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Canadian Heritage
OFFICIAL LANGUAGES

Annual Report 2002-2003

Canada 

A Word from the Minister



The Honourable Hélène Chalifour Scherrer

Over the last few decades, linguistic duality has become an integral part of Canadian identity. The February 2, 2004, Speech from the Throne reiterates this message and commits the Government of Canada to nurture this asset, which benefits all Canadians. Our two official languages are fundamental values of Canadian society, which are recognized throughout the world.

The year 2002-2003 was a year of assessment for the official languages support programs. It enabled the Department to evaluate the relevance and success of its interventions and to reflect on what directions to take in connection with the Government of Canada's Action Plan for Official Languages.

Canadian Heritage is completing the renewal of its official languages programs. The renewed programs will enable the Department to continue its support for the development of official-language communities by ensuring that the various community-based initiatives, services provided by provincial and territorial governments, and special contributions by federal departments and agencies all complement one another. Minority-language education will remain a priority to guarantee the future of the communities.

The Department also wants to emphasize promotion of linguistic duality by creating closer ties among Canadians; helping them understand each other better and enabling them to benefit from our rich linguistic duality. The Department will continue its collaboration with the provinces and territories to enhance official-language learning, particularly among young people. It is Canada's young people who are most open to our two official languages and who will be their greatest strength. Young Canadians want to profit from our dual linguistic heritage because it opens doors for them.

This report presents the achievements of the Department's official languages support programs in fiscal year 2002-2003, highlighting major outcomes and accomplishments. The insert presents the main achievements of the 29 designated federal departments and agencies within the accountability framework that the federal government has put in place to implement section 41 of the *Official Languages Act*.

I hope that the report will enable you to better appreciate the Department's contribution to making linguistic duality a rich characteristic of Canadian society.

Hélène Chalifour Scherrer

Minister of Canadian Heritage

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Program Management



“The Government of Canada is committed to enhancing the vitality of the English and French linguistic minority communities in Canada and supporting and assisting their development, and fostering the full recognition and use of both English and French in Canadian society.”

(Section 41 of the *Official Languages Act*)

Renewing the Official Languages Support Programs

On March 12, 2003, after two years of intensive consultation, the Government of Canada unveiled its Action Plan for Official Languages, which provided for reinvestments totalling \$751.3 million over five years. This plan includes an accountability framework that clarifies and assigns the responsibilities of departments and agencies, and improves their co-ordination.

Canadian Heritage retains responsibility for co-ordinating the implementation of section 41. The Official Languages Support Programs Branch devoted most of fiscal year 2002-2003 to evaluating its programs and restructuring them with a view to renewal. This process also covered Young Canada Works activities associated with official languages. At the end of the fiscal year, Treasury Board was about to approve this new structure. The content of this annual report is organized accordingly.

The New Structure Reflects Our Twofold Commitment

The Department of Canadian Heritage will henceforth have two official languages support programs which will provide all of the Branch’s financial assistance for the official languages. This new structure reaffirms our organization’s mandate by reflecting the twofold commitment contained in the *Official Languages Act*, namely to enhance the vitality of Canada’s French and English minority communities, and to foster full recognition and use of both English and French in Canadian society.

The *Development of Official-Language Communities* program has two components. The first, *Community Life*, covers funding that directly supports official-language communities. It also helps provinces and territories to offer services in the minority language and offers an incentive to federal departments and agencies to provide greater support to official-language communities. The second component, *Minority-Language Education*, covers

assistance to provinces and territories for minority-language education and funding of activities supporting education. Bursaries and monitor positions that help people to perfect their first language also come under this component.

The *Enhancement of Official Languages* program also has two components. The *Promotion of Linguistic Duality* component provides funding for activities to promote the two official languages, in particular activities in the voluntary sector. The *Second-Language Learning* component helps provinces and territories to provide second-language instruction. It also grants bursaries and funds monitor positions to enable people to learn their second official language, as well as other activities supporting second-language learning.

Apart from its grants and contributions, the Department devotes considerable resources to research, to some aspects of promoting linguistic duality, and to co-ordinating the federal commitment, i.e., interdepartmental co-ordination.

A CONSIDERABLE AMOUNT OF WORK

Renewal of the official languages support programs in 2003 resulted from three years of effort. In 2001, the Official Languages Support Programs Branch adopted a Results-Based Management and Accountability Framework, and gradually brought its activities into line with it. In 2002 and 2003, the Branch took a results-based approach to evaluating and restructuring its programs and their terms and conditions. In a parallel development, the Branch adopted a Risk-Based Audit Framework that enabled it to identify, evaluate and mitigate the risks associated with delivery of its programs.

OFFICIAL LANGUAGES SUPPORT PROGRAMS RESTRUCTURING INTO TWO PROGRAMS

DEVELOPMENT OF OFFICIAL-LANGUAGE COMMUNITIES:

FOR STRONG MINORITY COMMUNITIES SUPPORTED BY MANY PARTNERS

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

EXPECTED OUTCOMES

In the medium term

- Members of minority communities:
 - have greater access to quality education in their language, in their community;
 - have greater access to programs and services offered, in their language, by federal departments and agencies, provincial/territorial governments and municipalities;
 - have a greater ability to live in their own language, to participate in Canadian society and to ensure their long-term development.
- The multiple partners working to foster community growth and vitality work together to better co-ordinate and target their efforts to support the development of official-language minority communities.

In the long term

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

TWO NEW PROGRAM COMPONENTS (REGROUPING THE FORMER COMPONENTS BELOW)

Community Life

- Support for Official-Language Communities;
- Federal-Provincial/Territorial Agreements on the Promotion of Official Languages;
- Interdepartmental Partnership with Official-Language Communities;
- Young Canada Works (Youth Employment Strategy) components.

Minority-Language Education

- Federal-Provincial/Territorial Agreements on Education;
- Official-Language Monitors;
- Summer Language Bursaries;
- Language Acquisition Development Program.

OTHER ACTIONS

Co-ordination of the federal commitment
Research

ENHANCEMENT OF OFFICIAL LANGUAGES:

LINGUISTIC DUALITY IS RECOGNIZED AND SUPPORTED BY ALL CANADIANS

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

EXPECTED OUTCOMES

In the medium term

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

In the long term

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

TWO NEW PROGRAM COMPONENTS (REGROUPING THE FORMER COMPONENTS BELOW)

Promotion of Linguistic Duality

- Support for Linguistic Duality;
- Co-operation with the Voluntary Sector.

Second-Language Learning

- Federal-Provincial/Territorial Agreements on Education;
- Official-Language Monitors;
- Summer Language Bursaries;
- Language Acquisition Development Program;
- Young Canada Works (Youth Employment Strategy) components.

OTHER ACTIONS

Co-ordination of the federal commitment
Research
Promotion

Improving Management Practices

A number of internal program audits and evaluations were conducted in the 2002-2003 fiscal year. They confirmed the relevance of our interventions and identified areas requiring improvement.

During the 2002-2003 fiscal year, five programs of the Official Languages Support Programs Branch were examined:

- Support for Linguistic Duality Program (internal audit);
- Program for the Integration of Both Official Languages in the Administration of Justice – POLAJ (internal audit);
- Official Languages in Education Program – OLEP (internal audit and evaluation);
- *Intergovernmental Co-operation* component of the Promotion of Official Languages Program – POLP (internal audit);
- Support for Official-Language Communities Program – SOLCP (evaluation).

Management of the first two programs is in accordance with established standards and practices. Thanks to the measures implemented in the last fiscal year, the auditors noted a distinct improvement in the management framework of the Official Languages Support Programs since the audit conducted in 2000-2001.

In response to certain observations made during the audit, the Department initiated discussions that led to the transfer of POLAJ to the Department of Justice in 2002-2003. The associations of French-speaking common law jurists and the centres of jurilinguistics (*Institut Joseph Dubuc* in Saint Boniface, Manitoba, the Quebec Research Centre of Private and Comparative Law at McGill University in Montreal, the Centre for Translation and Legal Documentation at the University of Ottawa, and the *Centre de traduction et de terminologie juridique* of the University of Moncton) will henceforth obtain their funding from the Department of Justice of Canada.

The OLEP evaluation covered the period from 1993-1994 to 2002-2003. The report confirms the program's relevance and the essential role that the Government of Canada plays in the area of official languages education. This evaluation and its recommendations are discussed in more detail in the *Minority-Language Education* and *Second-Language Learning* sections of this annual report.

The internal audit of OLEP and POLP, conducted from October 2002 to January 2003, concerned the program components associated with federal-provincial/territorial relations. From the audit, it could be concluded that the

management framework and practices in effect in the Branch ensure the compliance, efficiency and integrity of the audited programs. The report notes that information used to make decisions and prepare reports is relevant. On the other hand, the established control methods could be improved by adopting a risk management approach. The recommended improvements concern, in particular, updating the terms and conditions of the programs, establishing a formal risk management strategy and improving the accountability mechanisms and the practices or tools associated with results-based management.

These recommendations are in line with our management modernization efforts because when they were made, we were in fact in the process of updating our terms and conditions and creating a risk-based audit framework. We shall examine the best ways to implement these recommendations when it comes time to renew the intergovernmental co-operation agreements.

The SOLCP evaluation covered four financial years, from 1999-2000 to 2002-2003. Here again, the relevance of the Government of Canada's activities and important role is confirmed. The report shows that the program is successful, helping to make community organizations and institutions more stable and improving the services they provide. The *Community Life* section of this annual report describes the evaluation and its associated recommendations.

Operational Practices Unit

This group, which was created in the last fiscal year, develops directives, working tools and standards for the Official Languages Support Programs to ensure implementation of management practices that follow the principles of due diligence. The Unit works closely with the Grants and Contributions Secretariat to streamline administrative procedures and reduce the time required to obtain approval of recommendation files. The Unit also leads the Working Group on Operational Practices in discussions of various topics pertaining to grants and contributions.

In the 2002-2003 fiscal year, the Unit analyzed a sample of recommendation files submitted to the Minister to ensure compliance with the terms and conditions of our programs, with Treasury Board policies and with departmental due diligence directives. The Unit also wrote up findings to help program managers prepare recommendation files. These findings helped to identify shortcomings requiring correction and the training needed for ongoing improvement of file quality.

Internal Activities to Support Program Objectives



Section 42 of the Official Languages Act (OLA) gives the Minister of Canadian Heritage a mandate to co-ordinate the implementation of the federal government's commitment contained in section 41 of the Act.

Co-ordination of the Federal Commitment

During the 2002-2003 fiscal year, Canadian Heritage undertook to intensify its consultation work within its own programs in order to be more receptive to what official-language minority communities were saying. It was in this spirit that the Canadian Heritage/Francophone and Acadian Communities Co-ordination Committee was set up. Created at the request of the *Fédération des communautés francophones et acadienne du Canada (FCFA)*, this joint committee had the mandate to provide guidance in establishing policies, programs and services within the Department of Canadian Heritage in order to enhance the vitality and development of Francophone and Acadian communities living in a minority situation in Canada. This committee brings together high-level public servants and community spokespersons from various sectors and regions of the country. It fulfills its mandate through co-ordination, information and liaison activities. It held its first meeting on November 22, 2002 in Ottawa, and the Minister of Canadian Heritage presided at the inauguration of the committee's work. At the meeting, priorities for action were identified, for example cultural diversity, leadership and linking of culture and education. The participants agreed to meet twice a year. As we go to print, a similar committee is being created for the Anglophone community in Quebec.

The Department also continued with its usual work of interdepartmental consultation. The following are some highlights of that work.

Culture

The Department co-ordinated the activities of Francophone working groups in the fields of media arts, visual arts, theatre and publishing, and also supported projects proposed by these groups.

In the field of visual arts, the Department collaborated on the publication of a pan-Canadian study that the Canada Council produced concerning the status of the visual arts in French Canada. It also co-ordinated the development of a memorandum of understanding (MOU) to support artists and professional groups in this sector. The Department took advantage of the official founding symposium of the *Association des groupes d'arts visuels francophones* to lay the foundations of an action plan for this MOU.

The Department also continued the work undertaken in the media arts sector by strengthening its collaboration—in particular through the Interdepartmental Partnership with the Official-Language Communities (IPOLC)—with Telefilm Canada, the Canadian Broadcasting Corporation and the National Film Board of Canada. It also worked with the *Alliance nationale de l'industrie musicale* to lay the foundations for an interdepartmental working group in this area.

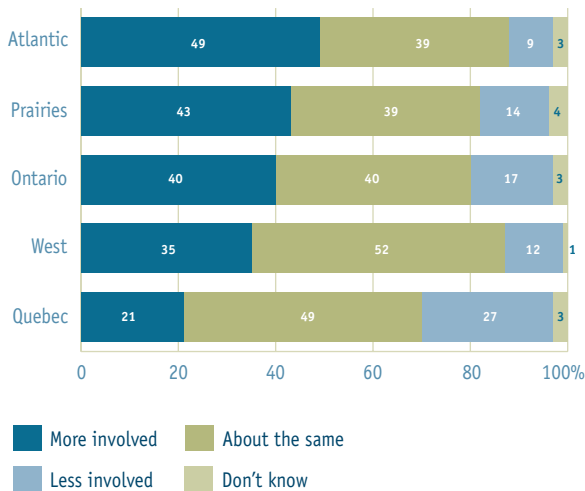
Interdepartmental Co-operation and Action Plans

In accordance with the accountability framework adopted by Cabinet in 1994, the Department received and analyzed the action plans and reports on results of the 29 targeted departments. It also produced its three-year action plan for 2002-2005.

Four meetings of members of the network of national co-ordinators responsible for implementing section 41 of OLA in some 30 federal departments and agencies were organized. One of these meetings took place in a region, to enable a minority-language community to attend and meet the representatives of the departments. This year, the Anglophone community in Quebec presented its development priorities.

INVOLVEMENT OF GOVERNMENT OF CANADA DEPARTMENTS IN OFFICIAL-LANGUAGE MINORITY COMMUNITIES OVER THE PAST 5 YEARS (MINORITY RESPONDENTS)

Compared to five years ago, how involved would you say Government of Canada Departments are in the development of the <Anglophone/Francophone> community?



Communication and Awareness Building

In 2002-2003, three issues of *Bulletin 41-42* were published, and more than 4,000 copies were distributed to the federal public service and associations in official-language minority communities. This publication now contains a section devoted to the Interdepartmental Partnership with the Official-Language Communities (IPOLC).

The Department also took an active part in the work of various committees set up by federal partners to support their co-ordination efforts for the development of official-language minority communities. These partners included Human Resources Development Canada, Health Canada, Citizenship and Immigration Canada and the Treasury Board Secretariat.

In two interdepartmental consultation meetings organized by the regional offices, representatives of the Department and of other departments were able to have discussions with spokespersons from the communities. The first meeting was held with the Franco-Ontarian community in September 2002, and the second with the Franco-Albertan community in October 2002.

Research

During 2002-2003, the Research Unit of the Official Languages Support Programs Branch (OLSPB) continued work on a series of long-term research initiatives intended to contribute to the development of a knowledge-based approach to community development and to the successful promotion of official languages in Canadian society.

Following are highlights from two major research activities in 2002-2003, namely a demographic analysis and a survey of attitudes and perceptions regarding official languages.

Census 2001

Demography Trends, 1996-2001

In December 2002, Statistics Canada released the initial data from the 2001 Census of Canada. In addition to the standard Census products released by Statistics Canada, Canadian Heritage developed and ordered a series of special tables which permitted more detailed analysis of

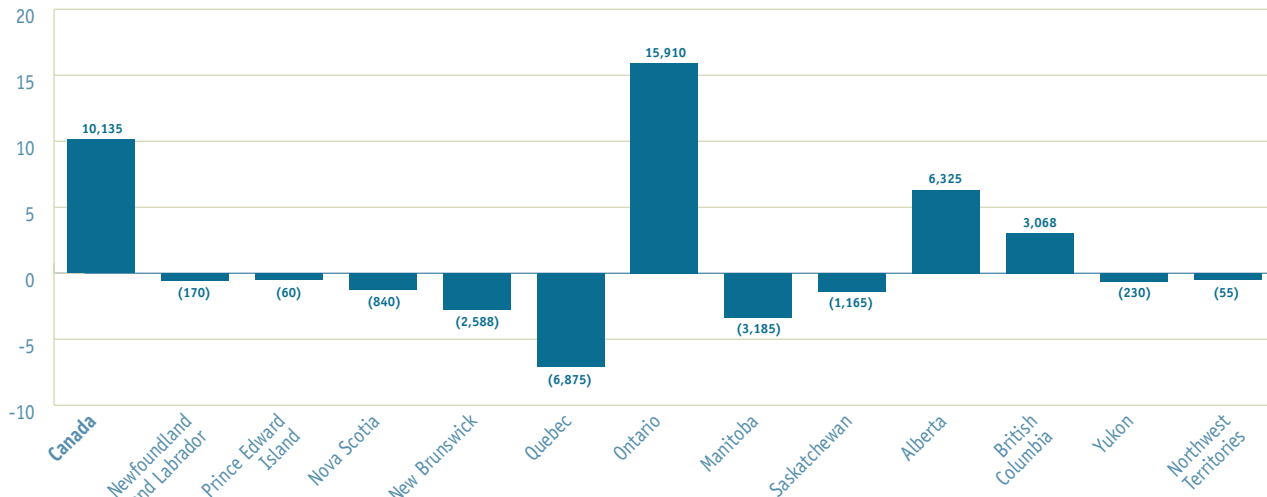
the characteristics and trends experienced by the official-language groups in Canada. Highlights of this analysis include the following observations:

Minority Community Size/Proportion – Using the First Official Language Spoken (FOLS)¹ language definition, it can be observed that the Official-Language Minority Communities (OLMCs)² grew slightly in size from 1,896,000 in 1996 to 1,907,000 in 2001 while their relative weight in the Canadian population dropped slightly from 6.6% to 6.4%. Francophones outside Quebec increased their

1 On the Census, Statistics Canada has traditionally asked three language questions (knowledge of languages, mother tongue and home language). FOLS is derived from these three questions. Unless otherwise noted, the population figures in this analysis are based on the FOLS definition, with dual responses distributed equally. For the 2001 Census, a question on the use of languages at work was added.

2 The Official-Language Minority Communities include Anglophones in Quebec and Francophones in the rest of the country.

CHANGE IN SIZE OF OFFICIAL-LANGUAGE MINORITY COMMUNITITES BY FIRST OFFICIAL LANGUAGE SPOKEN BY PROVINCE/TERRITORY, CANADA 1996-2001



Based on data from the Census of Canada, Statistics Canada.
Multiple responses have been assigned proportionally.

The chart above illustrates the fluctuations in the OLMCs between 1996 and 2001. The year 1996 is located at 0, and data for each province and territory are represented by losses, in parenthesis, or by gains for the OLMCs populations.

numbers from 971,000 to 988,000, while the number of Quebec Anglophones dropped from 926,000 to 919,000.

Immigration – Although not traditionally a major beneficiary of immigration, Francophone communities outside Quebec received a relatively high number of immigrants in the 1996-2001 period. The number of Francophones outside Quebec who are immigrants rose from 72,000 (7.4%) in 1996 to 87,000 (8.9%) in 2001. This increase of 15,000 accounts for more than 90% of the population growth for Francophones outside Quebec over the 1996-2001 period. Quebec Anglophones continue to be the Canadian population with the highest proportion of immigrants with nearly one-third (30.9%) born outside Canada. The actual number of immigrants within the Quebec Anglophone group rose by 7,500 between 1996 and 2001. Without these new arrivals, the size and weight of Quebec’s Anglophone communities would have diminished even more than they did.

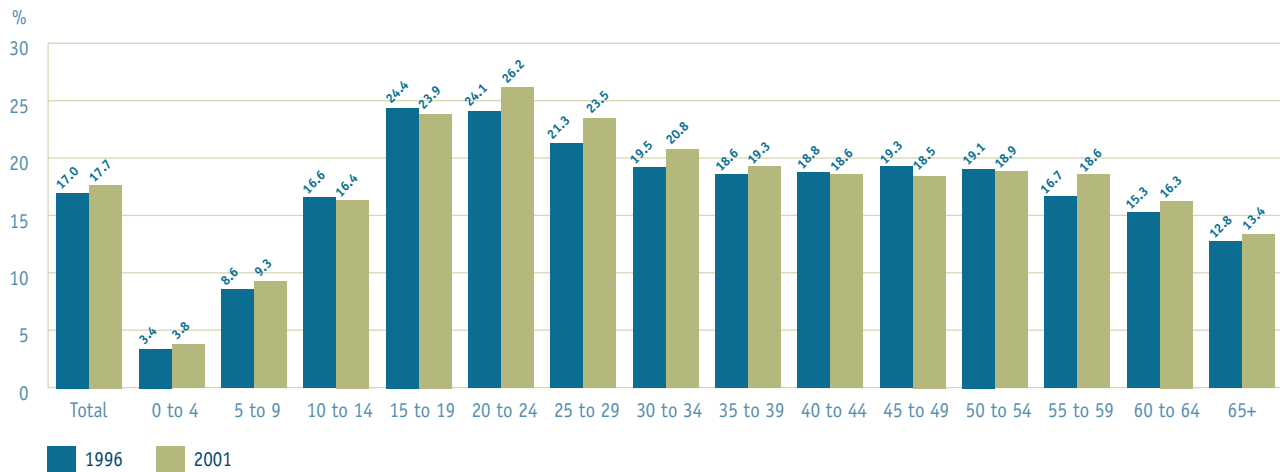
Ageing – The OLMCs continue to age at a faster rate than their majority-language neighbours. There are relatively fewer children (0-14 years) in the OLMCs (15.3%) than in the majority-language groups (19.6%) and substantially more seniors. This aging trend presents a demographic challenge for the OLMCs, particularly in the West where

the proportion of children in the OLMC is less than half that of the majority-language groups. At the other end of the age spectrum, 13.9% of OLMCs were over 65 in 2001, as compared to 11.7% in the majority-language groups.

Socio-Economic Status – Both OLMCs show substantially higher levels of unemployment (9.4% for Quebec Anglophones, 8.3% for Francophones outside Quebec) than their respective majorities (8.0% for Quebec Francophones, 7.1% for Anglophones outside Quebec). An inter-generational analysis of Anglophones and Francophones in Canada shows important improvement in the economic situation of Francophones living in a minority situation.

With respect to education, the younger groups (25-44) within the OLMCs show substantially stronger proportions of higher levels of education attainment (post-secondary degree, diploma or certificate) than their older counterparts. In fact, data show that the level of educational attainment for the minority is virtually identical to that of the majority. Similarly, comparison between the older group and the younger group indicates that the schooling gap has been almost eradicated within a generation.

PROPORTION OF ENGLISH-FRENCH BILINGUALS IN CANADA BY AGE GROUP



Source: Statistics Canada, 1996 and 2001 Census of Canada, 20% sample.

Bilingualism – The level of English-French bilingualism continued to rise among Canadians during the 1996-2001 period. In 2001 there were 5.2 million Canadians (17.7% of population) capable of conversing in English and French. Although these are the highest levels in Canada’s history, a decline in the proportion of youth bilinguals is cause for concern. As the graphs here illustrate, English-French bilingualism is most frequently found in the teenage and early adult age cohorts.

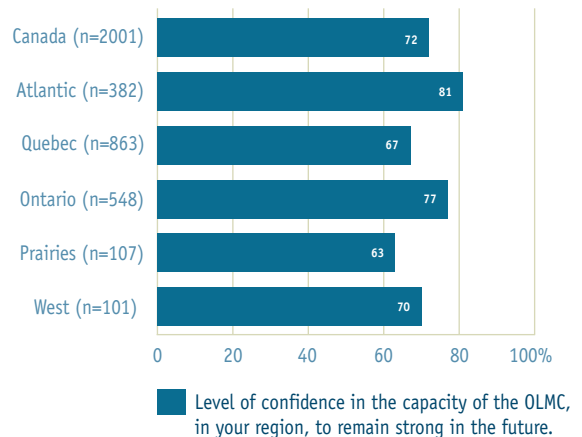
Survey on Attitudes and Perceptions Towards Canada’s Official Languages

In the fall of 2002, the Official Languages Support Programs Branch sponsored a general survey on the attitudes and perceptions of Canadians on official languages. The survey, conducted by GPC International, was designed to support various evaluation exercises underway at Canadian Heritage and to gather benchmark data describing community experiences and linguistic vitality.

Community Confidence – Among the key findings were that the Official-Language Minority Communities (OLMC) were somewhat confident in the future of their communities. Nearly three-quarters (72%) expressed confidence in the capacity of the minority community to remain strong in the future. On a regional basis, Francophones and Acadians in the Atlantic region

CONFIDENCE

Canada’s Official-Language Minority Communities (OLMC)



Source: Official Languages Support Programs, Canadian Heritage, 2003. Based on data from the GPC International Survey, 2002.

expressed the highest level of confidence in their future while Francophones in the Prairies were the least confident of their community’s capacity to remain strong in the future.

Majority-Minority Relations – Across regions, there was a consensus among minority communities that the majority’s attitude toward the minority was stable or improving. In every region, more than 80% agree that the majority’s attitude was either more positive or about the same. Generally, the majorities concurred with the perception of the minorities.

ATTITUDES AND PERCEPTIONS TOWARDS CANADA’S OFFICIAL LANGUAGES – THEMES OF THE SURVEY*

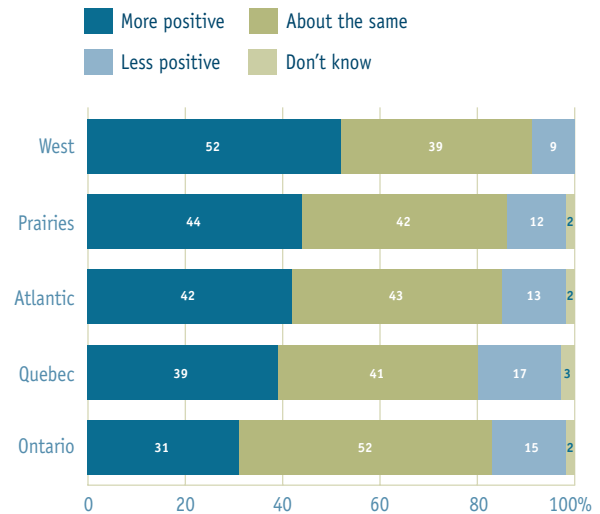
- Education of members of official-language minority communities
- Second-language learning
- Intergovernmental co-operation
- Interdepartmental co-ordination
- Support for community development
- Promotion of linguistic duality
- Services to the public **
- Participation in the public service **

* Survey conducted by GPC International by means of telephone interviews lasting 30 minutes for respondents from a minority community and 15 minutes for those from a majority community. The sample comprised 2,000 minority-language respondents and 1,150 majority-language respondents.

** In collaboration with the Treasury Board Secretariat.

ATTITUDE OF THE MAJORITY TOWARDS THE MINORITY (MINORITY RESPONDENTS)

Compared to 5 years ago, and again, just thinking of your region, is the attitude of the <Anglophone/Francophone> community towards the <Francophone/Anglophone> community:



Source: Official Languages Support Programs, Canadian Heritage, 2003. Based on data from the GPC International Survey, 2002.

Promotion

Linguistic duality is an asset for Canada and for its population. We have solid expertise in two fields: linguistic planning (organization and regulation of language over a territory in order to meet the various linguistic needs of a population and to give value to this resource which is language), and second-language teaching. The presence of two official languages fosters openness towards other cultures, integration of immigrants and welcomes tourists. This cultural openness can offer multiple advantages, for example, facilitating the conquest of new markets for our businesspeople. The Official Languages Support Programs Branch therefore works to promote this unique duality.

Making Your Organization Bilingual

The success of the document *How to Make Your Organization Bilingual*, published in 1998, has encouraged the Department to use new information and communications

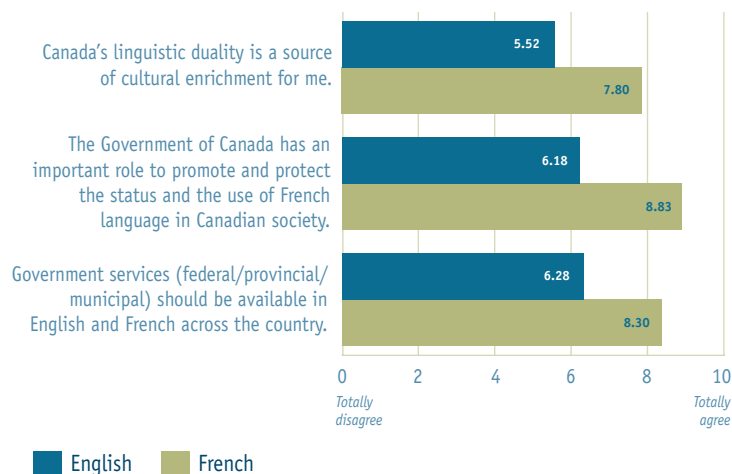
technologies to increase the usefulness of this publication, which is now called *Making Your Organization Bilingual*.



During the 2002-2003 fiscal year, the Department created and completed the contents of the publication to make it accessible on the Web as a real transition tool. The site www.canadianheritage.gc.ca/guide will be put on line during the next fiscal year. The site is intended for any organization wishing to improve the quality of its bilingual services or to foster an organizational culture favourable to the use of the two official languages. It will offer practical advice and strategies to facilitate communications and the transition to a bilingual organization, a series of information sheets that can be printed and photocopied,

OPINIONS ON BILINGUALISM AND LANGUAGE POLICY IN CANADA (MAJORITY RESPONDENTS)

On a scale of 0 to 10, where 0 means totally disagree and ten means totally agree, please tell me how much you agree or disagree with the following statements regarding bilingualism and language policy in Canada.



and general documentation that can be adapted according to need. The site will also contain a set of hyperlinks that will be useful in this context.

Council of Europe

Canada contributed to a paper published in 2003 by the Council of Europe. A study by Stacy Churchill, of the Ontario Institute for Studies in Education, is included in a very large editorial work entitled *Guide for the Elaboration of Language Education Policies in Europe—From Linguistic Diversity to Plurilingual Education*. This work is intended for those who influence, formulate and implement educational linguistic policies at all levels. Mr. Churchill's study, titled *Language Education, Canadian Civic Identity and the Identities of Canadians* discusses the complex relations that have developed in Canada between identities and language

teaching policies. The study opens up avenues of reflection on the means that Europe can use in developing policies to foster multilingualism, and on the length of time required for such policies to produce results. This study is available at www.coe.int in the index under Language Policy (Policy Development Activities, Studies on Language Policy, Reference Studies).

Forum on Linguistic Duality

On November 27 and 28, 2002, at the National Arts Centre in Ottawa, an important forum was held, organized jointly by Canadian Heritage and the Office of the Commissioner of Official Languages. Forum participants were asked to think ahead to the future, to the year 2012, to try to develop a vision of the real equality of French and English in Canada, and a strategy to realize that vision.

The participants discussed the values on which linguistic duality must be based, current challenges, and the levers and strengths that we presently possess. The values of respect, tolerance, openness to diversity, and equality were identified as of primary importance. Trends towards a lesser demographic weight for Francophones and linguistic transfer, competitive pressures exercised on the education system and increasing immigration offer their share of challenges, but bilingualism and linguistic duality are definite assets in the context of globalization of culture and markets.

The meeting identified strategies for achieving true linguistic duality by 2012. These strategies concerned, in particular: commitment by the media and the private sector; mobilization of young people; creation of partnerships with Aboriginal communities, governments, professional organizations and the business community; increasing the number of exchanges; promoting linguistic duality; and the exercise of leadership by the Government of Canada.

Development of Official-Language Communities Program



THE DEPARTMENT'S STRATEGIC OBJECTIVE

Active Citizenship and Community Participation

EXPECTED OUTCOME

The members of minority communities will have a greater ability to live in their own language, to participate in Canadian society and to ensure their long-term development. They will have greater access to quality education and to other programs and services offered in their language by federal departments and agencies, by provincial and territorial governments and by municipalities.

Community Life

Every province and territory has official-language minority communities. According to the 2001 census, the total population of such communities in Canada is nearly two million. In some parts of the country, these communities are large and are quite concentrated in a particular region; elsewhere, they are smaller and scattered.

This new component groups activities funded by the Support for Official-Language Communities Program (SOLCP), federal-provincial/territorial agreements relating to services in the language of the minority, and the Interdepartmental Partnership with the Official-Language Communities (IPOLC). These activities aim to develop communities and are essential to their vitality.

Community Organizations

The Support for Official-Language Communities Program (SOLCP) plays an essential role in the development and vitality of these communities. In the 2002-2003 fiscal year, the Program was evaluated, and at the end of the fiscal year, the Department was just about to publish the final report of this evaluation, which was carried out by the firm ARC Applied Research Consultants. The Official Languages Support Programs Branch was in the process of planning measures to address the recommendations contained in the report. These recommendations may be summarized as follows.

The evaluation, which covers fiscal years 1999-2000 to 2002-2003, clearly reveals the relevance of the program. Overall, 72% of the community organizations surveyed believe that the Program has contributed

directly to the preservation of existing institutions (daycare centres, community radio stations, cultural centres, community centres and community newspapers were most frequently mentioned). In addition, 60% of these respondent organizations stated that the Program helped to improve them. Many of them indicated that the survival of most community organizations is directly attributable to the Program.

Of all the community organizations surveyed, 80% are of the opinion that the Program has made it possible to preserve such services as libraries, guidance services, programs for children and rooms for community meetings. More than 60% of respondents stated that the Program had made it possible to improve community services (e.g., consultations with members), and more than 70% affirmed that the Program had fostered the creation of new services such as training and communication via the Internet.

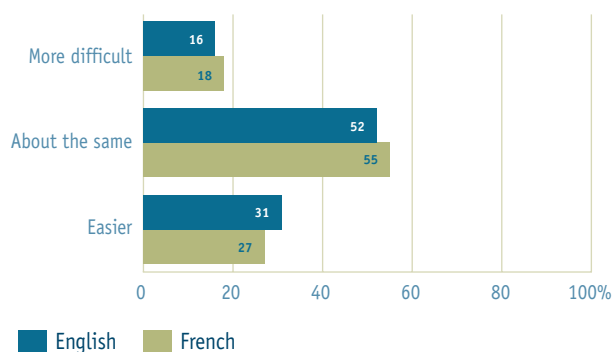
Comments noted during the evaluation of the SOLCP

"Our institutions and community organizations offer services and activities that contribute to the vitality of the community. In remote regions, they permit us to live in our own language."

"It is through our institutions that we succeed in transferring our language and culture to the next generation."

LINGUISTIC SITUATION IN 5 YEARS (MINORITY RESPONDENTS)

Thinking of your region, how easy or difficult do you think it will be to live in (the minority language) in 5 years time?



More than 80% of members of the official-language minority communities expressed confidence that it would be about the same, or easier, to live in their language, in their region, five years in the future.

The major challenges noted by the evaluators concern the design and delivery of the Program. They suggest, in particular, that funding be linked to priorities, that more precise performance indicators be established, and that the mechanisms associated with the Canada-Community agreements formula be improved.

When this document was going to press, measures had already been planned to apply these recommendations in the new agreements for co-operation with the communities.

Working in concert with the academic and community sectors, the Official Languages Support Programs Branch will develop a range of community development indicators to measure the effects of our programs. The Branch will encourage community organizations to target development priorities in their overall plans. Finally, it will make improvements to program delivery and to the agreement management structure.

New Funds

The September 30, 2002 Speech from the Throne reiterated the importance that the Government of Canada attaches to official-language minority communities: "Competitive cities and healthy communities are vital to our individual and national well-being (...). [The federal government] will support the development of minority English- and French-speaking communities, and expand access to services in their language in areas such as health."

In March 2003, the Government of Canada unveiled its Action Plan for Official Languages. In support of community life, Canadian Heritage will receive \$19 million over five years for the development of official-language minority communities. This money will help enrich community life by supporting certain priority areas such as community centres, cultural facilitation and dissemination, and community radio stations. As a result, there will be better access to services and institutions, and greater visibility through community gatherings, mobilization and co-ordination activities.

Some Accomplishments

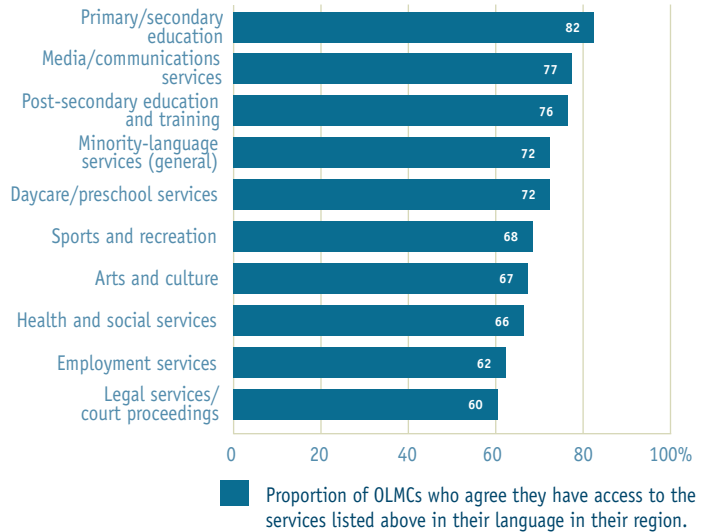
The Agreement for the Development of Francophone Arts and Culture in Canada has been renewed for five years (2002-2007). The parties to this agreement are Canadian Heritage, the Canada Council for the Arts, the National Arts Centre, the Canadian Broadcasting Corporation, the National Film Board and the *Fédération culturelle canadienne-française*. Through this co-operative mechanism, French-speaking communities throughout the country will benefit from the spinoffs of large-scale national or interregional projects, for example the *Biennale du théâtre des régions*, a biennial event at the National Arts Centre in Ottawa, designed to promote regional French language theatre. The initiative *Livres, Disques, Etc.* is another example. This alternative mode of distributing books and other Canadian French-language cultural products (records, games or CD-ROMs) gives French Canadian publishers and authors access to a growing market by encouraging the Francophone and Francophile public's interest in these products, which are now more accessible.

In the Northwest Territories, the *Association franco-culturelle de Yellowknife* has been able to carry out its *Hyper branché* project, making a whole range of computer technology resources available to the Francophones of Yellowknife (photo p.5). Francophones thus have access to training to improve their knowledge of information technology and multimedia, and production of short films. Since it was set up, this project has attracted a large number of participants, who have heaped praises on this initiative.

According to the survey on *Attitudes and Perceptions towards Canada's Official Languages*, more than two thirds (72%) of respondents belonging to an official-language minority community (OLMC) thought that they were generally able to obtain services in their own language over a wide range of general sectors. In more specific sectors, such as elementary and secondary education, media and communications, and post-secondary education and training, access was found to be above average for persons belonging to the linguistic minority. On the other hand, key sectors like legal services, employment assistance services, health care and social services were less likely to be offered in the language of the minority.

ACCESS TO MINORITY-LANGUAGE SERVICES

Official-Language Minority Communities



Source: Official-Language Support Programs, Canadian Heritage, 2003.
Based on data from the GPC International Survey, 2002.

Provinces and Territories

The Department of Canadian Heritage contributed nearly \$13.2 million to the provinces and territories in fiscal year 2002-2003 to help them provide services other than minority-language education.

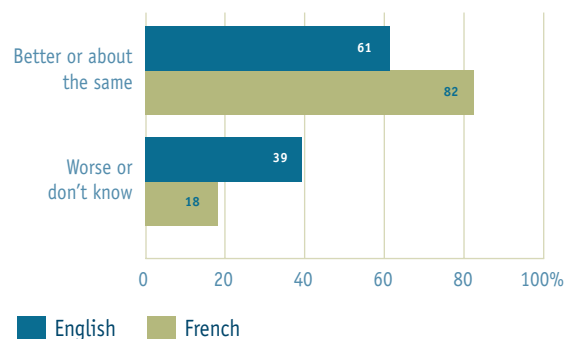
This assistance is made possible through intergovernmental co-operation agreements with the provinces and territories where Anglophones are in the majority. The support enables them to offer a whole range of French-language services at the provincial or territorial level, in particular in the sectors of health and social services, economic development and community development. The Action Plan for Official Languages, announced in March 2003, provides for an additional \$14.5 million over five years, to strengthen intergovernmental co-operation and partnerships between the provinces and territories.

New Brunswick's new *Official Languages Act*, adopted by its legislative assembly in June 2002, came into force on August 5, 2002. The Department of Canadian Heritage granted one million dollars to the New Brunswick Government for the specific purpose of helping that province's municipalities to comply with the new *Act*, which confirms New Brunswick's commitment to the equality of French and English as its official languages, and recognizes that the province's Francophone and Anglophone communities have the same rights and privileges. The *Act* places new, broader obligations on the provincial government concerning services and communications in both official languages, in particular in the health sector, at the Legislative Assembly and in the municipalities.

For Francophone minority communities, 82% were optimistic that access in their language to programs and services from their provincial government would be about the same or better in five years. For Quebec Anglophones, 61% thought that programs/services would be the same or better.

ACCESS TO PROGRAMS AND SERVICES IN ENGLISH AND FRENCH FROM THE PROVINCIAL GOVERNMENT IN 5 YEARS (MINORITY RESPONDENTS)

Five years from now, do you think that the access to programs and services from your Provincial Government in your language will be ...?



Francophone Intergovernmental Affairs

Last year, with the help of Canadian Heritage, the network of government officials responsible for Francophone affairs acquired a national co-ordinator who greatly facilitated intergovernmental co-operation on Francophone affairs throughout fiscal year 2002-2003. The co-ordinator established and maintained links between this network and other governmental, paragovernmental and community networks.

In particular, the co-ordinator helped the Province of Newfoundland and Labrador to organize the 7th Ministerial Conference on Francophone Affairs in October 2002. On that occasion, ministers and elected officials responsible for Francophone affairs signed a declaration of principle in which they recognized that leadership by governments is essential for the future of Canada's Francophones. This conference made it possible to examine current or contemplated activities and strategies and to highlight progress made in the various regions of the country.

Federal Departments and Agencies

In June 2000, the Department of Canadian Heritage created the Interdepartmental Partnership with the Official-Language Communities (IPOLC). This initiative complements funding of partnerships concluded between other federal departments and agencies and official-language minority communities for carrying out large-scale projects to support community development and enhanced vitality.

By the end of fiscal year 2002-2003, the IPOLC had signed 15 memoranda of understanding with 14 federal partners. In 2002-2003, the IPOLC welcomed two new partners, the Department of Foreign Affairs and International Trade and the National Film Board. Additional funds paid this year totalled \$6,316,864, representing 27% of the total cost of completed projects.

The following are some examples of accomplishments that can be attributed to the co-operation resulting from the IPOLC:

- The National Film Board (NFB) undertook a series of activities to encourage young Anglophones and Francophones in minority communities' interest in producing and distributing documentary films. In

THE PROVINCES AND TERRITORIES SUPPORT COMMUNITY LIFE

The following are some examples of what has been accomplished as a result of co-operation between Canadian Heritage and the provinces and territories:

- In Newfoundland and Labrador, the establishment of a French-language school and community centre in St. John's was announced in October 2002.
- The Province of Nova Scotia opened a permanent office for the Office of Acadian Affairs in 2003. The Office has a full-time team of three people who work on promoting French-language services.
- In Ontario, the Victim Services Division of Ontario's Department of the Attorney General provided considerable support to the *Action contre la violence faite aux femmes* organization, greatly improving access to these French-language assistance services.
- In Manitoba, two additional single windows offer the services of three orders of government in an entirely bilingual framework. There are now six such windows, located in Saint-Boniface, Notre-Dame-de-Lourdes, Saint-Pierre-Jolys, Sainte-Anne-des-Chênes, Saint-Laurent and Saint-Vital.
- The Government of Canada, in collaboration with the Government of the Yukon, the *Association franco-yukonnaise* and the French-language school board, made a financial contribution to expand the *Petit Cheval Blanc* daycare centre in Whitehorse.

INTERDEPARTMENTAL PARTNERSHIP, 2002-2003

IPOLC

Departments/Agencies	PCH funds transferred to the departments and agencies	Investments by federal partners	Total
	(\$)	(\$)	(\$)
Agriculture and Agri-Food	107,011	431,622	538,633
Atlantic Canada Opportunities Agency	979,506	1,297,966	2,277,472
Canada Council for the Arts			
Francophones	900,000	900,000	1,800,000
Anglophones	500,000	700,000	1,200,000
Canada Economic Development (Quebec regions)	183,165	183,165	366,330
Canadian Broadcasting Corporation (direct funding to groups)	130,000	130,000	260,000
Citizenship and Immigration	185,586	236,036	421,622
Fisheries and Oceans Canada	124,600	111,600	236,200
Foreign Affairs	107,500	282,500	390,000
Health Canada	1,520,958	2,326,020	3,846,978
Human Resources Development Canada	515,913	482,437	998,350
Industry Canada	535,125	738,140	1,273,265
National Film Board	65,000	65,000	130,000
Telefilm Canada	284,500	87,500	372,000
Western Economic Diversification	178,000	334,385	512,385
TOTAL	6,316,864	8,306,371	14,623,235

Moncton, a number of young people got together in groups to produce short films and discuss them. This was done in connection with the Kino program, which is already very popular in Quebec. The NFB loans the filming and editing equipment. Another aim of the NFB's strategy is to intensify the training of creators. Under a mentoring plan, up and coming filmmakers were able to work with NFB staff on script development, directing, producing and camera direction.

- The Community Loan Fund For Women is a project designed to help English-speaking women who are excluded from traditional businesses in the regions of Argenteuil, Rivière-du-Nord, Pays-d'en-Haut, Laurentides and Antoine-Labelle. The hiring of an Anglophone economic development officer made it possible to create dynamic networks for starting up businesses. In these networks, women can learn to negotiate

THE SEEDS OF SUSTAINABLE PARTNERSHIPS



To date, some 60 federal programs have partnered with the IPOLC to fund worthwhile activities in a variety of sectors: culture, new technologies, health and social services, tourism, agriculture, fishing and human resources development.

financing, keep books, establish priorities, and in short, acquire the skills that are essential for managing a small business.

Minority-Language Education

This new program component groups activities supporting minority-language education that are funded by the Official Languages in Education Program, the Summer Language Bursary Program, the Official-Language Monitor Program and the Language Acquisition Development Program. It aims to increase the provincial and territorial supply of programs and activities to support learning in the language of official-language minority communities, at all levels of education. It also seeks to increase innovative knowledge, methods and tools for minority-language education, and to facilitate their dissemination.

The Official Languages in Education Program (OLEP) was evaluated in the 2002-2003 fiscal year. The evaluation, which was conducted by the firm Prairie Research Associates (PRA) Inc., covers the fiscal years from 1993-1994 to 2002-2003. The evaluators met 128 key people individually, held six focus groups involving students in Grade 11 and Grade 12, and conducted four surveys with about 700 respondents, in addition to reviewing administrative documentation and the relevant literature.

Over the ten-year period covered by the evaluation, nearly two billion dollars were invested in this program,

making it one of the most important in the Department in financial terms. OLEP has essentially retained the same basic structure since its creation. Funds are transferred from the federal government to the provincial and territorial governments in order to support minority-language education and second-language teaching. This last component will be discussed later on in this report.

Since the provinces and territories have jurisdiction over education, these governments must see to the implementation of OLEP-funded activities. A protocol for agreements, bilateral agreements with action plans, and special agreements define the framework for co-operation between provincial/territorial governments and the Government of Canada, and also the activities that are funded. The bilateral agreements are made under the protocol for agreements, and are negotiated for periods of five years. Special agreements are concluded outside the protocol, for targeted actions.

Evaluation of Outcomes

As the fiscal year was drawing to a close, the Department was about to publish the final evaluation report. The Official Languages Support Programs Branch has accepted the recommendations contained in the report, an overview of which follows.

SUPPORT FOR THE ROLE OF THE GOVERNMENT OF CANADA IN MINORITY-LANGUAGE EDUCATION PROGRAMS

How strongly do you support the use of Government of Canada programs to provide for education in the minority language?



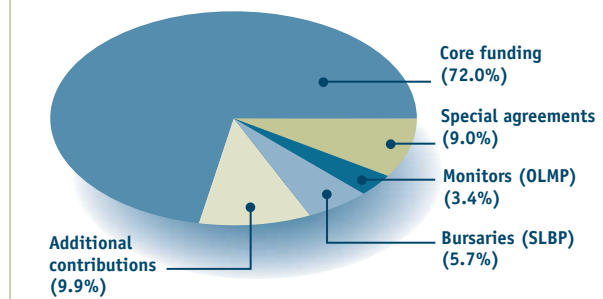
Although Canadians are not very aware of the federal government's intervention in minority-language education, they do recognize that it has a role to play in this area.

The evaluation clearly shows OLEP's support of the Department's priorities and strategic outcomes, and confirms that OLEP is a good model for co-operation between the federal and provincial/territorial governments. The evaluators think that this program is a highly relevant vehicle because offering quality minority-language education to people in their own communities is an important factor in ensuring the vitality of those communities.

The evaluators noted that, in the early 1990s, minority-language school boards were virtually non-existent. Although available in some provinces, their structure was incomplete. Today, all provinces and territories have laid the foundation for a minority-language education governance infrastructure, including at the post-secondary level. More intensive recruiting of students has thus been possible; however, this significant progress could not have been achieved without federal support. In general, we note that the numbers of students in minority-language education remain stable, but the performance of the students on provincial and territorial tests is below that of students from majority communities.

Program delivery mechanisms are also highly relevant. Bilateral agreements provide funding for the administration of teaching, program development, teacher training and student support. The chart above refers to this as "core funding," but since 2000-2001, it

DISTRIBUTION OF FEDERAL CONTRIBUTION IN 2002-2003



has been called "funding of action plans" because these activities are now outlined in action plans submitted by the provinces and territories at the time the agreement is signed. In the evaluators' opinion, however, special agreements are flexible and clearly present the expected outcomes. Special agreements are used to fund areas—namely school governance and post-secondary education—that were not of preponderant importance when OLEP was created.

The Official-Language Monitor Program (OLMP) enables post-secondary students to become second-language monitors or monitors of French as a first language in an elementary or secondary school or a post-secondary institution, during the school year, on a part-time or full-time basis. The evaluators conclude that the OLMP's effects are very positive for both students and participants. This program also helps to stimulate interest in the teaching profession, at a time when school boards are concerned about a lack of interest in it.

Recommendations

To achieve the Government of Canada's objectives concerning minority-language education, the evaluators recommended that a targeted intervention be considered. The consolidation of school boards has gradually revealed the particular and ongoing needs specific to minority communities. The evaluators suggest using special agreements to target the program's interventions more precisely and thus meet these needs more effectively. Favoured measures include preparation for attending school, recruiting and retaining students in the system, francization, development of programs adapted for a minority clientele, and access to post-secondary education.

The evaluators also think that the introduction of action plans during the most recent negotiations of bilateral agreements clearly reflects the federal results-based management approach. According to them, however,

The Department funded a number of worthwhile activities in the 2002-2003 fiscal year. These research projects or studies are designed to advance education in minority communities, and to complement the assistance given for education as such. Here are some examples of these activities:

- ❑ The *Réseau des cégeps et des collèges francophones du Canada* is preparing to put post-secondary education services in place among Francophones in minority communities. The *Far Ouest* project brings together several partners from British Columbia (*Éducacentre, Fédération des francophones de la Colombie-Britannique, Réseau femmes* and *Conseil jeunesse*) and *La Cité collégiale* of Ottawa. The objective is to create a community college that will enable Francophones in Western Canada to pursue their studies in French.
- ❑ The *Commission nationale des parents francophones* is doing a study on eligible students which will make it possible to identify potential clients of preschool establishments and schools in minority Francophone communities. The study is based on data from Statistics Canada's 2001 census.
- ❑ The *Fédération nationale des conseillères et conseillers scolaires francophones* has launched a project over two fiscal years, which will examine the administrative, pedagogical and financial needs of the education system. The study, entitled *Pour une véritable école de la minorité : inventaire des besoins des conseils et commissions scolaires hors Québec*, will do a qualitative and quantitative assessment of the operation of school boards and boards of education in recent years, and will prepare an inventory of needs to be met. This study will be followed by a national action plan regarding the issue, which will be produced in collaboration with the authorities concerned and in accordance with the study's recommendations.

these plans often include performance indicators that are difficult to support properly. The greatest challenge at the present time is to adjust the accountability process and to bring information publishing and consultation processes more into line with the commitments contained in the bilateral agreements. The evaluators make the following recommendations which the Department intends to implement when negotiating future agreements:

- a. to clearly establish the outcomes expected in connection with OLEP, and to determine the performance indicators required to measure these outcomes properly;
- b. to specify roles and responsibilities with regard to accountability;
- c. to limit the number of performance indicators in provincial/territorial action plans, in order to optimize measurement of outcomes;
- d. to make information concerning provincial/territorial bilateral agreements and action plans available on the Web.

With regard to the OLMP, which continues to be popular, the evaluators noted a decline in the number of applications. They recommend increasing the number of monitors and raising their salary, to make the program more competitive in comparison with other exchange programs and the labour market. They also suggest reviewing the program's image and identity, to improve its positioning and to encourage more interest among young people.

Finally, the Summer Language Bursary Program (SLBP) has a French as a first language component for Francophones in minority communities who wish to improve their French. The component has been the subject of a study by the Council of Ministers of Education, Canada, which recognizes the relevance of the program and thinks that maintaining it is essential. Nevertheless, the Council recommends important changes, for example improving the promotion strategies and the course design. The evaluation done by Prairie Research Associates (PRA) Inc. concurs with this judgment.

New Funds

The Government of Canada's Action Plan for Official Languages, which was unveiled in March 2003, provides for an additional investment of \$209 million over five years for minority-language education. These funds are in addition to the amounts transferred annually to the provinces and territories for this purpose. They will be used to implement new measures designed to increase the proportion of eligible students in every province and territory by the year 2013. As the then Minister of Canadian Heritage declared when this investment was announced: "We have a duty to help our young people develop their full potential. Today, with these additional measures, we are intensifying our efforts to ensure that young Francophones and Anglophones living in minority situations receive an education that matches their talents and ambitions. Their communities are sure to be enriched by this."

Enhancement of Official Languages Program



DEPARTMENT'S STRATEGIC OBJECTIVE

Connections

EXPECTED OUTCOMES

A greater proportion of Canadians:

- have a working knowledge of both official languages;*
- have a better understanding and appreciation of the benefits of linguistic duality; and*
- accept the rights of linguistic minorities and encourage their participation in Canadian society.*

Promotion of Linguistic Duality

This new component groups the former components Support for Linguistic Duality and Co-operation with the Voluntary Sector, on the basis of two axes: appreciation and rapprochement, and bilingual capability. On the one hand, the component aims to show the advantages of linguistic duality and closer ties among Canadians and to recognize the importance of Canada's Francophone community. On the other hand, it fosters offering services in both official languages, in order to develop some bilingual capability in various organizations.

Appreciation and Rapprochement

In the 2002-2003 fiscal year, the Branch launched a new strategy to diversify the target clientele. It is hoped to promote greater appreciation of linguistic duality and to foster dialogue between our Anglophone and Francophone populations. This initiative is taken in response to a recommendation contained in the audit report on the *Support for Linguistic Duality Program*. Nearly 200 organizations whose activities do not focus on closer ties between official-language communities were asked to find ways of integrating some dialogue between Francophones and Anglophones into these activities.

In the coming years, these groups, which are active in various sectors of our society, will carry out projects that will help Canadians to understand and appreciate the value of linguistic duality in their everyday lives. They will incorporate linguistic duality into approaches to community economic development, artistic and cultural events including festivals, theatrical performances and other productions, and youth-oriented activities. Let us

mention, as examples, the economic development council of the Manitoba Bilingual Municipalities Association, the Northrop Frye International Literary Festival in New Brunswick and the *Association des auteurs et auteures de l'Ontario français*.

The Department's financial support has enabled many organizations to pursue their activities in support of linguistic duality. The following are some examples:

Rendez-vous de la Francophonie

More than 1,300 activities were presented in March 2003, a hundred more than in 2002. Two new partnerships were also concluded, in particular with Canadian Parents for French, the Canadian Teachers' Federation, the *Fédération des communautés francophones et acadienne du Canada* and Richelieu International. New strategies have increased the appeal of this annual event. The organization has also launched an innovative video production competition, bringing young Francophones and Francophiles together to pool their experience within Canada's French-speaking community.



Jeux de la francophonie canadienne

The second *Jeux de la francophonie canadienne*, held August 1 to 5, 2002 in Rivière-du-Loup, Quebec, were a great success. More than 1,200 young people took part in the sports and cultural activities of the games. This event brought together both Francophones and Francophiles (including a delegation of the Francophile team sponsored by Canadian Parents for French). New faces from every part of Canada were thus able to meet and celebrate their attachment to the French language and to the Francophone culture specific to Canada. (Photos pp. 11 and 18)



Canadian Parents for French

This organization promotes bilingualism for children whose parents belong to the Anglophone majority. It has 17,000 members, and celebrated its 25th anniversary in October 2002. On that occasion, the organization held an anniversary conference whose theme was *Celebrating the Past, Reflecting on the Present and Cultivating the Future*. More than 200 delegates came from all parts of Canada to discuss access to instruction in French as a second language, quality and accountability. In plenary sessions, section leaders were able to share their experiences, their challenges and their successes. Their strategies and techniques of representation and advocacy were the subject of practical workshops for volunteers.



Prix Montfort

March 20, 2003 marked the first edition of the *Prix Montfort* awards celebrating the achievements of minority community Francophones and Francophiles who have helped develop closer ties among members of Canada's Francophone community, rally the community and extend its influence in Canada and on the international scene. Twelve organizations or individuals received awards in the following categories: theatre arts, visual arts, literature, youth, communications and new technologies, health, science, rapprochement, cultural diversity; event of the year; extending the influence of the Francophone community on the international scene; and *Prix Montfort* of the year. These awards will be given annually. We should also add that the Commissioner of Official Languages congratulated our Department for this initiative in her 2002-2003 report.

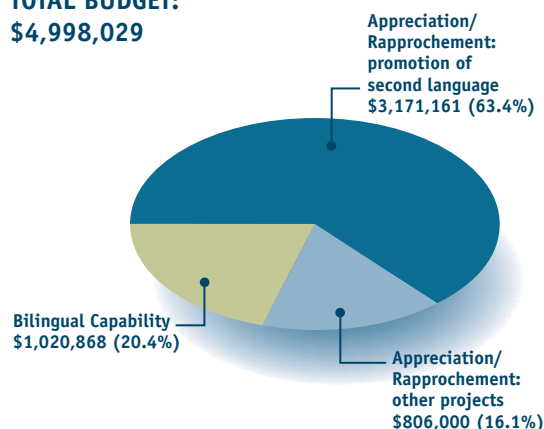
Vive la différence!

Following its *Dialogue* consultations, the *Fédération des communautés francophones et acadienne du Canada* noted that the Francophone population in minority communities is well aware that it must become more open and draw closer to the rest of Canadian society, and is trying to define how to do this. To initiate some movement, the Federation began to organize a symposium on the identity of Canada's Francophone community in minority settings. The symposium *Vive la différence!* took place in the fall of 2003.

This fundamental reflection on the situation in Canada as a whole aims at redefining the concept of community, taking into account present currents and trends that will shape Canada's French-speaking community over the next ten years. Some 50 leaders of Francophone communities were asked to engage in an initial reflection on the subject,

PROMOTION OF LINGUISTIC DUALITY

TOTAL BUDGET:
\$4,998,029



and then to continue the process in their respective communities. This exercise helps people to become aware of the changing reality of Francophone and Acadian communities, and will eventually lead to concrete closer relationships with the Francophones of Quebec, the ethno-cultural communities and the Anglophones.

Bilingual Capability

To help many organizations to offer ad hoc services in both official languages and thus offer a bilingual image to the Canadian public, the Department continued its support for translation and interpretation activities at 65 conferences and with 99 organizations. In addition, the Department supported some larger special projects such as:

Ottawa, a Bilingual City

Financial support of \$466,922 granted by the Department enabled the City of Ottawa to increase its supply of documents, procedures manuals, and bilingual and simultaneous interpretation services at meetings of standing and advisory committees. City staff also benefited from a varied range of language training. A new language skills structure was created in order to determine training needs, address those needs and identify the positions that would have to be officially designated as bilingual. Finally, a pilot project of assistance to business made it possible to analyze the needs and perceptions of entrepreneurs in the Byward Market and the St. Laurent shopping centre. Seventy entrepreneurs took part in this first phase, following which the project team developed a framework for strategic intervention.

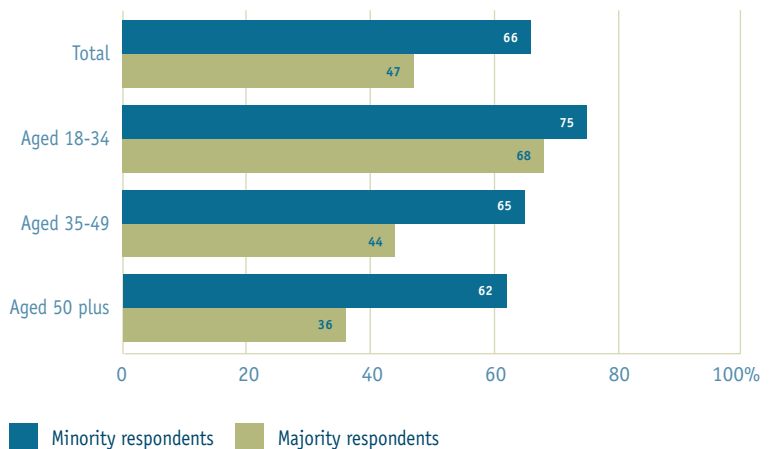
Second-Language Learning

This new program component groups together activities supporting second-language learning funded by the Official Languages in Education Program, the Summer Language Bursary Program, the Official-Language Monitor Program and the Language Acquisition Development Program. The new component is designed to increase the supply of programs and activities supporting the learning of French and English as second official languages. It also aims to increase innovative knowledge, methods and tools for teaching French and English as second languages, and facilitate their dissemination.

The survey on *Attitudes and Perceptions towards Canada's Official Languages* reveals that two thirds of respondents in minority communities and less than half the respondents in majority communities believed that elementary and secondary education had given them a good opportunity to learn the second official language. These responses are troubling. Nonetheless, the distribution of this perception by age shows some progress in recent years. Young people (18-34 years of age) from majority-language communities were twice as likely as older respondents (68% compared to 36%) to react positively to this question.

ELEMENTARY/SECONDARY EDUCATION PROVIDED ME WITH A GOOD OPPORTUNITY TO LEARN MY SECOND OFFICIAL LANGUAGE

Perceptions of Official-Language Minorities and Majorities



Source: Official Languages Support Programs, Canadian Heritage, 2003. Based on data from the GPC International Survey, 2002.

As indicated in the *Minority-Language Education* section, the Official Languages in Education Program (OLEP) also supports second-language instruction, and was evaluated in 2002-2003. The section gives a general explanation of the program and its structure.

Evaluation of Outcomes

The following are the highlights of the evaluation conducted by the firm Prairie Research Associates (PRA) Inc. concerning second-language learning.

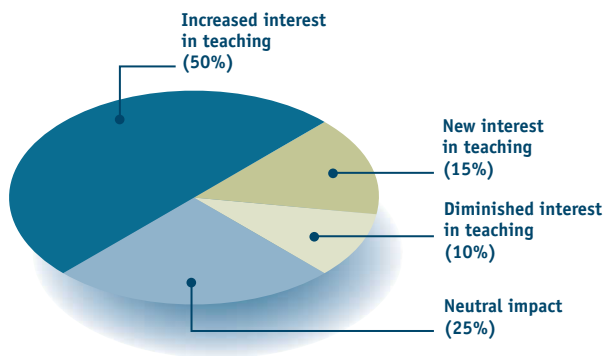
The evaluation clearly shows that OLEP supports the Department's priorities and fosters the attainment of expected strategic outcomes in second-language learning. The evaluators found that the most recent census indicated some decline in bilingualism among young Canadians, coinciding with the reduced funding of second-language programs (core and immersion programs) that marked the 1990s. Since learning a second language enhances the quality of young Canadians' education and makes them more employable, OLEP is, in the evaluators' opinion, the most appropriate tool for encouraging and supporting provincial and territorial second-language initiatives. This is all the more true because interest in immersion programs continues to grow in several regions of the country. However, the evaluators wonder about the effectiveness of the existing second-language core programs.

Yet, despite some shortcomings, the Official-Language Monitor (OLMP) and Summer Language Bursary (SLBP) components were recognized as highly relevant. After existing for a number of years, these two components remain very popular with students, and only manage to meet half the demand for them.

OLMP monitors help students to learn their second language. Moreover, the monitors themselves feel that their work helps them to improve their mastery of their own second language. Among two thirds of the monitors, this experience also develops an interest in the teaching profession or increases an existing interest, which is a fortunate indirect outcome of the program, and an especially valuable one at a time when lack of interest in teaching is of great concern to school boards.

IMPACT ON THE INTEREST OF THE PARTICIPANTS IN TEACHING

Survey of OLMP participants (n=302)

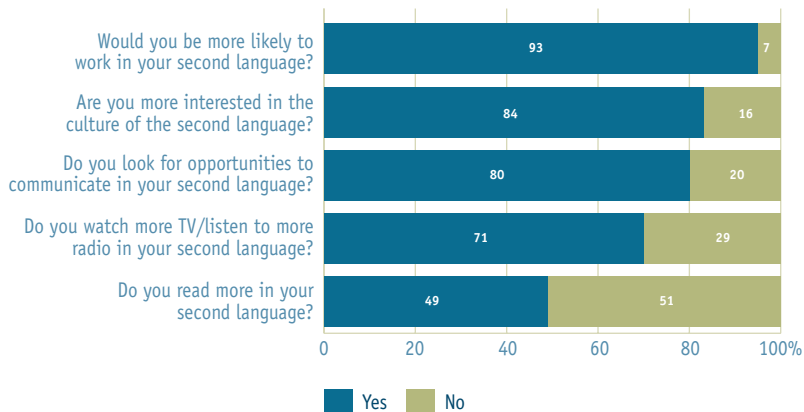


Roughly two-thirds of the respondents indicated that their experience created a new interest in the teaching profession, or increased an existing interest.

As for the SLBP, the evaluation confirmed that the French and English as a second language components not only enabled participants to improve their language skills, but also made them more aware of the culture associated with the second language. The young participants complete the program with confidence that they will be able to use these skills in the workplace.

FOLLOWING YOUR LANGUAGE COURSE

Survey of SLBP participants (n=292)



Recommendations

The evaluators made the following recommendations which have been accepted by the Official Languages Support Programs Branch. The recommendations will be

implemented gradually over the coming fiscal years, in co-operation with the provinces and territories.

- a. To give new impetus to core second-language programs—the evaluators suggest that more support be given to the intensive second-language pilot programs that have been tested in certain regions if these programs produce encouraging results.
- b. To increase the number of bursaries so as to maximize the program's popularity among young Canadians.
- c. To ensure that the amount of the bursaries is sufficient to prevent participating post-secondary institutions from withdrawing from the program.
- d. To increase the number of monitors and also increase their salary in order to make the program more competitive in comparison with other exchange programs and with the labour market.

New Funds

The Government of Canada's Action Plan for Official Languages, unveiled in March 2003, provides for an additional investment of \$137 million over five years for English and French as a second language instruction. These funds are to be used to implement certain targeted approaches, such as renewing instructional tools and approaches, examining alternative methods and giving renewed impetus to immersion.

Added to the amounts transferred annually to the provinces and territories, the new funding is intended to double the proportion of young graduates who have a working knowledge of their second official language by

the year 2013. Moreover, the OLMP will receive another \$11.5 million over five years to increase the number of monitors and raise their salaries by about 10%. The SLBP will be given an additional amount of \$24 million over five years to increase the number of bursaries from 7,000 to 10,000 by 2007-2008.

During the 2002-2003 fiscal year, the Language Acquisition Development Program funded a number of activities, of which the following are some examples:

- Publication of a collection of classroom activities that had been experimented with throughout Canada. Produced by the Research Services of the University of Toronto, the suggested activities are placed in a theoretical context to guide teachers in their choices and enable them to adapt the activities to suit their particular needs. The aim of this project is to offer second-language teachers an additional resource that will both support them in their teaching and help them become familiar with new approaches and techniques, including the use of information and communications technologies.
- The Canadian Association of Second Language Teachers and the Canadian Association of Immersion Teachers held a joint national conference on the theme *A Meeting Place for Languages: Celebrating Our Ties*. The two-day conference presented workshops and discussion sessions for teachers of French as a second language (core French and immersion). The activities preceding the conference were primarily intended for administrators, consultants and university experts working in the field of second-language teaching.

Young Canada Works in Both Official Languages

This program component gives young Canadians an opportunity to improve their knowledge of the official languages and to acquire a new perspective on linguistic duality and diversity in Canada. At the same time, they gain experience in their field of study and discover another region of their country.

In 2002-2003, more than 965 young people benefited from this unique experience. Of this number, approximately 76% worked in their second language, and nearly 89% were located in another region of the country.

The participation of employers from the private, public and non-profit sectors is occupying an increasingly important place in this component. Moreover, the employers' contribution went from \$1.3 million in 2001-2002 to nearly \$1.6 million in 2002-2003, an increase of about 18%.

In the area of special projects, nearly 30 young people provided training to, and helped prepare, delegations of Francophone and Acadian communities participating in the second *Jeux de la francophonie canadienne*.

Financial and Statistical Data

OFFICIAL LANGUAGES SUPPORT PROGRAMS, 2002-2003

Breakdown of Expenditures Based on Program Components

DEVELOPMENT OF OFFICIAL-LANGUAGE COMMUNITIES	
COMMUNITY LIFE	\$
Support for Official-Language Communities	34,746,648
Administration of Justice in the Two Official Languages	649,000
Federal-Provincial/Territorial Agreements on the Promotion of Official Languages (services in the minority language)	13,171,426
Interdepartmental Partnership with Official-Language Communities	6,316,864
Total – Community Life	54,883,938
MINORITY-LANGUAGE EDUCATION	
Federal-Provincial/Territorial Agreements on Minority-Language Education (bilateral and special agreements)	144,819,060
Language Acquisition Development Program (minority language)	1,109,050
Summer Bursaries for Francophones Outside Quebec	515,226
Official-Language Monitors (minority language)	1,742,125
Total – Minority-Language Education	148,185,461
TOTAL – DEVELOPMENT OF OFFICIAL-LANGUAGE COMMUNITIES	203,069,399

ENHANCEMENT OF OFFICIAL LANGUAGES	
PROMOTION OF LINGUISTIC DUALITY	\$
Support for Linguistic Duality (appreciation and rapprochement)	3,977,161
Co-operation with the Voluntary Sector (bilingual capability)	1,020,868
Total – Promotion of Linguistic Duality	4,998,029
SECOND-LANGUAGE LEARNING	
Federal-Provincial/Territorial Agreements on Second-Language Instruction	43,796,843
Language Acquisition Development Program (second language)	344,866
Summer Language Bursaries	11,466,774
Official-Language Monitors (second language)	5,283,475
Young Canada Works in Both Official Languages	3,980,000
Total – Second-Language Learning	64,871,958
TOTAL – ENHANCEMENT OF OFFICIAL LANGUAGES	69,869,987
OVERALL TOTAL	\$272,939,386
Administration Costs of Programs	\$9,774,298

Enrolments in Minority-Language Education Programs

	Enrolments	Grades	Schools		Enrolments	Grades	Schools
NEWFOUNDLAND AND LABRADOR				SASKATCHEWAN			
1970-71r	185	K to 12	1	1970-71	765	K to 12	12
2000-01p	256	K to 12	2	2000-01r	1,254	K to 12	15
2001-02r	250	K to 12	1	2001-02r	1,312	K to 12	16
2002-03e	246	K to 12	1	2002-03e	1,420	K to 12	18
PRINCE EDWARD ISLAND				ALBERTA			
1970-71r	796	K to 12	7	1983-84	1,076	K to 12	9
2000-01p	606	1 to 12	2	2000-01r	3,623	K to 12	30
2001-02r	596	1 to 12	2	2001-02r	3,751	K to 12	30
2002-03e	587	1 to 12	2	2002-03e	3,933	K to 12	32
NOVA SCOTIA				BRITISH COLUMBIA			
1970-71r	7,388	K to 12	32	1979-80	213	K to 12	11
2000-01r	4,109	P to 12	24	2000-01r	2,772	K to 12	45
2001-02r	4,170	P to 12	26	2001-02r	2,788	K to 12	43
2002-03e	4,222	P to 12	28	2002-03e	2,805	K to 12	41
NEW BRUNSWICK				YUKON			
1970-71	60,679	K to 12	196	1984-85	30	K to 8	1
2000-01r	38,692	K to 12	98	2000-01p	112	K to 12	1
2001-02r	37,651	K to 12	93	2001-02r	118	K to 12	1
2002-03e	36,639	K to 12	89	2002-03e	124	K to 12	1
QUEBEC				NORTHWEST TERRITORIES			
1970-71	248,855	K to 11	519	1990-91	63	K to 11	2
2000-01r	103,181	K to 11	363	2000-01r	58	K to 11	1
2001-02r	103,788	K to 11	363	2001-02r	59	K to 11	1
2002-03e	104,553	K to 11	363	2002-03e	61	K to 11	n.a.
ONTARIO				TOTAL – CANADA			
1970-71r	111,455	K to 12	381	1970-71	440,528	–	–
2000-01r	91,999	K to 13	434	2000-01p	252,029	–	1,043
2001-02r	91,194	K to 13	440	2001-02e	251,053	–	1,044
2002-03e	90,735	K to 13	441	2002-03e	250,722	–	1,044
MANITOBA				TOTAL – FRENCH LANGUAGE MINORITY SCHOOLS			
1970-71	10,405	K to 12	49	1970-71	191,673	–	–
2000-01r	5,367	K to 12	28	2000-01r	148,848	–	680
2001-02r	5,376	K to 12	28	2001-02r	147,265	–	681
2002-03e	5,397	K to 12	28	2002-03e	146,169	–	681

See explanatory notes at the bottom of page 25.

Enrolments in Second-Language Instruction Programs in the Majority-Language School Systems

	Total majority-language school population	Second Language		French Immersion		
		Enrolment	Percentage	Enrolment	Schools	
NEWFOUNDLAND AND LABRADOR						
1976-77r	157,486	67,252	42.7	56	1	
2000-01r	90,031	51,837	57.6	5,141	49	
2001-02r	86,536	49,673	57.4	5,190	48	
2002-03e	83,095	47,588	57.3	5,239	48	
SASKATCHEWAN						
1976-77r	217,965	57,023	26.2	338	2	
2000-01r	184,389	86,011	46.6	8,590	66	
2001-02r	182,249	82,087	45.0	8,278	64	
2002-03e	179,835	78,518	43.7	7,924	62	

	Total majority-language school population	Second Language		French Immersion	
		Enrolment	Percentage	Enrolment	Schools
PRINCE EDWARD ISLAND					
1976-77r	27,219	16,507	60.6	304	6
2000-01r	23,062	14,440	62.6	3,527	23
2001-02r	22,943	14,408	62.8	3,569	23
2002-03e	22,782	14,406	63.2	3,614	22

NOVA SCOTIA					
1976-77r	195,738	87,450	44.7	46	2
2000-01r	152,472	85,642	56.2	11,463	108
2001-02r	151,147	84,362	55.8	11,652	109
2002-03e	149,720	83,129	55.5	11,776	109

	Total school population	Second Language		French Immersion	
		Enrolment	Percentage	Enrolment	Schools
NEW BRUNSWICK					
Students in English-language system taking French second-language courses					
1976-77r	109,572	73,430	67.0	2,504	32
2000-01r	86,250	70,344	81.6	22,664	130
2001-02r	86,103	70,448	81.8	24,482	133
2002-03e	85,948	70,447	82.0	26,134	137

Students in French-language system taking English second-language courses					
1995-96r	44,346	30,300	68.3		
2000-01r	38,692	28,308	73.2		
2001-02r	37,651	27,935	74.2		
2002-03e	36,639	27,581	75.3		

QUEBEC					
Students in French-language system taking English second-language courses					
1975-76r	1,155,344	751,239	65.0		
2000-01r	915,769	551,192	60.2		
2001-02r	914,169	541,276	59.2		
2002-03e	912,540	531,631	58.3		
Students taking French immersion					
1988-89r	26,228			26,228	149
2000-01r	40,294			40,294	162
2001-02r	42,037			42,037	164
2002-03e	43,979			43,979	163

	Total majority-language school population	Second Language		French Immersion	
		Enrolment	Percentage	Enrolment	Schools
ONTARIO					
1976-77r	1,867,041	852,184	45.6	12,363	156
2000-01r	1,967,663	1,135,086	57.7	170,803	1,094
2001-02r	1,964,526	1,135,515	57.8	176,442	1,106
2002-03e	1,966,912	1,134,067	57.7	183,729	1,118

MANITOBA					
1976-77r	217,155	86,311	39.7	1,290	14
2000-01r	196,785	89,251	45.4	17,213	97
2001-02r	198,390	87,900	44.3	16,879	97
2002-03e	200,395	86,593	43.2	16,545	96

	Total majority-language school population	Second Language		French Immersion	
		Enrolment	Percentage	Enrolment	Schools
ALBERTA					
1976-77r	441,070	131,274	29.8	5,329	34
2000-01r	546,711	144,063	26.4	26,062	153
2001-02r	553,928	139,491	25.2	25,988	150
2002-03e	561,692	136,037	24.2	25,960	147

BRITISH COLUMBIA					
1976-77r	536,237	153,851	28.7	862	10
2000-01r	631,783	272,049	43.1	30,423	226
2001-02r	640,814	270,965	42.3	30,699	226
2002-03e	649,302	269,406	41.5	30,882	224

YUKON					
1983-84	4,548	2,130	46.8	171	1
2000-01r	5,752	3,489	60.7	244	2
2001-02r	5,740	3,413	59.5	228	2
2002-03e	5,677	3,305	58.2	214	2

NORTHWEST TERRITORIES					
1983-84	12,901	3,500	27.1	151	3
2000-01r	18,689	3,448	18.4	879	5
2001-02r	19,007	3,567	18.8	1,038	5
2002-03e	19,349	3,758	19.4	1,276	5

TOTAL FOR CANADA, STUDENTS TAKING FSL COMBINED WITH STUDENTS TAKING ESL					
1976-77	4,949,683	2,236,760	45.2	23,092	257
2000-01p	4,898,342	2,575,454	52.6	337,303	2,116
2001-02e	4,905,243	2,553,079	52.0	346,480	2,126
2002-03e	4,917,865	2,530,445	51.5	357,272	2,133

Students in English-language system taking French second-language courses					
1976-77	3,787,255	1,527,423	40.3	23,092	257
2000-01p	3,943,881	1,995,954	50.6	337,303	2,116
2001-02e	3,953,422	1,983,868	50.2	346,480	2,126
2002-03e	3,968,685	1,971,232	49.7	357,272	2,133

Students in French-language system taking English second-language courses (Quebec and New Brunswick)					
1976-77	1,162,428	709,337	61.0		
2000-01p	954,461	579,500	60.7		
2001-02e	951,821	569,211	59.8		
2002-03e	949,180	559,213	58.9		

K = Kindergarten
P = Primary
r = Revised
p = Preliminary
e = Estimates from Statistics Canada
ESL = English as a second language
FSL = French as a second language
n.a. = Data not available

Notes

- Minority-language figures for 1970-71 exclude Alberta, for which no figures were available, and British Columbia, Yukon and Northwest Territories, for which there were no minority-language schools in 1970-71. For each of these jurisdictions, the earliest year for which data are available is provided in the tables to establish a reference year.
- Second-language figures include enrolments for the majority-language system (French in Quebec and English elsewhere) except for New Brunswick, where second-language data are provided for both the English-language and French-language school systems from 1995-96 to the present. For all second-language enrolment totals, the French immersion enrolments are included and are given separately as well. Students in French immersion in Quebec's English-language schools are also included in the second-language totals.
- For Canada, second-language totals for 1976-77 do not include Yukon or Northwest Territories, for which no data were available.

Source: Centre for Education Statistics, Statistics Canada.

Allocation of Spending by Province/Territory and Program Component

DEVELOPMENT OF OFFICIAL-LANGUAGE COMMUNITIES

	Component: Community Life				Component: Minority-Language Education						
	Direct Support to Communities	Administration of Justice in the Two Official Languages	Intergovernmental Agreements on Services	Interdepartmental Partnership	Subtotal	Intergovernmental Agreements on Education	Monitors	Bursaries	Language Acquisition Development	Subtotal	TOTAL
Newfoundland and Labrador	955,500		451,000		1,406,500	1,414,500				1,414,500	2,821,000
Prince Edward Island	755,000		1,562,500		2,317,500	1,642,905				1,642,905	3,960,405
Nova Scotia	1,794,255		525,000		2,319,255	4,181,344				4,181,344	6,500,599
New Brunswick	2,767,071		2,209,000		4,976,071	14,299,530				14,299,530	19,275,601
Quebec	3,482,576		—		3,482,576	49,160,912				49,160,912	52,643,488
Ontario	6,202,175		1,115,000		7,317,175	47,746,269				47,746,269	55,063,444
Manitoba	2,365,120		1,350,000		3,715,120	7,401,649				7,401,649	11,116,769
Saskatchewan	2,200,265		342,166		2,542,431	3,381,832				3,381,832	5,924,263
Alberta	2,784,401		320,000		3,104,401	5,439,000				5,439,000	8,543,401
British Columbia	2,466,860		688,325		3,155,185	8,171,574				8,171,574	11,326,759
Northwest Territories	513,427		1,732,835		2,246,262	665,000				665,000	2,911,262
Yukon	360,360		1,425,600		1,785,960	669,532				669,532	2,455,492
Nunavut	242,550		1,450,000		1,692,550	541,513				541,513	2,234,063
National	7,857,088	649,000	—	6,316,864	14,822,952	103,500	1,742,125	515,226	1,109,050	3,469,901	18,292,853
TOTAL	34,746,648	649,000	13,171,426	6,316,864	54,883,938	144,819,060	1,742,125	515,226	1,109,050	148,185,461	203,069,399

ENHANCEMENT OF OFFICIAL LANGUAGES

	Component: Promotion of Linguistic Duality			Component: Second-Language Learning						
	Appreciation of Promotion of Second Language	Promotion and Reapportionment of Other Projects	Voluntary Sector (bilingual capability)	Intergovernmental Agreements on Education	Monitors	Bursaries	Language Acquisition Development	Young Canada Works	Subtotal	TOTAL
Newfoundland and Labrador	123,081			1,785,444					1,785,444	1,908,525
Prince Edward Island	119,508			530,915					530,915	650,423
Nova Scotia	137,100			2,590,105					2,590,105	2,727,205
New Brunswick	136,939			3,955,305					3,955,305	4,092,244
Quebec	—			2,205,588					2,205,588	2,205,588
Ontario	319,056			15,661,995					15,661,995	15,981,051
Manitoba	134,357			3,650,800					3,650,800	3,785,157
Saskatchewan	136,737			1,988,418					1,988,418	2,125,155
Alberta	174,511			4,856,000					4,856,000	5,030,511
British Columbia	274,375			5,626,720					5,626,720	5,901,095
Northwest Territories	35,661			457,000					457,000	492,661
Yukon	—			334,553					334,553	334,553
Nunavut	—	806,000		154,000					154,000	154,000
National	1,579,836		1,020,868	—	5,283,475	11,466,774	344,866	3,980,000	21,075,115	24,481,819
TOTAL	3,171,161	806,000	1,020,868	43,796,843	5,283,475	11,466,774	344,866	3,980,000	64,871,958	69,869,987