup>

According to a study<sup>43</sup> on a strategy to increase the availability outside Quebec of health care requiring post-secondary training (University of Ottawa, 1998), in 1996 there was a 34% shortage of French-speaking doctors to serve the communities. According to a 2001 SECOR survey of 300 Francophones living in minority communities, over half of the members of these communities are not receiving these services in their language.<sup>44</sup>

The Comité consultatif en santé pour les communautés francophones en situation minoritaire, in its report to the federal Minister of Health in September 2001, underscored these serious deficiencies and proposed practical solutions. In addition to emphasizing the need to adapt primary care, it highlighted the importance of networking in order to break the isolation of minority communities: maintaining solid, lasting links among patients, health

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42. Sarah Bowen, *Language Barriers in Access to Health Care*, study prepared for Health Canada, November 2001.

43. University of Ottawa, “Stratégie pour accroître en dehors du Québec la disponibilité des soins de santé requérant une formation postsecondaire”, 1998.

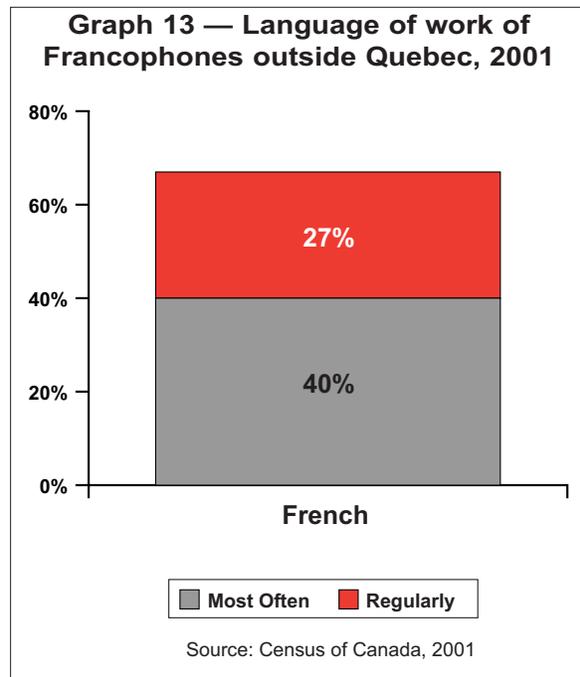
44. “Santé en français – Pour un meilleur accès à des services de santé en français”, study coordinated by the FCFA for the Comité consultatif des communautés francophones en situation minoritaire, June 2001.

care professionals and establishments, educational institutions and minority communities.

The committee also emphasized the need to improve access to health training programs so that professionals from minority communities can eventually be recruited and retained, and service delivery can be better adapted to the population.

Another priority is to help communities develop their economic vitality in their own language. The latest census confirmed that living in French is not confined to home or the classroom. It is also present in the workplace.

Outside Quebec, 67% of Francophone workers use French at work (40% most often, 27% regularly). This proportion was highest in New Brunswick (92%) and Ontario (69%). It was lowest in Saskatchewan, Alberta and British Columbia, where approximately 30% of Francophone workers used French.



Most businesses in minority Francophone rural communities are small or medium-sized (10 employees or fewer). A number of them have limited information technology capabilities and others are not connected to the Internet or do not use such applications as electronic commerce; a few do not even own computers and would require training. An Industry Canada survey on technology use conducted by the Fédération des femmes francophones confirms the existence of these difficulties.<sup>45</sup>

45. Michèle Olivier and Ann Denis, *Francophone Women in a Minority Situation in Canada and Information and Communications Technologies*, report prepared for the Fédération des femmes canadiennes-françaises and Industry Canada, March 2002.

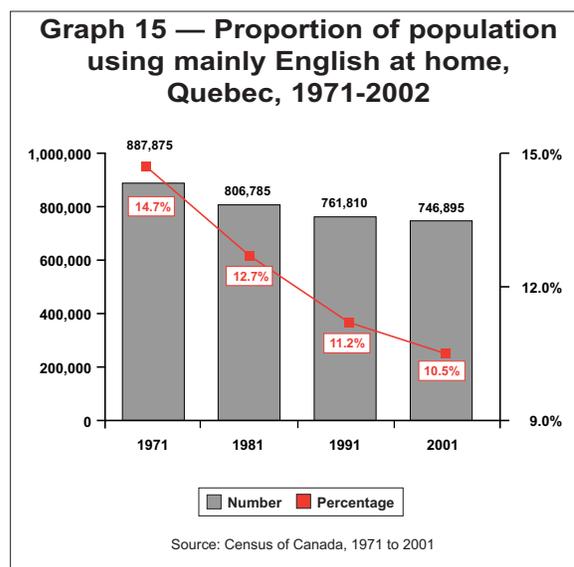
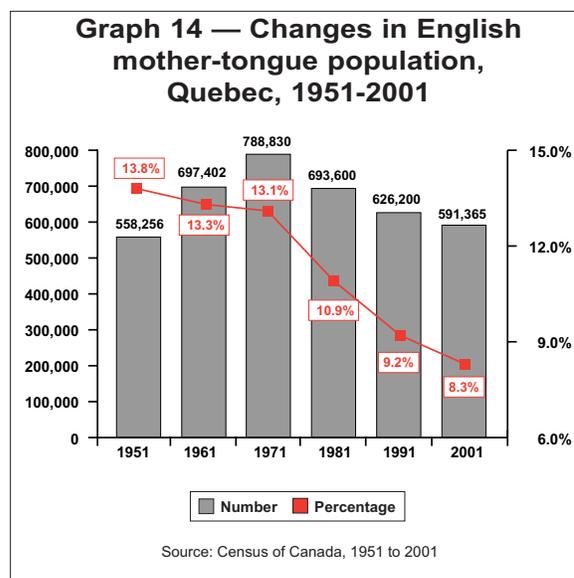
## 4.1.2 Anglophones in Quebec

### POPULATION DECLINE ATTRIBUTABLE MAINLY TO DEPARTURES TO OTHER PROVINCES

Quebec Anglophones cannot ignore the vulnerability of French in North America, but they insist, and rightly so, that Francophones take into account their legitimate concerns and their contribution. The submission by the Quebec Community Groups Network clearly indicates that “...given the English-speaking community of Quebec’s unique history and position as a *minority within a minority within a majority*, there are no standard models the community can look to for guidance.”<sup>46</sup>

In recent years the Anglophone community has undergone some spectacular transformations. Since 1971, its population decline has exerted a great deal of pressure on its adaptability. Its population size, as defined by mother tongue, has declined from 788,830 in 1971 to 591,365 in 2001, or from 13.1% of the Quebec population to only 8.3%.<sup>47</sup>

In terms of the language spoken most often at home, a similar trend has emerged. Quebecers who most often spoke English at home numbered



887,875 or 14.7% of the Quebec population in 1971, and 746,895, or 10.5%, in 2001.<sup>48</sup>

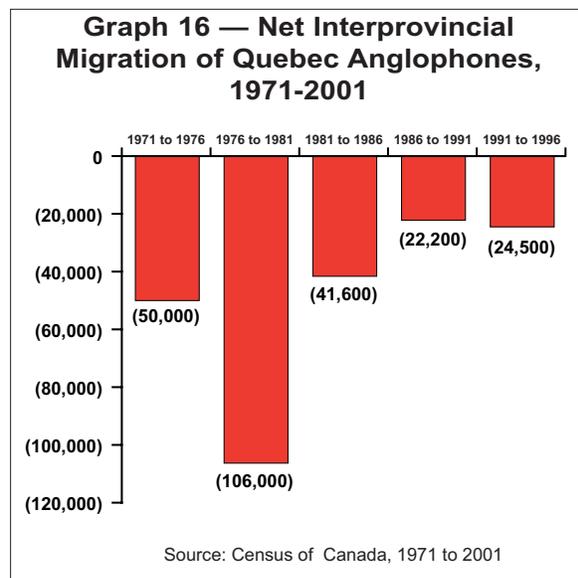
46. QCGN, *Suggesting Change*, cited, (Note 13), p. 4.

47. Census of Canada.

48. Ibid.

This downward trend is largely attributable to a low fertility rate and net migration to other provinces. These factors have been only partially offset by language transfers and gains from international immigration that have been concentrated mainly in Montreal.<sup>49</sup> One person out of three whose first language is English is an immigrant, and in 12 of Quebec's 17 administrative regions, immigrants make up at least 10% of the English-speaking population.<sup>50</sup>

Interprovincial migration constitutes the most influential factor, having generated a net loss of 273,000 Anglophone Quebecers to other regions of Canada since 1971. In addition, many regions of Quebec have experienced an exodus of their population to Montreal. This emigration has diminished to some extent, but remains a contribution to the overall population decline in the Anglophone community. The impact is being felt more in sparsely populated regions, which young people are leaving in search of work or in order to attend a post-secondary institution.



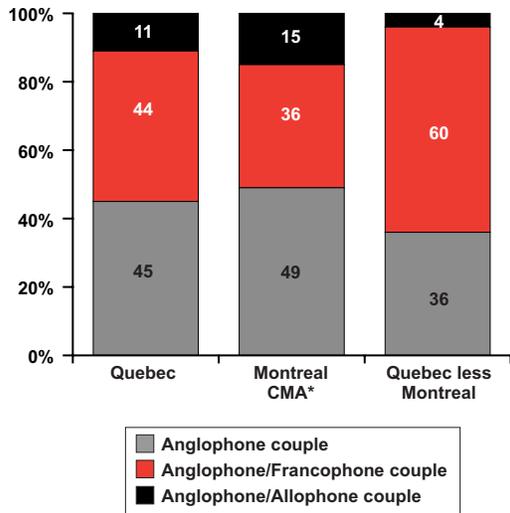
**EXOGENY IS NOW GENERALIZED TO THE POINT THAT IT IS THE SITUATION OF NEARLY SIX COUPLES OUT OF TEN.**

The fact that almost six out of ten couples (55%) in Quebec's Anglophone community are exogamous is extremely important for the community. Their children, if they remain in Quebec, will most probably start a family with a spouse who does not have English as a mother tongue.

49. Marc Termotte, "L'évolution démographique du Québec et du Canada", in *Éléments d'analyse institutionnelle, juridique et démographique pertinents à la révision du statut politique et constitutionnel du Québec*, Commission sur l'avenir politique et constitutionnel du Québec, 1991, vol. 2, p. 239 to 329. Updated in 2001.

50. Department of Canadian Heritage, Quebec Regional Linguistic Communities, series of tables based on the 1996 Census of Canada, March 2002.

**Graph 17: Proportion of Anglophone Couples by the Mother Tongue of the Spouse, Quebec, Montreal and Quebec less Montreal, 2001**



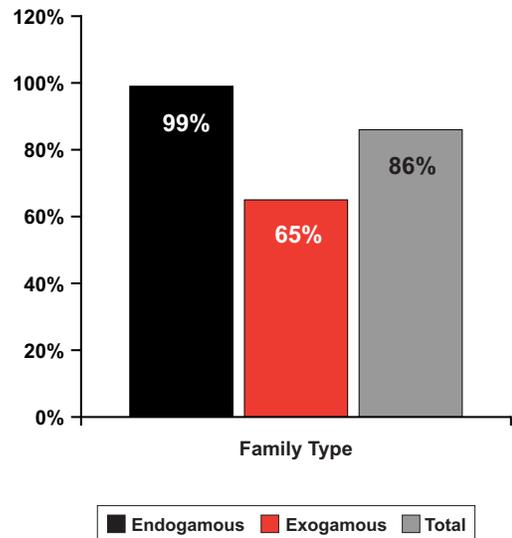
Source: Census of Canada, 2001  
\* Census metropolitan area

**THE TRANSMISSION OF ENGLISH TO THEIR CHILDREN IS NOT A GIVEN WITH EXOGAMOUS COUPLES.**

Although their demographic weight has declined, Quebec Anglophones do not experience the same difficulty as Francophones outside Quebec in preserving their language. Ninety percent of them speak mainly English at home, and 96% do so at least regularly.<sup>51</sup>

The rate of language transmission to children is 86% according to the 2001 Census and would be almost 100% if it were not for exogamous families. When one of the parents is not an Anglophone, one child out of three does not learn English. The rate of transmission of English drops to as low as 54% where the other parent is Francophone rather than Allophone. This phenomenon is partly due to the fact that a sizeable proportion of Anglophone/Francophone families live, outside Montreal.

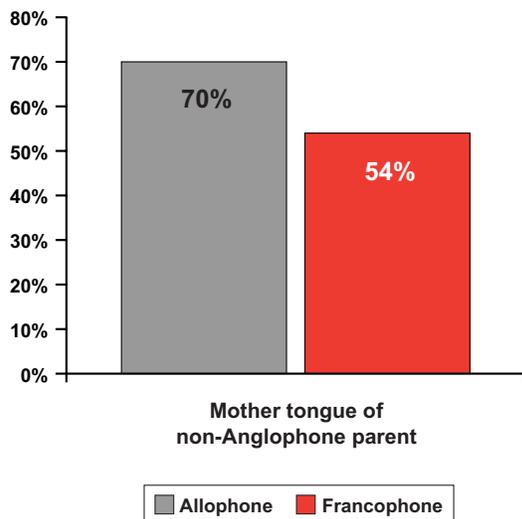
**Graph 18 — Transmission of English to children, by family type, Quebec, 2001**



Source: Census of Canada, 2001

51. Census of Canada, 2001.

**Graph 19 — Transmission of English to children, by mother tongue of non-Anglophone parent, Quebec, 2001**



Source: Census of Canada, 2001

Unlike the situation of Francophones outside Quebec, where knowledge of French by the non-Francophone spouse causes substantial variations in language transmission (see graph 6), the same fluctuation does not exist for Anglophones in Quebec because almost all non-Anglophones in exogamous families speak English.

### **STRONG DIFFERENCES BETWEEN MONTREAL AND THE REST OF THE PROVINCE**

The inter-regional variations in transmission of knowledge of English are striking.<sup>52</sup> These regional differences confronting Quebec's Anglophone

communities are even more significant in that more than one out of four Anglophones live outside the Montreal region.

An example of this diversity can be found in the degree of bilingualism. In Quebec, that rate is nearly twice as high among Anglophones (63%) as among Francophones (34%). However, the degree of knowledge of French varies considerably between Anglophones of different regions, ranging from 20% in Northern Quebec to 97% in the Lower St. Lawrence. The Anglophone communities in Montreal and the outlying areas all have knowledge of French rates in the neighbourhood of 60%.

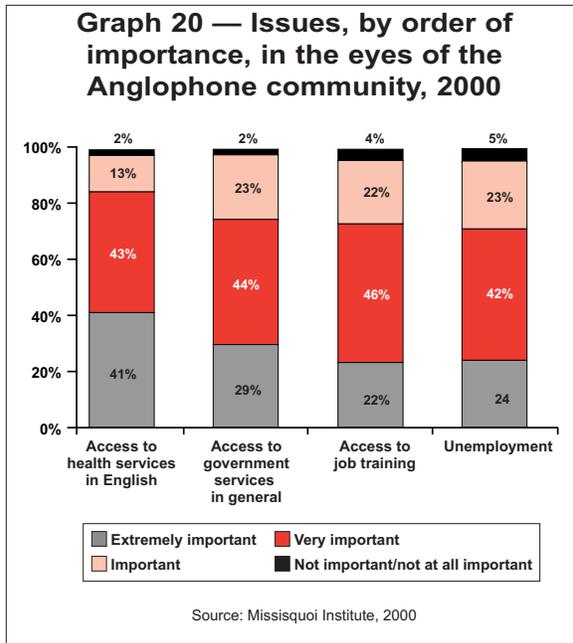
### **ACCESS TO SOCIAL AND HEALTH SERVICES IN THEIR LANGUAGE REMAINS A PRIORITY FOR QUEBEC'S ANGLOPHONES.**

According to the Missisquoi Institute-CROP Survey 2000, access to social and health services in English is a priority for 84% of Quebec Anglophones (very or extremely important).<sup>53</sup> According to the Consultative Committee for English-Speaking Minority Communities, this is a key to the vitality and well-being of these communities.<sup>54</sup>

52. Ibid.

53. Missisquoi Institute-CROP, cited, (Note 29).

54. Consultative Committee for English-Speaking Minority Communities, Report to the Federal Minister of Health, 2002, p.2.



There are major inter-regional variations in real access to these services, a problem which becomes more serious the farther away one is from the Greater Montreal area. Health service needs are greater, since a larger proportion of Anglophones than Francophones are over the age of 65 (12.8% versus 10.7%), especially in the Eastern Townships (20%), Mauricie (18%), Lanaudière (16%) and the Quebec City area (16%). This older population is also more unilingual (56% of those 65 and over do not speak French).

The report by the Quebec Community Groups Network in June 2002 stated in no uncertain terms that health care and social services delivery in their own language constitutes a priority for Quebec's Anglophones. It also stressed the economic development issues affecting the communities.

### 4.1.3 Existing programs

Within the Department of Canadian Heritage, apart from the field of education, which we have already discussed, the two other main areas of action are promotion of linguistic duality and support for minority communities. The first encompasses support for linguistic duality as such, co-operation with the voluntary sector, the Young Canada Works program and the federal-provincial-territorial agreements on provision of services to minority communities. The second includes the communities support program.

Included in those fields are programs Canadian Heritage implements together with other federal institutions, such as the Interdepartmental Partnership with the Official Language Communities program (IPOLC) and the support program for official language community organizations and institutions.

An estimated 350 non-profit associations in each region of the country currently receive contributions in accordance with community priorities.

As for other departments impacting on the development of official language communities, several initiatives are worth noting. The establishment of the National Committee for Canadian Francophonie by Human Resources Development in 1996 enabled Human Resources Development Canada, Industry Canada and the regional economic development agencies to work closely with the communities on

employability-related objectives. A parallel committee for the minority Anglophone community was struck in 1998.

The program *Francommunautés virtuelles* has been operated as part of Industry Canada's Connecting Canadians initiative since 1998. Renewed in March 2002 and funded by Canadian Heritage, it fits in with the Canadian government's efforts to stimulate connectedness, access to the information highway and content development in French.

To date, minority Francophone communities have benefited little from immigration. In March 2002 Citizenship and Immigration Canada created a steering committee to work with the communities to facilitate the recruitment, selection, reception and integration of newcomers within French-speaking communities. The new *Immigration and Refugee Protection Act* cites the continuing development of minority official language communities among its objectives and indicates that knowledge of both official languages is seen as an asset in terms of immigrant selection. Citizenship and Immigration Canada has established new training programs for its officers and its managers abroad in order to sensitize them to the needs of the official language communities and to the attraction these communities have for potential immigrants.

In addition, the Consultative Committee for French-Speaking Minority Communities and the Consultative Committee for English-Speaking

Minority Communities were created in 2000 by the Minister of Health in order to better identify the issues in this key area.

## 4.2 Our plan

The Action Plan responds to the communities' expectations through concrete measures in the key development areas. The main innovation is its ability to specifically target priority areas, namely early childhood, health care, justice, immigration and economic development. Furthermore, the Action Plan strengthens the Government of Canada's partnership with the provinces and territories and with the communities themselves.

### 4.2.1 Early childhood

#### SUPPORT TO EARLY CHILDHOOD DEVELOPMENT IN MINORITY COMMUNITIES

The Government of Canada will increase its assistance in order to help parents pass on their language to their young children.

In its discussions on the new funding for early childhood learning and child care services announced in the 2003 Budget, the Government will encourage the provinces and territories to take into account the needs of families in minority language communities. This follows through on the commitment already made by governments to children in specific cultural and linguistic situations and in different regions, in connection with

the 2000 federal-provincial-territorial agreement on early childhood development.

In addition, Human Resources Development Canada will spend \$22 million over five years on new early childhood initiatives in official language communities. This funding will be used as follows.

First, the Department will expand minority Francophone households' access to family literacy services, in partnership with literacy organizations and other groups, such as parent-school associations. Depending on local needs, new and attractive language development tools will be developed for preschool children and their parents. The skills of literacy specialists working in minority communities will be strengthened to help them make effective use of the new strategies and provide families with good advice. There are plans to train between 150 and 180 specialists, followed by day-care workers and members of community associations (\$7.4 million over five years).

There is a dearth of scientific data dealing specifically with the state of health and education among Francophone children in minority communities, particularly at the preschool level.

La Commission nationale des parents francophones, National early childhood support plan, p. 7

Second, so that data dealing specifically with minority Francophone communities can be compiled, the Government will carry out research to gain a better understanding of how child care services in French influence the cultural and linguistic development of young children in these communities. With \$10.8 million over the life of the Action Plan, Human Resources Development Canada will carry out five pilot projects offering child care services to 100 children in these communities: full-time for children in the three-year-old to school-age group, and before and after school until the age of six. The results will then be compared with the data gathered for the entire Canadian population as part of the National Longitudinal Survey of Children and Youth (NLSCY).

Third, the Government will help the national organizations concerned increase their ability to share their knowledge on early childhood development and to promote the interests of the minority official language communities (\$3.8 million spread over five years).

#### *4.2.2 Health*

##### **PROVIDE FRANCOPHONES AND ANGLOPHONES IN MINORITY COMMUNITIES WITH BETTER ACCESS TO HEALTH SERVICES IN THEIR LANGUAGE**

Health Canada will invest \$119 million over five years in the community health sector. For the most part, this investment

is for new initiatives urgently sought by communities. Of this amount, a total of \$75 million will go toward labour training, recruitment and retention. This represents a substantial increase compared to the initial 10 million dollars received by the Centre national de formation en santé pilot project and the funds provided to support the anglophone and francophone consultative committees in order to do their work.

The pan-Canadian consortium for the training of Francophone professionals will thus have the means to bring together 10 or so university and college establishments from all regions. An outgrowth of the current Centre national de formation en santé, it will seek to increase the number of French-speaking professionals in the communities by making existing training programs more accessible. By the year 2008, over a 1,000 new health professionals will have been trained. In addition, a host of measures will be funded to help retain professionals in Anglophone communities where the need is felt.

Thanks to an investment of \$14 million spread over the five-year life of the Action Plan, networking will make it possible to establish units fostering joint action in each province and territory. Calling on health professionals and managers, elected local officials, teachers and members of the communities, these networks will facilitate the flow of information on health, communication among partners

within the local communities, the development of a shared vision of core services, the efficient use of resources in the field and discussions with the institutions serving the population.

A national coordinating body is already up and running for the Francophone communities: the Société Santé en français. Another could be created for Quebec's Anglophone communities. These bodies will connect the various networks, support their development and offer them technical support. They will help pool best practices and disseminate the service delivery models. They will be front and centre in the sought-after improvement in access to health services that are sensitive to the needs of minority communities.

Finally, as part of the Primary Health Care Transition Fund, the Government will earmark \$30 million for official language communities, which is to say it will double the amount of the federal portion of the funding which the First Ministers agreed to in 2000.

It is our plan to increase access to health services. This will require the co-operation of the provinces and territories. In fact, the provincial and territorial governments have already signalled to the Government of Canada their desire to co-operate with it in order to increase the official language communities' access to health services in their language.

### 4.2.3 Justice

#### IMPROVE ACCESS TO JUSTICE IN BOTH OFFICIAL LANGUAGES

By 2008, Justice Canada will invest \$45.5 million in new funds for access to justice in both official languages. Of this amount, \$27 million will go toward meeting the legal obligations stemming from the implementation of the *Legislative Instruments Re-enactment Act* and the Federal Court ruling in the *Contraventions Act* matter.

In addition, Justice Canada will invest \$18.5 million in targeted measures aimed at improving access to the justice system in both official languages. These measures will include the following:

- funding for various projects to be carried out with the assistance of government and non-government partners;
- stable funding for French-speaking lawyers' associations and their national federation;
- the creation of a mechanism for consultation with minority official language communities; and
- the development of tools for training the Department of Justice legal counsels on language rights.

### 4.2.4 Immigration

#### PILOT PROJECTS TO PROMOTE IMMIGRATION IN FRANCOPHONE COMMUNITIES OUTSIDE QUEBEC

Because it is an important issue, the Government has already moved to attract more immigrants to minority Francophone communities. The new *Immigration and Refugee Protection Act* now places a greater emphasis on knowledge of one or the other official language in selecting the best candidates. With the Action Plan, the Government will do more in this area. In concert with its provincial, territorial and community partners, it will conduct market studies and design promotional materials for distribution abroad. In addition, it will support information centre projects for French-speaking immigrants and distance education French courses sensitive to newcomers' needs.

The federal government will contribute \$9 million over five years. Until now, Citizenship and Immigration Canada did not have annual funding earmarked exclusively for minority official language communities.

## *4.2.5 Economic development*

### INCREASE COMMUNITIES' CAPACITY TO PARTICIPATE IN THE KNOWLEDGE-BASED ECONOMY

Minority official language communities often tie their economic development to their ability to utilize cutting-edge technologies.

For Francophones, the program *Francommunautés virtuelles* enables individuals, associations and communities to share information over the Internet and to share their experiences in the area of economic and community development. The Government plans to fund some 200 new projects as part of the *Francommunautés virtuelles* program within the next five years, investing \$13 million. Since the program launch in 1998, the Government has spent \$7 million.

### OFFER BUSINESS INTERNSHIPS AND IMPROVED ACCESS TO ON-LINE TRAINING

Human Resources Development Canada (HRDC), Industry Canada and the regional development agencies will be targeting community youth when they organize internships in business management, engineering, business administration and information technologies, or as research assistants in colleges and universities. Up to 800 internships will be put in place by 2008, using a total of \$7.28 million taken from existing Human Resources

Development budgets, as well as \$500,000 in new funds allocated to each of the four regional development agencies. At this point, it is difficult to attach a figure to the participation by young minority Anglophones and Francophones in the HRDC-funded internships. With the Action Plan, this population will be targeted and it will therefore be possible to establish the exact number. The amounts devolved to the regional agencies will enhance this impact.

Another \$10 million will be provided by Industry Canada and the agencies for pilot projects aimed at providing the necessary technological infrastructure for service delivery, for example access to libraries and health information, and on-line training (distance learning and distance training).

### ENABLE THE COMMUNITIES TO TAKE ADVANTAGE OF EXISTING ECONOMIC DEVELOPMENT PROJECTS

Since programs designed for the majority are not always flexible enough to suit special circumstances, an adapted approach is proposed, encouraging maximum use of existing programs designed for all Canadians rather than the creation of a parallel structure for the communities. On-site advice will be offered to communities to keep them abreast of measures for which they might be eligible. Industry Canada and the regional agencies will receive \$8 million in new funds over five years, which will help the communities access the

government programs and services which respond best to their needs. Without advisors in the field, it is harder for the communities to determine the measures that are best suited to their situation.

In short, Industry Canada, the agencies (Western Economic Diversification Canada, Atlantic Canada Opportunities Agency, the Federal Economic Development Initiative in Northern Ontario and Economic Development Agency of Canada for the Regions of Quebec) in concert with Human Resources Development Canada will pool their resources in order to support the communities in their efforts to participate in the knowledge-based economy.

#### *4.2.6 Strengthened partnership with the provinces and territories*

The provinces and territories are key players when it comes to the communities. They provide them with services in a host of fields, such as health care, the administration of justice, recreational services and social services. Through the Official Languages Program, Canadian Heritage encourages these governments to improve their services and promote the recognition and use of both official languages. The costs are usually shared equally between the Department and the provincial or territorial government concerned.

The Action Plan increases Canadian Heritage's financial contribution to the agreements on services in language of the minority. Its contribution will increase by \$14.5 million over five years from the current \$12.1 million.

The agreements will fund projects that will improve service delivery for the communities. Canadian Heritage will pay special attention to priority areas, such as early childhood and health. The Department will encourage projects by the provinces and territories that will impact in a meaningful way on the availability of services in the minority language.

The Government will help New Brunswick implement its new official languages legislation and will renew its assistance for annual federal-provincial-territorial conferences of Francophone affairs ministers.

#### *4.2.7 Assistance for community life*

We know that the Action Plan includes initiatives in different areas of community life: early childhood, health, justice, immigration, and economic development. The Action Plan is boosting this funding by \$19 million over five years, which Canadian Heritage will allocate to initiatives in support of communities.

Canadian Heritage will focus on certain priority areas, including community centres, cultural programming and community radio stations.

\* \* \*

In conclusion, the communities know better than anyone that their development depends first and foremost on themselves. Governments, however, can lend a hand when needed. The Government of Canada will strengthen its role in this regard through the Action Plan. For early childhood, access to health care, cultural vitality, economic development and all other important aspects of community life, the Government of Canada will be an effective partner, present and participating.

# 5. AN EXEMPLARY PUBLIC SERVICE

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Over the past 30 years, the Government of Canada has invested in creating a competent, bilingual public service in order to provide employment opportunities to English- and French-speaking Canadians and to serve Canadians in the official language of their choice. The results are palpable. The situation has greatly improved since the introduction of the first *Official Languages Act* in 1969 and its revision in 1988. The public service is no longer the almost unilingual institution it was thirty years ago. For example, the proportion of Francophones at all hierarchical levels as the number of designated bilingual positions, have significantly increased. As we will see, however, much remains to be done before the federal public service is in line with the vision of Canada set out in the *Official Languages Act*.

## 5.1 Where we are now

### 5.1.1 Communication and service delivery

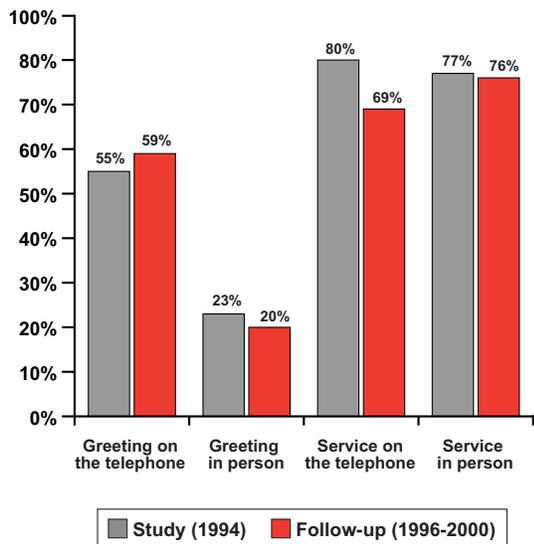
DESIGNATED BILINGUAL OFFICES ARE FINDING IT DIFFICULT TO FULFIL THEIR MANDATE.

During the 1990s, the offer of service in both languages remained the same or declined. As a result, with the exception of Quebec (where, according to the Official Languages Commissioner, services in English are provided on a satisfactory basis), offices that are supposed to provide services in both languages often cannot do so.<sup>55</sup> According to studies conducted by the Office of the Commissioner of Official Languages, too many offices cannot provide good service because too few of their employees are sufficiently bilingual.

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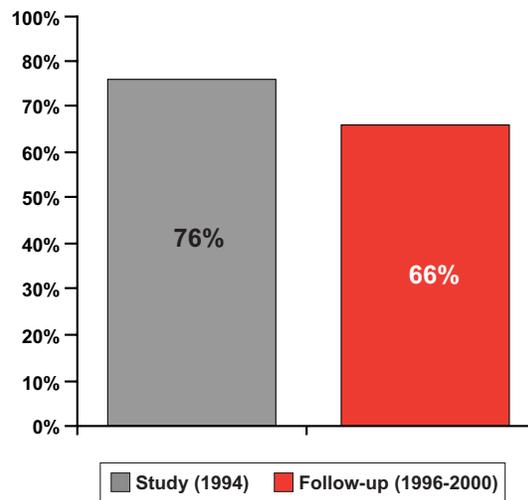
55. Office of the Commissioner of Official Languages, *National report on service to the public in English and French*, April 2001.

**Graph 21 — Greeting and service in both official languages, offices designated bilingual, 1994-2000**



Source: Office of the Commissioner of Official Languages

**Graph 22 — Proportion of designated bilingual offices with one or more bilingual employees, 1994-2000**



Source: Office of the Commissioner of Official Languages

The new policy on alternative service delivery, which came into effect on April 1, 2002, requires federal institutions to consider their impact on official languages and to consult minority language communities when changes in service delivery could affect their development. The current Commissioner of Official Languages feels this policy “may help improve the offer of service in both languages, provided adequate follow-up is done.”<sup>56</sup>

### 5.1.2 Language of work

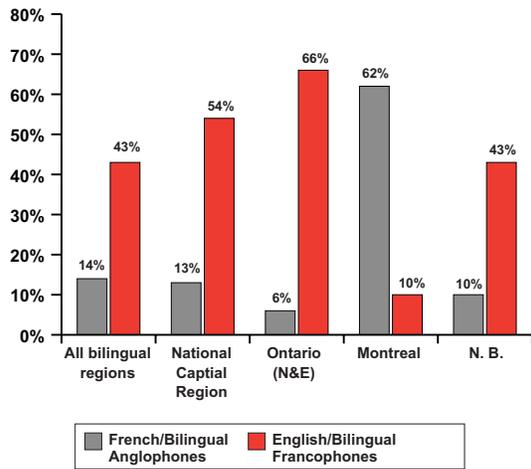
#### IMBALANCE CONTINUES TO FAVOUR ENGLISH AS LANGUAGE OF WORK.

A September 2002 study on attitudes toward the use of both official languages in the public service<sup>57</sup> confirmed there is an imbalance in second-language use by Anglophones and Francophones. Generally, English remains the preferred language of work, to the detriment of French, except in Montreal.

56. Office of the Commissioner of Official Languages, cited (Note 11), p. 54.

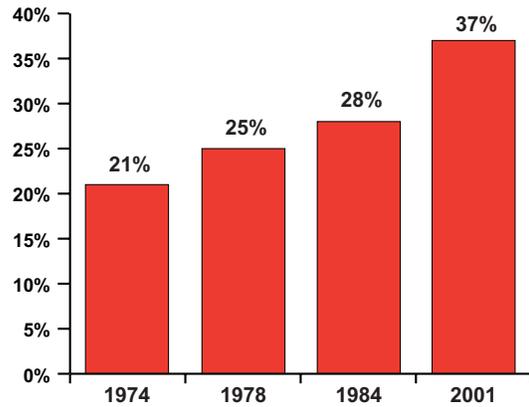
57. NFO CF Group, Attitudes towards the Use of Both Official Languages within the Public Service of Canada, prepared for the Treasury Board Secretariat, September 2002.

**Graph 23 — Portion of time spent working in the other official language, bilingual regions, 2002**



Source: Attitudes towards the use of both official languages within the Public Service of Canada, September 2002.

**Graph 24 — Bilingual positions in the public service, 1974-2001**



Source: TBS, Annual Report on Official Languages, 2001-2002

**PROPORTION OF BILINGUAL POSITIONS HAS INCREASED BUT NOT ALL ARE STAFFED BY BILINGUAL INCUMBENTS.**

According to Treasury Board annual reports, the proportion of positions designated bilingual has increased considerably since the mid-1970s. Currently, 37% of positions in the federal public service are designated bilingual, with 28% of these requiring the highest level of second language proficiency and 67% an intermediate level. The proportion of incumbents in these positions who fully meet requirements is 84%. At the executive level, a proportionally higher percentage of positions are designated bilingual (78%) but the compliance level drops to 72%.

The fact that there are public servants in bilingual positions who cannot carry out

their duties in both languages remains a problem. The time to act is now, to avoid compromising obligations regarding language of work, communication with the public and service delivery provided for in the Act. Therefore, the shortfalls in language evaluation and training that have accumulated following the budget cuts of the past few years must be remedied as quickly as possible.

***5.1.3 Participation of English- and French-speaking Canadians***

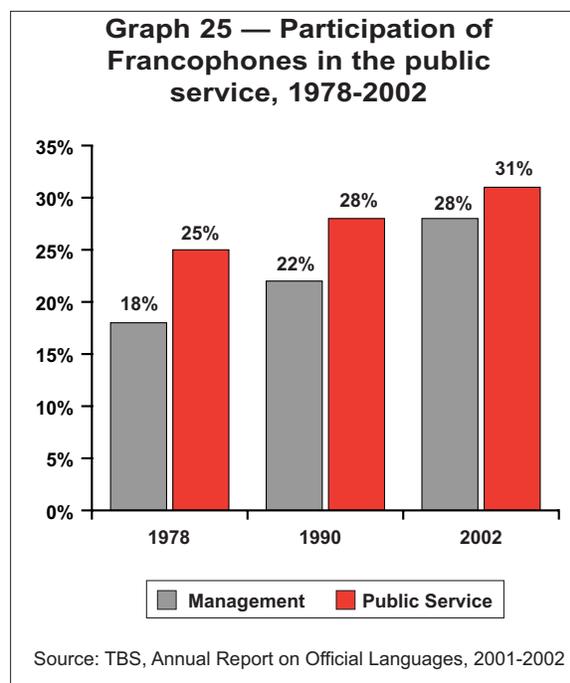
**IMPROVEMENT EXCEPT IN QUEBEC, WHERE THE PROPORTION OF ANGLOPHONES IN THE FEDERAL PUBLIC SERVICE REMAINS INADEQUATE.**

The Treasury Board’s annual reports show that the participation rate for Francophones in the public service has

risen, from 25% in 1978 to 31% in 2002, even in the management category (18% in 1978 and 28% in 2002).<sup>58</sup> The participation rate of Francophones is higher than their proportion of the population (24.1%).<sup>59</sup>

The proportion of French-speaking deputy ministers was 28% in 2001 and 32% in 2002. However, it is noteworthy that the number of deputy ministers is small, so that statistics can fluctuate with the departure or arrival of one or two Francophones. The proportion is virtually the same for associate deputy ministers. For assistant deputy ministers, the proportion has held steady at 26%. Nearly 75% of assistant deputy ministers are bilingual.<sup>60</sup>

In 2002, federal institutions (agencies and institutions for which the Treasury Board is not the employer) employed 53,101 people in the Quebec region (not including the National Capital Region), 8,500 of whom were Anglophone, representing 16% of employees, a higher percentage than Anglophone representation in Quebec's population (12.9%).<sup>61</sup> However, of the 20,136 public servants working in Quebec in



2001 in institutions for which the Treasury Board is the employer, 1,512 were Anglophones. Therefore, their participation rate was only 7.5%, a cause of concern for the Anglophone community and for the Government.<sup>62</sup>

The Government is concerned that it has not been able to hire a sufficient number of Anglophones in the Quebec Region to be representative of their percentage of the province's population. The Act requires that Anglophones receive equal opportunities for employment and

58. Treasury Board Secretariat, Annual Report on Official Languages, 2001-2002.

59. For the purpose of equitable participation, the official language first spoken is used. This derived variable is based on knowledge of official languages, mother tongue and language spoken most often in the home.

60. Privy Council Office, 2002.

61. For the purpose of equitable participation, the official language first spoken is used. This derived variable is based on knowledge of official languages, mother tongue and language spoken most often in the home.

62. Treasury Board Secretariat, Annual Report on Official Languages, cited, (Note 58), p. 42 and 44.

advancement in all federal institutions — where the workforce should reflect the presence of both official language communities. This serious commitment is binding on all institutions. The Government feels it is important to rectify the situation. A thousand more Anglophones would be needed today to attain a 12.9% representation level.

## 5.2 Our plan

### MAKE OFFICIAL LANGUAGES A PRIORITY AGAIN AND CHANGE THE ORGANIZATIONAL CULTURE OF THE PUBLIC SERVICE.

Despite recruitment initiatives to make management and staff who are responsible for service delivery sufficiently bilingual and to develop an adequate regulatory and policy framework, the official languages program has been losing steam for the last decade or so, while the country and the public service focussed on taming the deficit. Now, official languages must regain their place at the core of the mandates of affected institutions. Lasting change, including better service to the public and wider use of both official languages in the workplace, will not be possible unless the culture of the entire public service changes with regard to language.

The program was hit hard by budget cuts, leading to inconsistent enforcement of the Act in the public service. For the Treasury Board Secretariat in particular, the cuts represented a 60% decrease, resulting in fewer follow-up activities.

Additional resources are needed if official languages programs and policies are to be successfully adapted to today's realities, to the needs of managers who are not official languages experts, and to the demands of modern technology.

In all, the Government will invest \$64.6 million over the next five years to create an exemplary public service in the area of official languages. This new funding represents a 208% increase for the Treasury Board for all five years of the Action Plan and a corresponding increase of 48% for the Public Service Commission.

To emphasize the importance of linguistic duality throughout the public service, departments and agencies will have to make it an integral part of their practices, rooted in their core values. The emphasis will be on behaviours stemming from these values rather than on setting mandatory minimum standards.

The study that was begun in 2001-2002 on perceptions, attitudes, obstacles and factors fostering the use of both official languages in the public service is expected to be updated and widened on an ongoing basis. In order to do this, the Treasury Board would like to bring aboard partners from among the affected institutions.

### INVEST IN INNOVATION.

Although overall coordination of the official languages program falls to the Treasury Board, departments and agencies are responsible for implementing it in

their own jurisdictions. The Treasury Board will endeavour to guide them by supporting targeted activities and by promoting better management of official languages, a change in organizational culture, new service delivery methods and language learning in the workplace. The Action Plan allocates \$14 million over the next five years to do this.

A new **Regional Partnerships Fund** will enable regional offices of several departments to join forces to sponsor projects that are truly adapted to local realities. Currently, departments with regional offices run into funding problems and red tape from headquarters that are often far removed from local concerns. The new regional fund will enable several departments to co-operate on tailor-made projects in fields of mutual interest. This collaboration will target service to the public, balanced participation of Anglophones and Francophones, or language of work in bilingual regions. Consultation with minority official language communities will be encouraged. Evaluating projects and sharing best practices will be part of the basic requirements so outcomes will be widely known and successful approaches shared.

An **Official Languages Innovation Fund** will be set up to enable federal institutions to improve their ability to provide services in both official languages, create an environment that promotes the

use of both languages in the workplace, encourage cultural change and improve their management of the program. This fund will use matching funds from institutions submitting projects, thereby injecting more resources into the fund. Evaluation procedures will be strict, so proponents will have to give careful consideration to coordination, defining objectives and measuring outcomes.

### **STRENGTHEN THE EXPERTISE AND MONITORING CAPACITIES OF FEDERAL INSTITUTIONS.**

A monitoring and evaluation component will increase the accountability of federal institutions. At this time, the Treasury Board Secretariat's Official Languages Branch operates with \$2.6 million in annual core funding. With an additional \$12 million over the next five years, evaluation tools can be developed, as well as measures that institutions can use in future for self-evaluation. The Treasury Board will encourage institutions to examine their infrastructure, which, for the 80 agencies<sup>63</sup> for which it is the employer, will mean reviewing their capacity to provide bilingual service to the public in designated offices, supporting the use of both official languages in the workplace, and managing official languages in general.

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63. On December 31, 2001, *Financial Administration Act*.

## HIRE MORE BILINGUAL EMPLOYEES, IMPROVE LANGUAGE TRAINING AND PROVIDE IT EARLIER ON THE CAREER PATH.

The issue of language proficiency affects hiring, second-language training and learning retention. Thus, increasing the public service's bilingual capacity will be accomplished in three ways: by hiring more candidates who are already bilingual, by providing better access to language courses early in the careers of those who are not, and by intensifying efforts in the areas of retaining and improving language skills. The Public Service Commission will receive 38.6 million dollars over the next five years to support these efforts.

It is imperative for language skills to be seen as prerequisites for people aspiring to high-level positions in the public service. Policies in this regard will be reworked over the coming year. Recruiting materials will stress linguistic duality as an asset and a means of promotion. The Government will use pilot projects to determine the best ways to find qualified candidates who already possess the necessary language skills.

Language training is a key component of career development. The supplementary funding will assist in reducing the accumulated back log and in updating the candidate lists following language classification testing. Methods must be found that will facilitate learning during or outside work hours. Training must be

“A clear, visible commitment by the leadership for a new way of doing things cannot be realized without the necessary policies and tools. To modernize our approach, we need to modernize our practices and be accountable for them. Currently, within the Treasury Board Secretariat, we are conducting a review of policies including official languages. This presents us with an ideal opportunity to ask some important questions. Perhaps even to question some practices that are seen as fundamental.” Speech by the Honourable Lucienne Robillard, President of the Treasury Board, at the New Brunswick Federal Council – Symposium on Language of Work, November 6, 2002 in Dieppe.

made available to anyone who is motivated, and the training stipulated in the Act must be adapted to the needs of an increasingly diversified workforce whose origins — and therefore experience — are varied. Greater priority will be given to learning retention. For example, as many computer-based training programs as possible will be provided. Forums on second-language use will be explored, pre-determined portions of meetings will be conducted in the second language, and learning material adapted to the duties of public servants will be available.

\* \* \*

The measures in the Action Plan to make the public service a model will be decisive. These include the new Regional Partnerships Fund, the new Official Languages Innovation Fund and a much better equipped Official Languages Branch.

With these measures, all federal institutions should be able not only to fulfil their obligations under the Act, but also to be truly grounded in the official languages culture. To that end, the President of the Treasury Board will

be able to count on the support of her colleagues. For instance, the Minister of National Defence has recently committed himself “to achieve a substantial improvement in the performance of the Canadian Forces in the area of official languages, or bilingualism.”<sup>64</sup>

The Action Plan will foster the change of attitude needed for the use of both official languages in the workplace. Above all, it will help Canadians receive government services in the official language of their choice.

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64. Speech by the Honourable John McCallum, Minister of National Defense, given to the Defense Associations Conference, February 27, 2003.

# 6. LANGUAGE INDUSTRIES

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The Action Plan is structured around an accountability framework and three areas of development: education, communities and the public service. The Plan's success depends on support from Canadians, such as interpreters and translators, who work in what has become known as the language industries. Because the objectives cannot be achieved without these workers, the Government has identified certain strategic measures that could benefit this industry.

Certainly, the language industries have until now provided services essential to Canada's ability to function as a bilingual country. As well as having brought about the production and distribution of official documents in both languages, they have made it easier to access government programs and have fostered communication between English- and French-speaking Canadians. These industries have also generated meaningful employment and have assisted Canadian companies in their business endeavours with partners around the world.

However, nothing must be taken for granted. Certain deficiencies have been noted in the current situation.

## 6.1 Where we are now

The language industries are facing four main challenges.

### 1. Industry fragmentation

The explosion of language occupations has given rise to a proliferation of microbusinesses only now beginning to consolidate their efforts. Industry Canada estimates that the 15,000 people in the language industries are self-employed or work for companies that employ a handful of specialists. Most translators (83%) are self-employed or work in microbusinesses with annual revenues under \$500,000.<sup>65</sup> There are very few large companies and collaboration between them is minimal. Although some organizations have been formed, no one group represents all of the businesses. As a result, language industry products and services are negotiated separately, in relatively modest portions. The partnerships that would normally be helping to strengthen the industry are failing to do so. In May 2002, Industry Canada's consultations on Canada's Innovation Strategy brought together a number of professionals at a symposium

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65. Survey of the Canadian Translation Industry sponsored by the Canadian Translation Industry Sectoral Committee, unpublished report, 1999.

on language industries. The participants mentioned this fragmentation as one of the difficulties faced by their industry.

## **2. Lack of visibility**

The Canadian language industries are largely unrecognized, both here and abroad. Their reduced visibility in the eyes of the Canadian public explains in part why young people and their teachers, guidance counsellors and the education sector as a whole are largely unaware of employment perspectives in this field.

## **3. Inadequate succession planning**

The human resources aspect of the issue is one of the most serious problems the language industries face. The Canadian Translation Industry Sectoral Committee estimates that 1,000 new translators would have to be hired each year in order to replace those who are leaving and to meet the growing demand.

## **4. Inadequate investment in research and development**

There is no R&D data on the language industries. Given their characteristic fragmentation, the language industries have neither the critical mass nor the strategic planning and leadership required to benefit from R&D investment. The private sector does not have the available funds, and the Government has not focussed on the industry's needs.

## **6.2 Our plan**

The Government can play a role as a catalyst in the economic development of the language industries. It intends to provide them with mechanisms and tools that will help them take responsibility for their own growth. It is time for the Government to go from its previous practice of supporting only the purchase of products and services, to a support approach that is more in tune with industry forces.

### **STRENGTHEN TIES BETWEEN LANGUAGE INDUSTRIES AND INCREASE THEIR VISIBILITY**

Every strategy requires first of all that language industries be able to work together and take collective action to achieve greater visibility. The consultations held as part of the Government's Innovation Strategy, particularly the symposium held in May 2002, were the initial step: for the first time, leaders in the language industry came together to identify the barriers to their expansion.

To help language industries remedy the problems of fragmentation and succession planning that they raised, the Government will be providing \$5 million between now and 2008 to help establish a representative organization and fund coordination activities. This organization will foster networking between businesses in the industries and other partners in the public and private sectors. It will help them establish strategic directions, and improve

their ability to respond to the increasing demand for products and services. Since the biggest challenges are succession planning and skill development, this organization will develop shared human resources strategies and introduce initiatives to overcome the problems.

A further Government investment of \$5 million will help start up market promotion and branding initiatives in Canada and internationally. Increased visibility for the industries will attract more new talent.

### HELP CREATE A LANGUAGE TECHNOLOGY RESEARCH CENTRE

In order to remedy insufficient research and to help produce new technologies, the Government would like to increase investments in the area of research and development. By dedicating \$10 million to this area, and in cooperation with the

National Research Council, it will help establish a research centre in Gatineau, Quebec where specialists will pool their resources and will be able to build on the cutting-edge skills necessary to ensure the development of the language industries.

Thus, with a representative organization, more networks, increased coordination, and a research centre on new technologies, our language industries will be better equipped to support a bilingual Canada in its efforts to take full advantage, now more than ever, of its linguistic duality.



# 7. CONCLUSION

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For any Action Plan to be successful, two ingredients are required: specific objectives and corresponding resources. The Action Plan for Official Languages combines these two ingredients.

Annex B indicates the resources that will be available to various departments to enable them to attain the objectives set out in this policy statement.

In all, the Government of Canada will allocate \$751.3 million to this five-year Action Plan. This will surely have a ripple effect among other governments, the private sector, communities and other partners, prompting them to initiate complementary action.

But the strength of this Plan lies not so much in the funding per se but in the entire set of measures it includes. Each one taken in isolation would not have the desired impact. But, combined within an integrated plan, with the contribution of communities, the provinces and territories and all Canadians, these measures complement one another and create a synergy for success.

If the Plan succeeds, all Canadians will benefit. Within 10 years, the proportion of eligible students who attend French-language educational institutions will rise from 68% to 80%. Anglophone and Francophone minorities will benefit from better public services in their own language and will be better supported for their development.

If the Plan succeeds, the proportion of high school graduates with a command of both our official languages will rise from 24% to 50%. When one out of two high school graduates can speak both our official languages, and in fact some of them will master a third or even a fourth language, Canada will be even more open to the world, more competitive and better positioned to ensure its prosperity.

If the Plan succeeds, the federal public service will set an example in terms of respecting our linguistic duality. The culture of official languages will be better grounded than ever. The Government of Canada will be better able to play its leadership role. We can count on the President of the Treasury Board to undertake without delay the measures provided in the Action Plan, working closely with all federal institutions.

From now on, we will have an accountability and coordination framework that presents each federal institution with its responsibilities, an accountability framework that establishes unparalleled coordination so that the work of each benefits all. The accountability and coordination framework provides for more communication between the federal government and minority official language communities than ever before.

The Government of Canada is resolved to play its own important role together with all Canadians, communities and its constitutional partners to ensure this Plan succeeds. The Minister of Canadian Heritage, in particular, will work closely with her provincial and territorial counterparts so that the best initiatives are chosen in each province and territory of our country.

Our best guarantee of success is the support of Canadians. The message they — in particular young people — are sending to governments is crystal clear. They want to benefit fully from their country's dual linguistic heritage. The Government of Canada is responding to Canadians through this Action Plan. It is inviting them to write the next act in the fascinating adventure of our bilingual country. It is giving new momentum to our linguistic duality in order to assure Canadians a better future.

## Annex A

# OFFICIAL LANGUAGES ACCOUNTABILITY AND COORDINATION FRAMEWORK

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1. The framework specifies the enforcement procedures for obligations under Parts I to V, and the commitments set out in Part VI and VII of the *Official Languages Act*, as well as the responsibilities of each federal institution in that regard, defines the policy coordination mechanisms and the new measures included in the Action Plan, and provides for a common communication strategy adopted on a cross-government basis for all activities.
2. It is noteworthy that the framework in no way alters the obligations and commitments of each federal institution under the Act as a whole, nor the specific mandates assigned by the legislation to certain lead ministers and bodies.

## Accountability – Parts I to V

3. Parts I to V of the Act set out the obligations of all federal institutions with respect to proceedings of Parliament, legislative instruments, administration of justice, communications with and services to the public, and language of work. These parts of the Act create rights which give rise, in the event of alleged non-compliance, to court remedy, in addition to administrative and parliamentary remedy.

## Enforcement provisions applicable to federal institutions

4. All federal institutions are obviously required to comply with the Act. The institutions listed in Schedules I, I.1 and II of the *Financial Administration Act* are subject to Treasury Board policies.

5. In particular, they must comply with the administrative policies on Parts IV and V. In addition, some guidelines applicable to official languages have been incorporated into the new Alternative Service Delivery policy (ASD), so as to highlight compliance with the spirit and intent of Parts IV and V of the Act and the *Official Languages (Communications with and Services to the Public) Regulations*. The other institutions subject to the Act are required to respect the spirit of those policies.
6. Since 1998, the Treasury Board directive “Official Languages Principles for the Preparation and Analysis of Submissions to Treasury Board” has ensured that institutions that make submissions to Treasury Board have analysed the impact of their initiatives on communications with and services to the public and the right of employees to work in their official language of choice.
7. Henceforth, all federal institutions are required to analyse the impact of proposals contained in memoranda to Cabinet on the language rights of Canadians and federal public servants.
8. Departments and agencies cooperate with the Committee of Deputy Ministers on Official Languages (CDMOL), for example by bringing files they deem relevant to its attention, conducting analyses as required and holding relevant consultations in their respective fields.

## Role of Treasury Board

9. Part VIII of the Act assigns Treasury Board a general coordination mandate with respect to Parts IV, V and VI. In addition to establishing policies and regulatory measures, it monitors and audits institutions in respect of which it has responsibility, evaluates the effectiveness of policies and programs, and provides information to employees and the public. Treasury Board tables an annual report in Parliament on the fulfilment of its mandate.

## Administrative, parliamentary and court remedies

10. In addition to the administrative and parliamentary remedy described below in connection with Part VII, the Act expressly provides a court remedy for alleged non-compliance of sections 4 to 7, 10 to 13 and 91, or Parts IV or V. The Commissioner of Official Languages can apply for the remedy or appear as an intervener. To facilitate access to the court remedy, the Act provides for a summary manner of procedures and special rules of evidence.

## Accountability – Part VI

11. Part VI sets out the Government’s solemn commitment to ensuring that English-speaking Canadians and French-speaking Canadians have equal opportunities to obtain

employment and advancement in federal institutions, and the composition of the work-force of federal institutions tends to reflect the presence of both the official language communities of Canada. Although this is a policy commitment, this part of the Act is binding on all federal institutions. Through the reports tabled by the President of the Treasury Board, who is mandated to coordinate implementation of Part VI, federal institutions report to Parliament for achieving these objectives.

### **Enforcement provisions applicable to federal institutions**

12. All federal institutions are obviously required to comply with the Act. The institutions listed in Schedules I, I.1 and II of the *Financial Administration Act* are subject to Treasury Board policies.
13. In particular, they must comply with the administrative policies on Part VI. In addition, some guidelines applicable to official languages have been incorporated into the new Alternative Service Delivery policy (ASD), so as to highlight compliance with the spirit and intent of Part VI. The other institutions subject to the Act are required to respect the spirit of those policies.

### **Role of Treasury Board**

14. Part VIII of the Act assigns Treasury Board a general coordination mandate with respect to Part VI. In addition to establishing policies and regulatory measures, it monitors and audits institutions in respect of which it has responsibility, evaluates the effectiveness of policies and programs, and provides information to employees and the public. Treasury Board tables an annual report in Parliament in this connection.

### **Administrative and parliamentary remedy**

15. Under Part IX, the Commissioner of Official Languages oversees compliance with the commitment set out in Part VI. The Commissioner can hear complaints, carry out investigations, make recommendations, and, after carrying out an investigation, refer the report first to the affected institution, then to the Governor in Council. If action has not been taken thereon, the Commissioner may report thereon to Parliament. The Commissioner may, at any time, make a special report to Parliament referring to and commenting on any matter within the scope of the powers, duties and functions of the Commissioner. Parliamentary committees on official languages also have an important oversight role on this government commitment.

## Accountability – Part VII

16. Part VII (section 41) sets out the Government's solemn commitment to advancing English and French in Canadian society, including the development of minority communities. Although this is a policy commitment, this part of the Act is binding on all federal institutions. Through the reports tabled by the Minister of Canadian Heritage, who is mandated to coordinate implementation of Part VII, federal institutions report to Parliament for achieving these objectives.

### Enforcement provisions applicable to all federal institutions

17. Every federal institution, as part of its strategic planning, implementing its mandate and policy and program development process, will need to:

- raise employees' awareness of the needs of minority official-language communities and the Government's commitments under Part VII;
- determine whether its policies and programs have impacts on the promotion of linguistic duality and the development of minority communities, from the initial elaboration of policies through to their implementation, including devolution of services;

- consult affected publics as required, especially representatives of official language minority communities, in connection with the development or implementation of policies or programs;
- be able to describe its actions and demonstrate that it has considered the needs of minority communities;
- when it has been decided that impacts do exist, the institution will have to plan activities accordingly for the following year and in the longer term; present the expected outcomes, taking into account funding provisions, to the greatest extent possible; and provide for results assessment mechanisms.

18. Each institution must be able to make the pertinent information available to the department of Canadian Heritage as needed. It is understood that these procedures can be adapted to the circumstances. If an exception is required (for example, because no minority official-language community is affected), the federal institution will need to justify it.

19. It is noteworthy that following a government decision in 1994, all federal institutions are required to analyse the impact of proposals contained in memoranda to Cabinet on the advancement of English and French.

20. Since 1998, the Treasury Board directive “Official Languages Principles for the Preparation and Analysis of Submissions to Treasury Board” has ensured that institutions that make submissions to Treasury Board have analysed the impact on the development of minority official-language communities (Part VII).
21. In addition, as of April 1, 2002, the Alternative Service Delivery policy (ASD) requires federal institutions to consider the impact of ASD on official languages and consult communities on alternative service delivery situations with a potential effect on community development.
22. Since the new Government of Canada’s communications policy came into effect in April of 2002, and applicable to all federal institutions, “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.” (article 23). The new policy also reinforces certain aspects of official language requirements, one of which pertains to the equal status of English and French.

### **Enforcement provisions applicable to institutions covered by the 1994 Accountability Framework**

23. In 1994, the government designated those institutions with the most direct impact on the development of minority communities and the promotion of English and French. In addition to the enforcement provisions set out in paragraph 17, the institutions covered by the accountability framework are required to develop an action plan for implementing section 41. The plan must take account of the specific needs of minority official-language communities. The plans are developed following consultations with communities so as to enable departments and agencies to include these considerations in their activity planning, within the limitations of their mandate. The affected ministers must submit the plans annually to the Minister of Canadian Heritage, together with a report on the results obtained. The Minister of Canadian Heritage reports to Parliament each year on implementation of this government commitment.

## Role of Canadian Heritage

24. Under section 42, the Minister of Canadian Heritage is mandated, in consultation with other ministers of the Crown, to encourage and promote a coordinated approach to the implementation by federal institutions of the commitments set out in section 41. The Department facilitates consultations with representatives of minority official-language communities, including coordinating exchange activities with a network of coordinators responsible for applying Part VII in their respective institutions. In addition, it establishes incentives such as the Interdepartmental Partnership with the Official Language Communities, in order to forge new ties of co-operation between affected institutions and communities. Finally, it encourages the sharing of best practices among institutions. It raises public servants' awareness of the need to consult at the start of the policy and program development process. The Department oversees the 29 institutions covered by the 1994 Accountability Framework and may recommend other institutions be covered by the Framework if new needs emerge as expressed by communities.

25. In accordance with her mandate, the Minister of Canadian Heritage takes such measures as that Minister considers appropriate to advance the equality of status and use of English and French in Canadian society, notably by concluding agreements with the provinces and territories on education and in other areas to enhance delivery of services to communities in their own official language.

26. The Minister of Canadian Heritage submits an annual report to Parliament on the matters relating to official languages for which that Minister is responsible. In that context, the Minister analyses action plans and annual progress reports by federal institutions and shares the results with other federal ministers.

## Role of Treasury Board

27. In accordance with his mandate under the Act and the *Financial Administration Act*, the President of the Treasury Board :

- ensures that Treasury Board submissions and ASD initiatives respect official languages guidelines;

- facilitates access by minority official-language communities to official languages networks for which TBS is responsible, so that communities can raise awareness of the challenges facing communities among representatives of institutions, and inform them of priority development projects;
- supports the efforts of federal regional councils with a view to striking official languages committees and cooperating on initiatives to enhance the delivery of services in both official languages or foster the sustainable development of minority communities.

28. In addition, in consultation with the Minister of Canadian Heritage, the President of the Treasury Board encourages departments to take section 41 into consideration in planning and implementing departmental activities.

29. In the spirit of renewed collaboration between the Treasury Board Secretariat and the Department of Canadian Heritage, both will ensure that they combine their actions in support of Part VII. Hence, harmonized measures are being taken, notably in relation to performance evaluation, in order to better report and communicate results to Canadians through Parliament. This continuous collaboration will allow both departments to establish greater complementarity in their endeavours and demonstrate more coherence in the governance of the official languages program.

## Administrative and parliamentary remedy

30. Under Part IX, the Commissioner of Official Languages oversees compliance with the commitment set out in Part VII. The Commissioner can hear complaints, carry out investigations, make recommendations, and, after carrying out an investigation, refer the report first to the affected institution, then to the Governor in Council. If follow up action has not been taken, the Commissioner may report on the question, to Parliament. The Commissioner may, at any time, make a special report to Parliament referring to and commenting on any matter within the scope of the powers, duties and functions of the Commissioner. Parliamentary committees on official languages also have an important oversight role on compliance with respect to this government commitment.

## Horizontal Coordination

31. This administrative framework is designed to strengthen horizontal coordination for the Act as a whole, so as to decompartmentalize the different components, supporting the Minister responsible for official languages and his colleagues at Treasury Board, Canadian Heritage and Justice. It clarifies for federal institutions the mechanisms in place to support them in their task.

32. The accountability and coordination framework preserves intact the statutory responsibilities of all federal institutions, including the Department of Canadian Heritage and the Treasury Board.

### Responsibilities and support mechanisms

33. Minister responsible for official languages: In April 2001, the Prime Minister appointed the President of the Queen's Privy Council for Canada and Minister of Intergovernmental Affairs as Minister responsible for official languages. He was thereby mandated "to consider strong new measures that will continue to ensure the vitality of minority official-language communities and to ensure that Canada's official languages are better reflected in the culture of the federal public service." That mandate included, in addition to coordinating files where official languages issues were raised, a role "at the forefront of the federal government's efforts to promote bilingualism."

34. The Minister is responsible for facilitating the development of this accountability framework for the official languages policy and for the implementation of the Action Plan to strengthen the official languages program. This new coordination role will help the Government retain an overall approach to actions taken by federal institutions to enforce the

*Official Languages Act* and contribute to the advancement of English and French in Canadian society.

35. The Minister responsible for official languages will be supported by the ministers of Canadian Heritage and Justice, the President of the Treasury Board, and other sectoral ministers with a role to play in the implementation of the Action Plan.

36. In accordance with the mandate he has received from the Prime Minister, the Minister responsible works with the President of the Treasury Board, the Minister of Justice and the Minister of Canadian Heritage to:

- communicate the priorities of stakeholders (communities, Commissioner of Official Languages, parliamentary committees, etc.) to the government;
- raise with colleagues issues relevant to official languages;
- reflect the Government's viewpoint properly on topical questions with official languages repercussions;

- consult minority communities and other key stakeholders, including the Commissioner of Official Languages, at least once a year;
- coordinate the presentation to the government of interim and final reports on the implementation of the Action Plan.

37. Moreover, the Minister responsible :

- supports ministers with legislative or sectoral responsibilities;
- coordinates internal discussions of how to respond to reports by the Commissioner of Official Languages and parliamentary committees; and
- coordinates implementation of the Action Plan, notably the sharing of research tools and evaluation measures.

38. Committee of Deputy Ministers on Official Languages (CDMOL): CDMOL is a high-level forum on official languages, notably regarding institutional bilingualism, minority official language community development and promotion of Canada's linguistic duality. Members are appointed by the Clerk, and the Committee is chaired by the Deputy Minister of Intergovernmental Affairs in the Privy Council Office.

39. CDMOL supports federal institutions and the Clerk by facilitating information-sharing on, for example:

- current government activities in the official languages field;
- perceptions and priorities of minority communities, the Commissioner of Official Languages, etc;
- evolution of case law and its implications for management of government operations;
- harmonization of existing coordination networks, such as official languages champions and national coordinators;
- and as required, holds meetings with minority groups.

40. It advises the Minister responsible, the President of the Treasury Board, the Minister of Canadian Heritage, the Minister of Justice, and other Cabinet members as required, in order to foster and encourage an overall approach for application of the *Official Languages Act*. Among other things, CDMOL may:

- provide advice on priorities brought to its attention by the Government, communities or the Office of the Commissioner of Official Languages;

- signal issues or files likely to have official languages repercussions;
- highlight synergies between the different parts of the Act and the Action Plan;
- facilitate coordination of responses to criticism of government activities in the area of official languages.

41. In addition, it supports the Minister responsible, the President of the Treasury Board, the Ministers of Canadian Heritage, Justice, Human Resources Development, Health, Citizenship and Immigration, and Industry, in order to ensure coordinated implementation of the Action Plan.
42. The Minister responsible and CDMOL are supported by the Intergovernmental Affairs Secretariat.
43. Lead departments - The departments of Canadian Heritage and Justice, the Treasury Board Secretariat and the Privy Council Office combine efforts to ensure enhanced information-sharing and compliance of government documents, policies, programs and initiatives with this framework.
44. In that context, the Justice Department's Official Languages Law Group will identify files with a potential impact on the Government's constitutional and legal obligations on official languages, monitor potentially controversial

files, ensure that policies, programmes, initiatives and government documents are compliant with the *Official Languages Act* and the Constitution, and review government documents from the viewpoint of risk management and legal implications.

## Communication

45. To enhance transparency and support decision-making, the Minister responsible for official languages acts as the Government spokesperson on horizontal questions relating to official languages. In that capacity, he may take measures to ensure that all federal institutions and their employees, as well as the general public, are informed of the Action Plan, including the accountability and coordination framework, government official languages priorities, and the progress of the Action Plan. He also coordinates responses to reports by the Commissioner of Official Languages and parliamentary committees.

## Annex B

# FINANCIAL COMMITMENTS OF THE ACTION PLAN FOR OFFICIAL LANGUAGES

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### Canadian Heritage

#### ■ Education

✓ Targeted Funding – minority language	\$209.0 M
✓ Targeted Funding – second language	\$137.0 M
✓ Summer Language Bursary Program	\$24.0 M
✓ Official Language Monitor Program	\$11.5 M

Total over five years **\$381.5 M**

#### ■ Support to communities

✓ Support to minority communities	\$19.0 M
✓ Intergovernmental cooperation	\$14.5 M

Total over five years **\$33.5 M**

### Treasury Board Secretariat

✓ Investing in Innovation	\$14.0 M
✓ Centre of Excellence	\$12.0 M
✓ Rebuilding Capacity (Public Service Commission)	\$38.6 M

Total over five years **\$64.6 M**

## Health Canada

■ Support to communities	
✓ Networking	\$14.0 M
✓ Training and Retention	\$75.0 M
✓ Primary Health Care Transition Fund (2000 Agreement on Health)	\$30.0 M
Total over five years	<b>\$119.0 M</b>

## Human Resources Development Canada

■ Support to communities	
✓ Literacy	\$7.4 M
✓ Pilot Projects for Child Care	\$10.8 M
✓ Develop NGO Capacity	\$3.8 M
Total over five years	<b>\$22.0 M</b>
■ Economic Development	
✓ Internships	\$7.3 M
Total over five years	<b>\$7.3 M</b>

## Industry Canada

■ Economic Development	
✓ Outreach and Counselling	\$8.0 M
✓ Internships	\$2.0 M
✓ Pilot Projects (Tele-Training and Tele-learning)	\$10.0 M
✓ <i>Francommunautés virtuelles</i>	\$13.0 M
Total over five years	<b>\$33.0 M</b>

■ Language Industry	
✓ Canadian Network of Languages Industries (Coordination and Governance)	\$5.0 M
✓ Marketing and Branding	\$5.0 M
✓ Research Centre for Language Technologies	\$10.0 M
Total over five years	<b>\$20.0 M</b>

### Justice Canada

■ Accountability and Coordination Framework	\$2.5 M
Total over five years	<b>\$2.5 M</b>
■ Support to communities	
✓ Legal Obligations	\$27.0 M
✓ Access to Justice	\$18.5 M
Total over five years	<b>\$45.5 M</b>

### Citizenship and Immigration Canada

■ Support to communities	
✓ Recruitment and Integration of Immigrants	\$9.0 M
Total over five years	<b>\$9.0 M</b>

### Privy Council Office, Intergovernmental Affairs

■ Implementation of the Action Plan for Official Languages, including the accountability and coordination framework	\$13.5 M
Total over five years	<b>\$13.5 M</b>
<b>Total for the Action Plan over five years</b>	<b>\$751.3 M</b>

