



**Canadian
Heritage**

**Patrimoine
canadien**

Evaluation of the Official Languages in Education Program

**Prepared for the Department of Canadian Heritage
by Prairie Research Associates (PRA) Inc.**

June 25, 2003

Canada



TABLE OF CONTENTS

1.0	Introduction	1
2.0	Methodology	2
2.1	The evaluation questions	2
2.2	The research methods	4
2.3	Expected results of the program	5
3.0	Evaluation findings	8
3.1	Program relevance and justification	8
3.1.1	Priorities and strategic results	8
3.1.2	Validity of the OLEP	11
3.1.3	Support and recognition of the federal contribution	14
3.2	Success of Program	16
3.2.1	The supply and quality of programs	16
3.2.2	Second-language learning	26
3.2.3	Stability of school boards and post-secondary institutions	29
3.2.4	Impact of the bursary program (SLBP)	31
3.2.5	Impact of the monitor program (OLMP)	39
3.2.6	Impact on linguistic duality	45
3.3	Design and delivery / Cost-effectiveness	46
3.3.1	Accountability	46
3.3.2	Delivery mechanisms	48
4.0	Conclusions and recommendations	54
4.1	Relevance of and justification for the OLEP	54
4.2	Success of the OLEP	56
4.3	Design and delivery / Cost-effectiveness	59

APPENDIX A

	DETAILED DESCRIPTION OF THE OLEP	63
1.0	The Official Languages in Education Program	64
1.1	Overview	64
1.2	The Protocol	66
1.3	Bilateral / Auxiliary Agreements and Provisional Measures	68
1.4	The Special Agreements	71
1.5	The bursary and monitor programs	72
1.6	Management of the OLEP	75
1.7	Financial resources	76

APPENDIX B

	INSTRUMENTS USED DURING THE CONSULTATIONS	83
--	---	----



SUMMARY

Created in 1970, the Official Languages in Education Program (OLEP) supports the provinces' and territories' delivery of minority-language education and second-language instruction. The OLEP provides financial support for primary, secondary and post-secondary education in the minority language, as well as core and immersion second-language programs. In addition, the OLEP provides financial support for two distinct programs: the Official Language Monitor Program (OLMP) and the Summer Language Bursary Program (SLBP). The Department of Canadian Heritage undertook an evaluation of the OLEP in order to analyse the program's relevance, its success and the effectiveness and cost-effectiveness of its design and delivery structure. The complete list of the evaluation questions is in Table 1, on page 2 of the report.

Methodology

The methodology chosen for the OLEP evaluation includes the following components (see Table 2, page 4, for a detailed description of the methodology):

- A review of the relevant administrative documentation, including the texts of the Protocols and Bilateral Agreements, as well as the activity reports submitted to the Department of Canadian Heritage by the provincial/territorial governments.
- A literature review covering the fields of second-language instruction and minority-language education. This literature review is the subject of a separate report.
- A series of interviews with key stakeholders (n=128) from the Department of Canadian Heritage, the departments/ministries responsible for education in the 10 provinces and 3 territories, (minority and majority) school boards and post-secondary institutions.
- A total of six focus groups of Grade 11 and 12 students were conducted in six jurisdictions.
- Four polls were taken, of participants in the OLMP (n=302) and SLBP (n=301), schools that participated in the OLMP (n=26), and a series of community groups involved in the field of education (n=43).

Description of the OLEP

In the past 10 years, almost \$2 billion has been invested in the OLEP, making this program one of the Department of Canadian Heritage's largest from a financial point of view. The general framework for cooperation between the federal government and the provinces and territories, including the Council of Minister of Education, Canada (CMEC), is established by a Protocol for Agreements between the Government of Canada and the Provincial/Territorial Governments for Minority-Language Education and Second-Language Instruction. These protocols, which are normally for five years, establish among other things the financial framework for each of the provincial and territorial jurisdictions.



Canadian
Heritage

Patrimoine
canadien

Canada

Pursuant to the Protocol and through a series of Bilateral Agreements, the OLEP transfers funds to the provincial/territorial governments to support the delivery of minority-language education and second-language instruction programs. Contribution agreements have also been signed between the Department of Canadian Heritage and the CMEC through which the CMEC undertakes to administer the bursary (SLBP) and monitor (OLMP) programs. The bursary program (SLBP) allows young people at a post-secondary institution to take a five-week summer course to improve their second language, or their mother tongue in the case of Francophones from minority communities. The monitor program (OLMP) allows post-secondary students to work during the school year as a second-language monitor or French-mother-tongue monitor in a primary or secondary school. There are part-time and full-time monitors.

In order to compensate for the delays that can be associated with the negotiation of the Protocol and Bilateral Agreements or contribution agreements, provisional measures can be adopted to maintain the funding of activities in progress. The federal government and provincial/territorial governments can also sign Auxiliary Agreements in order to fund projects or activities complementary to projects already included in the Bilateral Agreements.

We should also note that Special Agreements regarding school governance or French-language post-secondary education have been signed between the Department of Canadian Heritage and certain provinces and territories. These agreements are completely independent of the Protocol and funded through separate funds.

Since education is an area of provincial/territorial jurisdiction, it is up to these governments to see to the implementation of the activities funded by the OLEP. An important tool for managing these activities is the action plan developed by each of the provincial/territorial governments. These action plans appeared with the signature of the most recent Protocol (1998-2003). They normally contain a preamble explaining the context of minority-language education and second-language instruction and include a description of the activities to be undertaken, expected results, performance indicators and breakdown of financial contributions.

The budget for the most recent Protocol, covering fiscal years 1998-1999 to 2002-2003, totalled \$880.8 million. This was 11% less than that of the previous Protocol, for 1993-1994 to 1997-1998, which totalled \$988.3 million. The bulk of the federal contribution is used for what was historically called “Core Funding,” and since 2000-2001 has been called “Action Plan Funding.” For reference, in 2002-2003, Core Funding represented 72% of the total OLEP budget. The Supplementary Contributions (for the Auxiliary Agreements or special projects) mobilized some 10% of resources, the Special Agreements, 9%, and the bursary and monitor programs, 9% as well.

Almost 80% of Core Funding goes to Quebec, Ontario and New Brunswick. These provinces account for 93% of the enrollment in the official language minority system and 70% of the enrollment in (core and immersion) second-language programs.



Canadian
Heritage

Patrimoine
canadien

Canada

In March 2003, the federal government announced its intention to invest \$381.5 million over five years in official languages in education in Canada.

Evaluation findings

The evaluation findings, presented in section 4.0, are based on the methodology described in the previous section.

Program justification and relevance

▸ *Strategic priorities and results*

The promotion of the official languages and the vitality of the official language minority communities are federal objectives recognized in, among other things, the Constitution of Canada and the Official Languages Act. According to a number of stakeholders, the OLEP is one of the best ways available to the federal government to pursue these objectives. Some stakeholders noted that the legislative and political context surrounding the OLEP has evolved in the past 30 years. Today, the provincial and territorial governments have a constitutional obligation to offer minority-language education (section 23 of the Canadian Charter of Rights and Freedoms). There is however no corresponding obligation with respect to second-language instruction.

Offering members of official language minority communities a quality education in their own language in their own community is a major factor contributing to the vitality of these communities. In the current legislative context, some stakeholders suggest that the federal intervention in minority-language education should be targeted at fields connected or complementary to the organization of a minority-language curriculum. The fields identified during the consultations include refrancisation, promoting cultural activities, and recruiting and retaining students. Stakeholders also mentioned the importance of the federal government's sustaining its efforts in fields complementary to section 23 of the Charter, such as preschool and post-secondary.

As for second-language instruction, the September 2002 Throne Speech was invoked frequently during the consultations. At that time, the federal government had indicated its intention of “doubling within ten years the number of high school graduates with a working knowledge of both English and French.” Data from the past three censuses indicates that the general level of bilingualism increased between 1991 and 2001, from 16.7% to 17.7%. This trend is not however reflected among young Anglophones between the ages of 15 and 19. Between 1996 and 2001, the bilingualism rate of this group went from 16.3% to 12.9%.

This downward trend among a group that represents an OLEP target group attracted the attention of a number of respondents during the consultations. A number of them mentioned that the OLEP cuts during the 1990s (the program's budget was cut by 35% between 1993-1994 and



Canadian
Heritage

Patrimoine
canadien

Canada

1998-1999) had produced corresponding cuts in the support programs for second-language instruction.

▶ *Validity of the OLEP*

The bulk of the resources allocated to the OLEP are used to contribute to the supplementary costs related to the delivery of minority-language education and second-language instruction. The concept of supplementary costs was recognized in the 1960s (in the Report of the Royal Commission on Bilingualism and Biculturalism) and remains one of the cornerstones of the OLEP.

The idea that supplementary costs should be considered an integral part of minority-language education and second-language instruction gives the federal intervention an ongoing nature. The activities covered by the Bilateral Agreements (Core Funding) cover fields such as the administration of education, program development, teacher training and student support. In all cases, these are ongoing activities.

Although responsibility for the supplementary costs lies with the provinces and territories because education is their exclusive jurisdiction, the consultations revealed that there is a very clear expectation on the part of the provinces and territories that the federal government will maintain its involvement so as to compensate, at least in part, for these supplementary costs.

The Special Agreements formula has been used to fund fields that were of lesser importance when the OLEP was established: school governance and post-secondary education. In most jurisdictions, school governance is still in the consolidation phase. A number of structures have been set up in the past five to seven years. Given this, a vast majority of the stakeholders felt that the federal intervention remains extremely relevant, and felt the same about post-secondary education.

A number of stakeholders noted that the range of programs offered in minority settings remained limited. Some stakeholders felt as well that the Special Agreements formula presented a number of attractions, including that it was flexible and that the expected results were clearly established. It was thus a formula that should not only be preserved, but expanded in order to cover complementary fields such as school governance and French-language post-secondary education.

With regard to second-language instruction, a number of stakeholders felt that federal and provincial/territorial governments should combine their efforts in order to give new impetus to this discipline. While immersion programs seem to be giving satisfactory learning results, the same is not true of core second-language programs. Almost 90% of students registered in second-language courses are in core programs (English courses in Quebec and Core French in the other provinces/territories). According to a number of respondents, these programs give mixed results and it is unlikely they are contributing to the federal objective of increasing the number of students with a working knowledge of the two official languages.



► *Support for and recognition of the federal contribution*

The predominant role of the provinces and territories in the field of education and the very structure of the OLEP (which is essentially a transfer program to the provinces and territories) affects the visibility of the federal contribution to minority-language education and second-language instruction.

A recent public opinion poll shows that Canadians from official language majority communities have some knowledge of this federal contribution, both to minority-language education and second-language instruction (level of familiarity between 30% and 50%). Canadians from official language minority communities are more familiar with the federal contribution (level of familiarity between 45% and 60%).

The poll also sought to gauge the level of Canadians' support for this federal intervention. On this point, Canadians from official language minority communities indicated strong support (between 8 and 9 on a scale of 0 to 10). Canadians from official language majority communities indicated significant support, although not as strong, between 7 and 8 for federal intervention to support minority-language education and between 5 and 7 for federal intervention to support second-language education.

Program success

An important objective of the evaluation was to determine the extent to which the OLEP had attained the expected results, both for minority-language education and second-language instruction.

The past decade of the OLEP's implementation took place without the federal government's articulating this program's results and the performance indicators meant to measure these results. The results that we sought to evaluate through this evaluation were articulated and communicated to the partners at the beginning of this evaluation.

► *Second language*

The offer of second-language courses varies significantly across the country. For example, while the core second-language course is mandatory from grades 1 to 10 in New Brunswick, it is optional throughout primary and secondary in Alberta. Immersion programs are always optional. Across the country as a whole, slightly more than 50% of young Canadians were registered in a (core or immersion) second-language course in 2001-2002. Over a ten-year period, there are significant regional fluctuations in enrollment in second-language programs that, often, reflect the reorganization of second-language instruction and minority-language education programs. Thus, some drops in immersion programs could be explained by a transfer of students from these programs to the minority system. In the same vein, a drop in enrollment in core second-language programs could be in part be compensated for by an increase in enrollment in immersion programs.



As for the quality of second-language programs, which is measured primarily by the students' command of their second language, it is made particularly difficult by the fact that there is not, at the present time, a tool to measure second-language proficiency consistently across the country. The consultations conducted as part of this evaluation did however serve to explore certain hypotheses. In the case of immersion programs, these consultations, and a literature review, indicate that this is a model that gives good results. Normally, students who complete such a program have a working knowledge of their second language.

The results for core second-language programs are more mixed. A number of stakeholders noted that, even after several years in a core program, the average student will have acquired a limited and non-working knowledge of the second language. This, according to the respondents, could have a negative impact on these young peoples' interest in the second language. It was noted however that reforms had recently been introduced to the core programs of certain provinces, such as Newfoundland and Labrador, Quebec and Saskatchewan, in order, among other things, to test the intensive second-language model.

Learning English or French as a second language is still an important objective for Canadians, so it is not surprising that interest in immersion programs continues to grow in many parts of the country while interest in core programs appears to be diminishing.

► *Minority language*

In the early 1990s, minority schools boards were non-existent in a number of provinces and territories and, where a school board did exist, it was often an incomplete structure. Now, all the provinces and territories have established the basis of a governance infrastructure for minority-language education, including at the post-secondary level. The people consulted during this evaluation were unanimous in their opinion that so much progress could not have been made in such a short period without federal support.

These efforts undoubtedly contributed to the gains made in enrollment in the minority system. In a number of jurisdictions where school governance is relatively recent, there has been a significant increase in school enrollment. This is particularly true in Nova Scotia, the Western provinces and the territories, while in Quebec and Ontario (which contain almost 80% of the minority population) there has been little change in the past ten years. It is estimated, however, that roughly half the school population has still not been reached.

Although the majority of the stakeholders think that the quality of minority-language education is roughly comparable to that offered in the majority system, the 1998 version of the provincial and territorial tests in mathematics, reading and writing and science administered periodically by the CMEC reveal that the average performance of Francophone students in minority communities aged 13 to 16 is still below that of their Anglophone counterparts across the country and Francophones from Quebec. The Anglophone community of Quebec experiences the same difficulties, since in recent years the nine Anglophone school boards in Quebec have been systematically at the bottom of the scale.



Canadian
Heritage

Patrimoine
canadien

Canada

In practical terms, operating a minority school board or post-secondary institution means managing programs for a limited clientele with special needs. The lack of a critical mass systematically translates into what are known as supplementary costs, a concept at the basis of the OLEP's very creation. Using this logic, the extent to which supplementary costs can be adequately identified, quantified and funded in large part determines the quality of the programs offered and the stability of the school boards or post-secondary institutions.

The vast majority of stakeholders stressed the positive contribution that the Special Agreements have made and continue to make in this respect. However, as the specific needs related to the establishment of these structures give way to ongoing needs related to their minority character, the role and scope of the Special Agreements will be called on to evolve. A number of stakeholders said they wanted to maintain the Special Agreements formula in order to pursue the objectives and priorities established jointly by the two orders of government.

► *Bursary Program and Monitor Program*

Even after many years, the bursary (SLBP) and monitor (OLMP) programs remain very popular with students. In 2000, some 15,000 applications for a bursary (SLBP) were submitted across Canada, while the program was only able to offer some 7200 positions. A largely similar trend was observed in the monitor program, where 2000 applications were submitted in 1999 for the slightly fewer than 1000 positions available. While demand continues to exceed supply, the gap does seem to be shrinking. The number of annual applications to the two programs is dropping. A number of stakeholders thus feel that the two programs must be modernized to ensure their continued success.

In the case of the bursary program (SLBP), our consultations indicate that participants feel that they improved their second language, or French as a first language, especially their oral understanding and verbal communication. The French as a First Language course, which allows young Francophone to perfect their mother tongue, was questioned a number of times and many would like to see this component modernized. A recent CMEC study suggests that this initiative should be “thematized” to link it directly to areas of interest to the target public. A number of stakeholders also mentioned that the current bursaries are not big enough, which has caused some post-secondary institutions to withdraw, feeling they can no longer offer these language courses.

The participants in the monitor program (OLMP) feel that they help the young students to learn their second language, an opinion widely shared by the school boards that accept these young monitors. Roughly half the monitors also feel that the experience allowed them to improve their own second language. An indirect benefit of the program is that two-third of participants develop an interest, or increase an existing interest, in teaching, a major priority for school boards at the moment. A number of stakeholders also indicated that the pay for full-time monitors is insufficient and should be increased.

Design and delivery / Cost-effectiveness



Canadian
Heritage

Patrimoine
canadien

Canada

The OLEP is perceived as a good model of cooperation between the federal government and the provincial/territorial governments. According to many, the federal government succeeds in pursuing its official languages objectives while allowing the provinces and territories to adapt the program to their specific conditions.

A number of stakeholders lauded the CMEC's contribution to the negotiation of the Protocols and to the administration of the bursary (SLBP) and monitor (OLMP) programs. Some also noted that the increasing use of Special Agreements (outside the Protocol) had minimized the CMEC's role.

The growing importance accorded to accountability and results-based management create major challenges in a program of the scope and complexity of the OLEP. The provincial/territorial action plans introduced following the signature of the most recent Protocol give the provinces and territories the opportunity to present the results they expect to attain through their activities. These action plans modified the expectations in terms of activity reports and results but are not for the moment producing the expected results. Moreover, since the federal government did not clearly specify the major results it was seeking to attain by implementing this program, it was not possible for the provinces and territories to make the link between their activities and results and the program's major results.

The consultations confirmed that the current accounting process poses problems. Significant delays occurred in the production of the annual reports and the information contained in these reports is still largely oriented toward the activities funded by the OLEP rather than the results attained in each jurisdiction. The majority of the action plans contain an excessive number of results and performance indicators. Adequately accounting for all these results would require capabilities and human and financial resources that the provinces and territories do not have. The accounting delays to date have had an impact on the very utility of these reports. In order for this information to be integrated into the very structure of the program's management, it must logically be accessible much more quickly than it is at present.

As for the current delivery mechanisms for the OLEP, most of the stakeholders felt that the current structure should be preserved despite its complexity. A number of stakeholders also mentioned the complementary nature of the Core Funding and Special Agreements. In this context, some did however question the utility of maintaining the Supplementary Contributions, which to this day remain a hybrid tool inasmuch as the funds are within the Protocol but respond to rather specific and special needs.

One of the most sensitive subjects related to the OLEP is the distribution of funding among provinces and territories. The consultations revealed that there is no consensus on the most equitable way of distributing the funds allocated under this program. As was mentioned, the OLEP is largely funded on the principle of supplementary costs. While the logic of this principle is relatively simple, it is quite another matter to identify what exactly constitutes additional costs related to minority-language education and second-language instruction. The stakeholders



Canadian
Heritage

Patrimoine
canadien

Canada

consulted often acknowledged that it is probably impossible to accurately identify all the supplementary costs.

Since equity is a relative concept and the notion of supplementary costs is complex to measure accurately, it is difficult to determine to what extent the OLEP's current formula for distributing funds is equitable. For some, the OLEP's principal role is to help those jurisdictions where the critical masses are lower and the supplementary costs are thus relatively high. For others, the OLEP must recognize that, the more progress a province or territory makes in establishing comparable education systems for the minority and majority, the greater the financial pressures become. The OLEP's current formula for distributing funds tries to reconcile these two approaches.

The Bilateral Agreements contain a clause that commits the provincial/territorial governments to consulting the associations and interested groups during the development and annual update of the action plan, and to put the text of the agreements, including the action plans, at the disposal of all the provincial and territorial governments and the general public. Some of the school boards consulted during the evaluation did not, for all practical purposes, know anything about these documents and had not yet participated in any consultation on this matter. Access to the text of the agreements remains very limited, and provincial and territorial stakeholders vary widely in their understanding of what is meant by consultations and dissemination of information.

Recommendations

The following recommendations are offered on the basis of the consultation findings:

Recommendation 1: In order to meet its objectives with respect to the level of bilingualism of young Canadians, the federal government should take advantage of the negotiation of the next Protocol to find a way of giving new impetus to core second-language programs. This could include, among other things, intensifying support for intensive second-language pilot programs by implementing such programs in new regions of the country, if the current results of these programs seem encouraging.

Management response:

Recommendation accepted - The Government of Canada Action Plan for Official Languages (for 2003-2004 to 2007-2008), made public on March 12, 2003, commits Canadian Heritage to working with the provinces and territories to increase the proportion of young people aged 15 to 19 with a working knowledge of their second language from 24% to 50%. To that end, the Plan calls for the creation of a *Targeted Funding Envelope* of \$137 million over five years. This envelope will be the subject of bilateral cost-sharing agreements, outside the Protocol, between



Canadian
Heritage

Patrimoine
canadien

Canada

Canadian Heritage and the provinces and territories. It is the first time that an envelope has been specifically reserved for second-language instruction.

Improving core French and English as a Second Language programs is the first of four priority components identified by Canadian Heritage in the Action Plan. Core programs already reach more than 50% of the primary and secondary school populations across the country. Under the Plan, Canadian Heritage will work jointly with the provinces and territories to improve core programs. It will encourage the renewal of teaching tools and approaches, a study of alternative methods, such as arts courses and physical education courses in the second language, compressed schedules or block scheduling and the intensive English program tried in a number of Quebec schools.

The other three priority components in the Action Plan for second-language instruction are relaunching immersion, increasing the number of qualified teachers and continuing post-secondary learning. Canadian Heritage will also act on these components.

The Minister of Canadian Heritage shared her priorities by letter with her counterparts on the Council of Minister of Education, Canada, (CMEC) on March 27, 2003. She conveyed the same message during her announcement of the second-language component of the Action Plan on April 8, 2003.

Implementation schedule - The recommendation will be implemented gradually between now and 2007-2008

Recommendation 2: **In order to meet its objectives for minority-language education, the federal government could consider a targeted intervention (through the Special Agreements) in the fields contributing to the stability of minority school boards, such as student recruitment and retention and francisation initiatives and the development of programs adapted to a minority clientele.**

Management response:

Recommendation accepted - The Government of Canada Action Plan for Official Languages (from 2003-2004 to 2007-2008) calls for the creation of a targeted funding envelope of \$209 million over five years for minority-language education. As is the case with second-language instruction, this new envelope will be the subject of bilateral cost-sharing agreements, outside the Protocol, between Canadian Heritage and the provinces and territories.

The Protocol for Agreements on minority-language education and second-language instruction is the preferred financial vehicle for contributing to the core funding of minority school boards and educational institutions. During the negotiation of the targeted agreements, Canadian Heritage and the provinces and territories will want to agree on priorities for action that conform to the



Canadian
Heritage

Patrimoine
canadien

Canada

objectives of the government Action Plan. With respect to French-language minority education, the Plan sets the objective of increasing the participation of eligible youths to 80% in 10 years. To that end, Canadian Heritage will focus on the development and implementation by the provinces and territories of strategies for school readiness, refrancisation, retaining registered students, improving the quality of programs and culturally enriching the academic environment. Canadian Heritage will also want to increase the number of qualified teachers and access to French-language post-secondary education. As regards English-language minority education in Quebec, the Department will put the accent on developing distance education and improving the quality of programs, including French as a Second Language. The Department will try to promote a closer linkage between the school and community life, a priority issue for the Anglophone community, particularly in the regions.

This message was reiterated by the Minister of Canadian Heritage in her correspondence of March 27 to her counterparts on the Council of Ministers of Education, Canada, and during her announcement of the minority-language education component of the Action Plan on March 13.

Implementation schedule - The recommendation will be implemented gradually between now and 2007-2008.

Recommendation 3: The validity of the summer language bursary and official language monitor programs was clearly established during the evaluation. Given the considerable gap between the supply and demand for these programs, the stakeholders, using the new resources identified in the Action Plan for Official Languages, should:

- **increase the number of bursaries so as to maximize the program's popularity among young Canadians and ensure that the amount of the bursaries is sufficient to prevent participating post-secondary institutions from withdrawing;**
- **increase the number of monitors and their compensation so as to make the program more competitive with other exchange programs and the job market. The program's image and identity should also be reviewed in order to better position the program and increase youth interest.**

Management response:

Recommendation accepted - The Department recognizes that the potential of the SLBP remains under-exploited and that program funding is a major issue, as evidenced by the decision of certain participating institutions to withdraw from the program. In order to maintain the program's popularity and quality, the government, in its Action Plan for Official Languages, states that, "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



Canadian
Heritage

Patrimoine
canadien

Canada

2007-2008, nearly 10,000 participants will be accepted into the program, an increase of almost 2,000.”

The Department is convinced of the need to give new impetus to the OLMP. That is why the Action Plan for Official Languages states that, “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.”

Still in an effort to give the program new impetus, the Department intends to encourage the development of pilot projects in order to adapt the program's formula to the post-secondary level. The objective would be to create for those who want it opportunities to continue learning their second official language as part of their post-secondary studies. This new component could also help make the program more attractive and competitive among monitor candidates and have a positive effect on their interest in a teaching career.

A recent evaluation conducted for the Council of Ministers of Education, Canada, [CMEC] (Leroux et associés, January 2003) confirms the importance of a new promotional approach in order to attain the program's objectives with respect to participation. In consultation with the Department, the CMEC has begun a process of reflection with a view to developing a communication plan for the program, a plan that will undoubtedly help fill in the gaps identified in the present report. Canadian Heritage is following this reflection process closely and will be associated with the process.

Implementation schedule - The recommendation will be implemented gradually between now and 2007-2008.

Recommendation 4: The validity of the bursaries for Francophones living in a minority situation (PBÉFHQ) component was not clearly established during the evaluation. The stakeholders concerned should continue their reflection in order to determine whether this component should be modified, maintained or discontinued.

Management response:

Recommendation accepted - In recent years, the Programme de bourses d'été pour francophones hors-Québec (PBÉFHQ) has had some difficulty recruiting participants. A recent evaluation conducted for the Council of Ministers of Education, Canada, [CMEC] (Leroux et associés, January 2003) points out that the Program coordinators and the staff of the CMEC, Canadian Heritage and the educational institutions have a high opinion of the program and feel it is essential to maintain it. The evaluation notes however that the program is unfamiliar with its clientele, and vice versa, and that it must review its positioning and communications. A



Canadian
Heritage

Patrimoine
canadien

Canada

reflection process is already under way at the CMEC to identify possible solutions that would make it possible to improve the program delivery and promotion in order to ensure its viability. Canadian Heritage is following this process closely and will be associated with the program renewal process.

Implementation schedule - Underway.

Recommendation 5: The federal government would benefit from centralizing information on the Bilateral Agreements and provincial-territorial action plans in order to make them more accessible to stakeholders. The information should be accessible on a Web site, in a format such as PDF.

Management response:

Recommendation accepted - The Department notes that the provincial and territorial governments have followed up to varying degrees on Clause 7.1 of the current Protocol, which provides that, “the Government of Canada and the provincial/territorial governments agree that the texts of this Protocol, of all bilateral agreements and provincial/territorial action plans and of the contractual arrangements with the Corporation of the CMEC will be made available to all provincial/territorial governments and to the Canadian public upon signing of these agreements.” As a result, the Department intends to take advantage of the next cycle of negotiations with the provincial and territorial governments to encourage them to post on their Web site, once they are signed, the text of the Protocol, the text of the bilateral agreement and the action plan from the Protocol, as well as the text of the bilateral agreements outside the Protocol arising from the Targeted Funding Envelopes. The Department intends to encourage the CMEC to do the same or to link to the provincial/territorial Web sites. Canadian Heritage will also ensure that all the agreements and action plans are accessible on its Web site once signed.

Implementation schedule - As the next Protocol, the bilateral agreements arising from that Protocol, and the bilateral agreements outside the Protocol arising from the Targeted Funding Envelopes (Canada Action Plan for Official Languages) are signed.

Recommendation 6: The federal government must clearly articulate the results it seeks to attain through the OLEP program both for minority-language education and second-language instruction and determine what performance indicators will adequately measure the attainment of the results. The federal government should take advantage of the upcoming negotiations with the provincial/territorial partners to agree on the program results and performance indicators. It will also be necessary to agree on the tools that will have to be developed, as needed, and implemented in order to measure the program results on a national scale.



Future agreements signed with the provincial and territorial governments will have to specify clearly the expected results with respect to common objectives, the roles and responsibilities of each, including in terms of accountability, and when this information should be transmitted.

Recommendation 7: The action plan approach initiated during the signature of the most recent Bilateral Agreements deserves to be maintained. The provinces and territories should however be encouraged to produce action plans with a limited number of results and indicators in order to maximize the chances that the results will be measured. The medium-term results arising from the activities implemented in the action plans should be aligned with the federal results.

Management response: The Department has already taken concrete initiatives responding to recommendations 6 and 7.

Canadian Heritage has developed a Results-based Management and Accountability Framework for all of its official languages programs, which specifies precise results and performance indicators for the next program life cycle at the federal level. This framework identifies results and indicators to be used for minority-language education and second-language learning. Since education is exclusively the jurisdiction of the provinces and territories, the results and indicators to be used in this field, while being related to the federal results, will necessarily have to take into account the specific situation of each province and territory and will have to be integrated in future agreements.

During the discussions for the renewal of the Protocol and the conclusion of agreements outside the Protocol, the Department will agree with the provinces and territories on these results and a limited number of performance indicators that, insofar as possible, are comparable from one jurisdiction to the next, methodologically reliable and easy to use. PCH will also agree on the tools to be used or developed in order to measure the results and on the roles and responsibilities of each level of government in this matter. Only part of the results measurement process can be standardized in this way. The specificity of the different education systems will always make specific result measurements necessary. The Department will try to establish a balance between these two approaches. The conclusion of the most recent Protocol with the provinces and territories (1998-99 to 2002-03) marked an important turning point with the introduction of the action plan approach. Despite the progress made, the Department realizes that there is still room for improvement with respect to identifying results and the methods for measuring them.



Canadian
Heritage

Patrimoine
canadien

Canada

It is noted that some of the results set out in our Framework for education have been included in Canada's Action Plan for Official Languages. The Minister of Canadian Heritage communicated them in writing to her counterparts on the Council of Ministers of Education, Canada, in a letter dated March 27, 2003. In the same letter, the Minister also identified as a priority the strengthening of the accountability regime, as suggested by Recommendation 6. Making reference to the upcoming renewal of the Protocol, the Minister notes that “discussions to this effect give us a unique occasion to agree together on the most efficient and accessible ways to present the results of our collaboration to Canadians. Our objective is simple: we wish to ensure that Canadians are aware of the results of investments in official languages education.”

In this matter, we are undertaking a review of the main issues encountered during the last cycle of action plans and activity reports in order to establish a strategy which will help us identify and implement improvement measures. This strategy will take into account the need for reporting on results according to the measures identified in the action plans, the roles and responsibilities of each party in this accountability approach and the need to lighten the follow-up process and to receive timely reports. These identified improvements will be integrated in the future education agreements which will be negotiated with the provinces and territories.

Implementation schedules for recommendations 6 and 7 - Implementation during the next 18 months during the discussions for the renewal of the Protocol for Agreements with the provinces and territories and agreements arising from the Protocol and during discussions on agreements outside the Protocol arising from the Targeted Funding Envelopes.



Abbreviations used in this report	
FTE	Full-time equivalent
CMEC	Council of Ministers of Education, Canada
OLSPB	Official Languages Support Programs Branch
SLBP	Summer Language Bursary Program, including the component for Francophones outside Quebec (PBÉFHQ)
SAIP	School Achievement Indicators Program (CMEC)
OLEP	Official Languages in Education Program
OLMP	Official Language Monitor Program
Protocol	Protocol for Agreements Between the Government of Canada and the provincial Governments for Minority Language Education and Second-Language Instruction
Provinces and territories	NL: Newfoundland and Labrador PE: Prince Edward Island NS: Nova Scotia NB: New Brunswick QC: Quebec ON: Ontario MB: Manitoba SK: Saskatchewan AB: Alberta BC: British Columbia YT: Yukon NT: Northwest Territories NU: Nunavut



Canadian
Heritage

Patrimoine
canadien

Canada

1.0 Introduction

Created in 1970, the Official Languages in Education Program (OLEP) supports the provinces' and territories' delivery of minority-language education and second-language instruction. Through a series of Bilateral Agreements, the Department of Canadian Heritage provides financial support for primary, secondary and post-secondary education in the minority language, as well as core and immersion second-language programs. In addition, the OLEP provides financial support for two distinct programs: the Official Language Monitor Program (OLMP) and the Summer Language Bursary Program (SLBP).

The Government of Canada undertook to evaluate the OLEP before the end of fiscal 2002-2003.¹ This is the final report of that evaluation. It has five main sections:

- ▶ Section 2 describes the methodology chosen for the evaluation.
- ▶ Section 3 identifies the main findings that emerged from the consultations held as part of this evaluation, the review of administrative documents and the literature review.
- ▶ On the basis of the evaluation findings, Section 4 presents the evaluation's main conclusions and recommendations.
- ▶ A detailed description of the Program and a description of all the instruments used for the consultations are appended.

¹See sections 9.1 and 9.2 of the *Protocol for Agreements Between the Government of Canada and the provincial Governments for Minority-Language Education and Second-Language Instruction* (1998-1999 to 2002-2003).



2.0 Methodology

2.1 The evaluation questions

The OLEP evaluation covers a period of 10 years, from 1993-1994 to 2002-2003. It will focus on the Program’s relevance, success in attaining the expected results and cost-effectiveness, with respect to both program design and delivery structure. Table 1 presents all the evaluation questions.

Table 1: Evaluation questions	
Relevance: Does the OLE Program continue to be consistent with the priorities of the Department of Canadian Heritage and the government as a whole and does it address an actual need?	
1.	Is the OLE Program consistent with federal government priorities? Does it meet the strategic results of the Department of Canadian Heritage?
2.	The OLE Program is 30 years old (i.e., federal-provincial/territorial agreements, Bursary Program and Monitor Program). Is federal funding still needed for minority-language education and second-language instruction? Why?
3.	Special Measures have been a limited portfolio since 1993. Is federal funding still needed for school governance and post-secondary education? Why?
4.	To what extent would activities implemented through the OLE Program have taken place without federal funds?
5.	To what extent is the federal government’s contribution to minority-language education and second-language instruction recognized? To what extent do Canadians support minority-language education and second-language instruction? Does this level of support compare favourably to previous data?
Success: To what extent does the Official Languages in Education Program achieve its objectives?	
6.	To what extent have federal-provincial/ territorial agreements increased provincial and territorial support for providing quality programs and activities: - for the minority language? - for the second language?
7.	To what extent have federal-provincial/ territorial agreements, including Special Measures, provided young Canadians in minority communities with access to quality education in their language, at all levels, and of equal quality to that of the majority?
8.	To what extent have federal-provincial/ territorial agreements given young Canadians the opportunity to learn and improve their second language over the course of their studies? To understand and appreciate the culture transmitted by the other language?
9.	To what extent have federal-provincial/ territorial agreements contributed to stable funding and ensured the long-term survival of Francophone school boards and post-secondary institutions?
10.	To what extent have Special Measures increased provincial/territorial support for the implementation of ad hoc and priority projects: - at the primary and secondary level? - at the post-secondary level?
11.	Has the Summer Language Bursary Program given a significant number of Canadians (thousands annually) the opportunity to take English or French second-language courses - or French mother-tongue courses for Francophones outside Quebec?



Table 1: Evaluation questions	
12.	To what extent have participants in the Bursary Program improved their second language or their mother tongue and gained a better appreciation of the culture it transmits?
13.	Has the Monitor Program given a significant number of Canadians (hundreds annually) the opportunity to work as second-language or mother-tongue monitors?
14.	To what extent have monitors contributed to the quality of education and instruction by promoting the language taught and the culture it transmits?
15.	To what extent have monitors had the opportunity to improve their second language, to better understand the culture it transmits, and observe cultural diversity in Canada?
16.	Have monitors passed on to students the “living” aspects of the language learned and the culture it transmits?
17.	To what extent has the OLE Program contributed to enhancing federal-provincial/territorial co-operation in the area of official-language education?
18.	To what extent has the OLE Program contributed to: <ul style="list-style-type: none">- the recognition, appreciation and use of both official languages?- the vitality of official-language minority communities?- the cultural enrichment of Canadians?- enhanced competitiveness and employability of Canadians?- strengthened social cohesion?
Design and Delivery/Cost effectiveness: Is the Official Languages in Education Program effective in meeting its objectives, within budget and without unwanted outcomes? Are the most appropriate and efficient means being used to achieve objectives, relative to alternative design and delivery approaches?	
19.	Do the various report and data sources provided by the provinces/territories make it possible to follow-up the Program adequately? Are there alternatives?
20.	Are the delivery mechanisms effective? Are the administrative methods appropriate? Is funding allocation appropriate? Are there alternatives?
21.	Are there any flaws in the Program as designed (eg., areas of activity)? Are there significant needs that are not being met by the Program? Which ones and why?
22.	Has the Program had any unexpected impacts, both positive or negative, for the provinces and territories and/or the target clientele?



2.2 The research methods

Table 2 describes the research methods used to raise the evaluation questions.

Methods	Data Sources													
Review of administrative documents	Data describing the activities initiated through the OLEP and the financial resources allocated by jurisdiction and category of activities within a series of administrative documents (Protocols, Bilateral Agreements, activity reports, etc.). These documents were reviewed and analysed and the information is to be found in each provincial or territorial report and in this final report.													
Literature review	Second-language learning and first-language education in a minority context have been the subjects of many works and articles. The OLEP evaluation includes a review of this literature. A separate report was prepared for this step, although the principal findings of the review have been included in this report.													
Interviews	Interviews were organized with stakeholders in all 10 provinces and 3 territories, the federal government and the Council of Ministers of Education, Canada. In all, 128 interviews were conducted. The vast majority were carried out during field visits to the different jurisdictions, with the exception of Nunavut, where telephone interviews were used.													
	The interviews at the national level were conducted with representatives of the Department of Canadian Heritage involved in the OLEP (management, policy sector and operations sector). In all, 15 stakeholders were interviewed. Two CMEC representatives were also interviewed.													
	At the provincial and territorial level, a total of 111 stakeholders were consulted. The breakdown of interviews by jurisdiction is as follows:													
	Categories	NL	PE	NB	NS	QC	ON	MB	SK	AB	BC	TN	YT	NV
	Department/Ministry of Education	3	2	9	9	6	9	3	4	3	3	3	1	1
	Majority school board	2	n/a	5	3	0	1	1	2	4	4	1	n/a	n/a
Minority school board	2	2	1	1	4	3	2	2	2	3	2	1	1	
Postsec. institutions	n/a	n/a	1	2	0	1	1	0	1	n/a	n/a	n/a	n/a	
Total	7	4	16	15	10	14	7	8	10	10	6	2	2	



Table 2: Research methods	
Methods	Data Sources
Focus groups	<p>A total of six focus groups involving Grade 11 and 12 students were conducted in six jurisdictions. Half of these focus groups involved students enrolled in a French-mother-tongue program and the other half, students enrolled in core French as a Second Language programs. The breakdown of the groups is as follows:</p> <ul style="list-style-type: none"> ▶ French mother tongue: NB, ON and YT ▶ French as a Second Language: MB, AL and BC <p>Access to the students for the focus groups was discussed with the provinces and school boards in question. Each province was free to participate or not in this stage of the consultation.</p>
Surveys	<p>Four surveys were carried out for this evaluation:</p> <p>Participants in the Official Language Monitor Program (OLMP) Type: telephone survey Surveys completed: 302</p> <p>Participants in the Summer Language Bursary Program (SLBP) Type: telephone survey Surveys completed: 301</p> <p>Institutions participating in the OLMP (by accepting monitors) Type: written survey Surveys completed: 26</p> <p>Community organizations Type: written survey Surveys completed: 43</p>

2.3 Expected results of the program

A program evaluation is largely guided by the expected results of the program under review. In the case at hand, it is important to point out that the federal government did not initially identify specific results (accompanied by performance indicators) for each component of the OLEP. Given this, a series of expected results was developed in preparation for this evaluation and was communicated to the provincial and territorial partners. Table 3 presents these results.



Table 3: Expected results of the OLEP	
Federal-Provincial/ Territorial Agreements	
Immediate results	<ul style="list-style-type: none"> ▶ Increased provincial/territorial support with respect to the offer and quality of programs and activities
Intermediate results	<p>Minority language:</p> <ul style="list-style-type: none"> ▶ Young Canadians from official-language minority communities have access to a quality education in their language, at all levels ▶ The minority's education system is of equal quality to that of the majority and takes into account the specific challenges faced by minority education ▶ Stable funding and long-term development of school boards and post-secondary institutions <p>Second language:</p> <ul style="list-style-type: none"> ▶ Young Canadians have the opportunity to learn and improve their second language while at school ▶ Young Canadians experience and appreciate the culture transmitted by their second language
Special measures	
Immediate results	<p>Increased P/T support and implementation of initiatives or ad hoc and priority projects at the:</p> <p>Primary and secondary level</p> <ul style="list-style-type: none"> ▶ Initiatives and projects to improve the quality of minority-language education and implement Francophone school governance <p>Post-secondary level</p> <ul style="list-style-type: none"> ▶ Development and consolidation of and improved access to post-secondary education in French
Intermediate results	<ul style="list-style-type: none"> ▶ The minority's education system is of equal quality to that of the majority and takes into account the specific challenges faced by minority education
Summer Language Bursary Program (SLBP)	
Immediate results	<ul style="list-style-type: none"> ▶ Federal support gives roughly 7000 young Canadians the opportunity to study English or French as a second language, or French as a mother tongue in the case of Francophones outside Quebec
Intermediate results	<ul style="list-style-type: none"> ▶ Bursary recipients have a greater command of their second language, or their mother tongue in the case of Francophones outside Quebec ▶ Bursary recipients have a better understanding and appreciation of the culture transmitted by the language learned
Monitor Program (OLMP)	
Immediate results	<ul style="list-style-type: none"> ▶ Federal support gives roughly 900 Canadians the opportunity to assist teachers as second-language or mother-tongue monitors
Intermediate results	<ul style="list-style-type: none"> ▶ Monitors contribute to the quality of education and instruction by promoting the language being taught and the culture it transmits ▶ Monitors are given the opportunity to improve their second language, better understand the culture it transmits and observe Canada's cultural diversity ▶ Students gain a new understanding of the "living" aspects of the language learned and the culture it transmits.

Table 3: Expected results of the OLEP	
Intergovernmental cooperation	
Intermediate results	<ul style="list-style-type: none"> ▶ Enhanced federal-provincial/territorial co-operation in the area of official-language education
Final results for all OLEP components	
Final results	<p>The four components of the OLEP contribute to:</p> <ul style="list-style-type: none"> ▶ the recognition, appreciation and use of both official languages ▶ the vitality of official-language minority communities ▶ the cultural enrichment of Canadians ▶ enhanced competitiveness and employability of Canadians ▶ strengthened social cohesion

In order to facilitate an understanding of the more general context of these expected results, Appendix A contains a detailed description of the OLEP.

3.0 Evaluation findings

The various research methods employed in this evaluation made it possible to produce a number of findings and observations about the OLEP. This section summarizes that information, which is structured on the basis of the evaluation questions listed in Table 1, on page 2.

3.1 Program relevance and justification

This section is designed to determine the extent to which the OLEP is still compatible with the priorities of the Department of Canadian Heritage and the federal government as a whole, and whether it meets a real need.

3.1.1 Priorities and strategic results

The evaluation indicates that the OLEP fits in well with the priorities set by the federal government. During the Speech from the Throne delivered in September 2002, the federal government stated its intention to give new momentum to its official languages policy, including the objective of “*doubling within ten years the number of high-school graduates with a working knowledge of both English and French.*”² Pursuant to the commitment, the federal government in March 2003 revealed its Action Plan for Official Languages, which called for an investment of \$751.3 million over five years, with half going to official languages in education (see Table 6, on page 20 of Appendix A). The OLEP is by far the most important means available to the federal government to intervene in official languages in education, and this program has thus acquired considerable political importance in recent months.

The OLEP also remains relevant to the strategic objectives of the Department of Canadian Heritage in particular. The Department’s main mission is to build a “*more cohesive and creative Canada.*”³ To that end, the Department established four strategic objectives. The OLEP contributes to two of those objectives: “*Connections,*” which seeks to foster and strengthen connections among Canadians and deepen understanding across diverse communities; and “*Active Citizenship and Civic Participation,*”⁴ which seeks to promote understanding of the rights and responsibilities of shared citizenship and foster opportunities to participate in Canada’s civic life.

²Canada. (2002). *The Canada We Want. Speech from the Throne opening the 2nd session of the 27th Parliament of Canada.* Ottawa. September 30.

³Department of Canadian Heritage. (2002). *Strategic Framework of the Department of Canadian Heritage.* Ottawa.

⁴ Ibid.



From a longer term perspective, the consultation indicated that the OLEP's relevance has evolved since its creation in 1970. That period was marked by the adoption, in 1969, of the first *Official Languages Act*, a central component of the then-federal government's official language policy. There was at that time no formal (let alone constitutional) obligation for the provincial/territorial governments to offer minority-language education or second-language instruction. To make this language policy coherent, the federal government decided that in addition to official status for English and French, efforts should be made to ensure that Canadians could receive an education in their mother tongue anywhere in the country and have the opportunity to learn their second official language. Thus the OLEP was born; its primary objective was to encourage the provinces and territories—which have exclusive jurisdiction in the field of education—to offer minority-language education and second-language instruction.

Three decades later, the legislative and political landscape has changed. In 1982, section 23 of the *Canadian Charter of Rights and Freedoms* established a constitutional right for official language minorities to have their children educated, at the primary and secondary level, in their mother tongue. This constitutional guarantee also includes the right to have these children educated “*in minority language educational facilities provided out of public funds.*”⁵ In 1988, the new *Official Languages Act* expanded government support for official languages. Under the new Act, the Minister of Canadian Heritage was given a mandate to promote French and English in Canadian society and to promote the vitality and development of Canada's Francophone and Anglophone minorities. The Act specifically commits the Minister to helping the provincial and territorial governments to allow linguistic minority communities “to be educated in their own language” and to “provide opportunities for everyone in Canada to learn both English and French.” The Minister fulfils this mandate in large part through the Official Languages in Education Program.

In 1990, the Supreme Court of Canada confirmed that the guarantees that section 23 of the Charter gave to official language minorities included the right of minorities to govern the *minority-language educational institutions.*⁶ The 1990s would thus be marked by the establishment of minority-language governance structures that did not exist until then in the majority of provinces and territories.

During the consultations, a number of respondents mentioned that these developments affected the OLEP's relevance. Today, we find ourselves in a situation where the provinces and territories have a formal and constitutional obligation to offer the official language minorities an education in their mother tongue at the primary and secondary level. There is, however, still no obligation for the provinces and territories to offer courses in French or English as a second language. This new reality forces the federal government to reposition the OLEP:

⁵See section 23 (3)(b) of the *Canadian Charter of Rights and Freedoms*.

⁶ *Mahé v. Alberta* [1990] 1 S.C.R. 342.

► *Minority language*

The vitality of the official language communities remains an objective widely supported by the federal government.⁷ The respondents feel that the existence of a constitutional obligation for the provinces and territories to offer minority-language education should not cause the federal government to withdraw completely from this field. A number of respondents did note that the government should however pursue specific objectives in this field. Thus, federal intervention would be relevant primarily in terms of support for fields connected or complementary to the organization of a minority-language curriculum. A number of respondents also talked about federal involvement in fields such as refrancisation, cultural animation, and recruiting and retaining students.

The consultations also revealed the relevance of the federal government's offering incentives in areas of education not covered (at least not directly) by the constitutional protections currently in place. Thus joint federal-provincial/ territorial intervention at the preschool and post-secondary level can play a largely complementary role to initiatives related to section 23 of the *Charter*.

► *Second language*

The absence of a constitutional guarantee in this area makes the federal intervention as relevant as it was when the OLEP was first created. It is still a matter of offering an incentive to encourage the provinces and territories to offer this type of instruction. The consultations indicate however that the bases of this incentive have changed. The respondents from the Department of Canadian Heritage indicated that, while this incentive still served to support the objective of social cohesion, it also served objectives related to the general quality of the education offered in Canada and Canadians' ability to compete internationally.

In more general terms, the respondents say that the federal intervention through the OLEP consolidates the value accorded to the official languages of Canada. This intervention is

⁷See, in particular, Part VII of the *Official Languages Act*, in which the federal government commits itself to supporting the vitality and development of the official language communities.

evidence of the political importance that the Government of Canada accords to the official languages and allows the provincial and territorial governments to anchor their initiatives in a context that surpasses their own jurisdiction. This is particularly important, according to the respondents, in those jurisdictions where the official language minority is not numerically the second most widely spoken language.

3.1.2 Validity of the OLEP

The OLEP includes a number of mechanisms supporting minority-language education and second-language instruction (see Figure 17 on page 1 of Appendix A). The evaluation examines the extent to which these mechanisms are still necessary. In addition, the evaluation examines the extent to which the activities supported by the OLEP would have taken place without the program.

Minority-language education

The data from the consultations with the representatives of the federal government, the provincial and territorial governments, minority schools boards and community organizations all point to the same conclusion: even after 30 years, federal support remains relevant to minority-language education

When talking about activities, it is important to distinguish those funded by the Bilateral Agreements (action plans) from those funded by Special Agreements (school governance and post-secondary education).

The Bilateral Agreements are designed essentially to allow the federal government to contribute to what are called the “supplementary costs” related to minority-language education. At present, these funds are used largely in four areas of activity described in Table 4:

Table 4: Core funding for minority-language education	
Categories	Description
Education structure and support	These funds normally contribute to the core funding of school boards and the funding of the operations of the department/ministry of Education (minority-language education sector).
Program development	These funds normally serve to financially support the development and updating of minority-language curricula. These funds are often linked to activities within the departments/ministries of Education.
Teacher training	These funds normally serve to fund training programs and internships for teachers working in the minority community.
Student support	These funds normally serve to fund programs dealing with the specific needs of a minority clientele (often related to first language proficiency or cultural activities).
Source: Article 4.1 of the Bilateral Agreements. See each action plan for a detailed description of activities.	



These types of activities are not temporary by nature. They are an integral component of the normal operation of a minority school board. Some of the respondents consulted noted that these types of activities were clearly linked to the implementation of section 23 of the *Charter*, and that it was thus up to the provinces and territories to assume these costs in their entirety. Others questioned the ability or desire of certain provincial or territorial governments to adequately fund these supplementary costs. They fear that, without federal intervention, the school boards would be incapable of offering an education of comparable quality to that of the majority, which would undermine the long-term survival of minority-language education.

The consultations indicate that there is a very clear expectation, on the part of the provincial/territorial governments and minority school boards, that the federal government will continue to financially support the types of activities described in Table 4. The federal government respondents are aware of these expectations and tend to feel that a federal withdrawal from this area would have a negative impact.

The Special Agreements are for activities that are clearly intended to be temporary. To date, they have served to support the implementation of Francophone school governance and post-secondary education in French. All of the provinces and territories, except Quebec, have signed Special Agreements with the federal government (see Table 3 on page 9 of Appendix A). The question now is whether this type of agreement is still necessary in the current context. The consultations brought out two main points:

- ▶ On the one hand, a number of respondents feel that school governance is an area in which notable progress has been made in the past decade but in which there are still significant needs. A number of school boards are still in the implementation and consolidation phase. The same is true of a number of post-secondary programs offered in the minority language. As a result, the stakeholders consulted are unanimous in thinking that these areas require significant and, to some extent, ongoing investments. This perception is largely shared by the provincial and territorial governments, the minority school boards and the community organizations consulted.
- ▶ On the other hand, other respondents feel that the Special Agreements formula should be expanded to cover areas other than Francophone school governance and post-secondary education in French. As mentioned in section 3.1.1, the federal government would like to be able to target its interventions in connected or complementary areas such as preschool, student recruiting or retention initiatives, education quality initiatives and access to post-secondary studies in English. Some respondents feel that the Special Agreements should be used to that end.



These two views of the Special Agreements suggest that this type of investment is here to stay. Thus, while the specific projects supported by the Special Agreements are temporary, the mechanism itself it seems should become a permanent component of the OLEP.

Second-language instruction

As in the case of minority-language education, the opinions of the respondents consulted point to a single conclusion: federal involvement in second-language instruction is still desirable. The delivery of this type of program requires adapted resources, teachers with a specialized skills profile and customized training. The federal contribution to these additional costs is deemed essential.

A number of respondents mentioned the importance of a concerted strategy by the federal-provincial/territorial governments to give renewed vigour to second-language instruction. Many feel that the cuts in the OLEP's overall funding in the 1990s (see Figure 22 on page 15 of Appendix A) came at a time when minority-language education occupied a dominant position in the political agenda. This supposedly had the effect of significantly reducing the resources allocated to second-language instruction, making second-language instruction the "poor relation" of the OLEP.

Federal funding for second-language instruction programs comes solely from the Protocol, because there is no Special Agreement covering the second language. Thus, the Core Funding and Supplementary Contributions are used to contribute to the supplementary costs of these programs. The activities covered by the federal contribution are the same as those described in Table 4 (page 11): education structure and support, program development, teacher training and student support. To this is added the federal funding for the bursary (SLBP) and monitor (OLMP) programs.

While federal support is still much desired, a number of respondents feel that all the stakeholders in this matter should take advantage of the next Protocol to review the basic structure of second-language instruction. Immersion programs remain popular, but the provinces and territories have a limited capacity to offer this type of instruction, particularly in remote regions where the critical mass and the number of qualified teachers are a problem.

Thus, the majority of students are still in core second-language programs. A number of respondents say that these programs give mixed results and that it is unlikely that they contribute to the federal objective of increasing the number of students with a working knowledge of both official languages. For that reason, among others, there are pilot projects in *intensive* FSL and ESL in certain provinces, such as Newfoundland and Labrador, Quebec and Saskatchewan.

A number of stakeholders wanted the governments to work together to develop tools to more accurately measure, at a national level, second-language learning results. At a time when the management of public programs focuses on attaining measurable results, there are few tools to



systematically measure students' ability to communicate in their second official language and the tools that do exist vary from jurisdiction to jurisdiction.

More generally, the consultations bore on the role that second-language programs play in social cohesion. Canadian society is becoming increasingly multicultural, so it is important to consolidate the presence of the two official languages and to give more Canadians the opportunity to use French and English.

Finally, the respondents were all agreed on the relevance of the federal funding for the bursary (SLBP) and monitor (OLMP) programs. According to the respondents, these programs promote second-language learning and the related cultural aspects, thus complementing the regular second-language instruction programs. In addition, a number of respondents from school boards noted that the monitor (OLMP) program helped recruit new teachers.

Probability of implementation

The respondents are unanimous in their opinion that minority-language education and second-language instruction could not have made the same progress without the federal contribution. While it is difficult, and indeed impossible, to measure the impact of the federal contribution precisely, the respondents generally described it as significant.

With respect to the minority language, the OLEP facilitates the implementation of a constitutional protection concerned directly with an area that is of provincial/territorial jurisdiction but that also contributes directly to federal official language objectives. With respect to the second language, the federal contribution raised the profile of second-language instruction and helped make programs available in all jurisdictions.

3.1.3

Support and recognition of the federal contribution

The evaluation sought to determine to what extent the Canadian public was aware of the federal contribution to minority-language education and second-language instruction. This also involved assessing the level of public support for this type of federal involvement.

The review of these issues was done largely through an opinion poll conducted for the Department of Canadian Heritage on Canadians' perceptions of official languages.⁸ One of the characteristics of this poll is that it distinguishes the opinions of members of the minority and majority communities.

⁸See Canadian Heritage. (2003). *Attitudes and perceptions toward Canada's official languages*. Ottawa.

As shown in Figure 1, Canadians tend to be moderately familiar with the federal support for minority-language education. The respondents belonging to official language minorities were understandably more familiar with these programs, particularly in the Atlantic provinces.

Figure 2 presents the data applicable to FSL and ESL programs. Here again, the level of awareness of federal involvement in this area is moderate, around 50%.

The poll also sought to determine the level of Canadians' support for interventions such as the OLEP. First, with respect to the use of federal programs to support minority-language education, there was a significant difference in perceptions between members of linguistic minorities and those from the majority groups. On an ascending scale of 0 to 10, the respondents belonging to the linguistic minority indicated a high level of support, between 8 and 9 across the country. Respondents from the linguistic majorities indicated a moderate level of support, between 7 and 8 across the country.

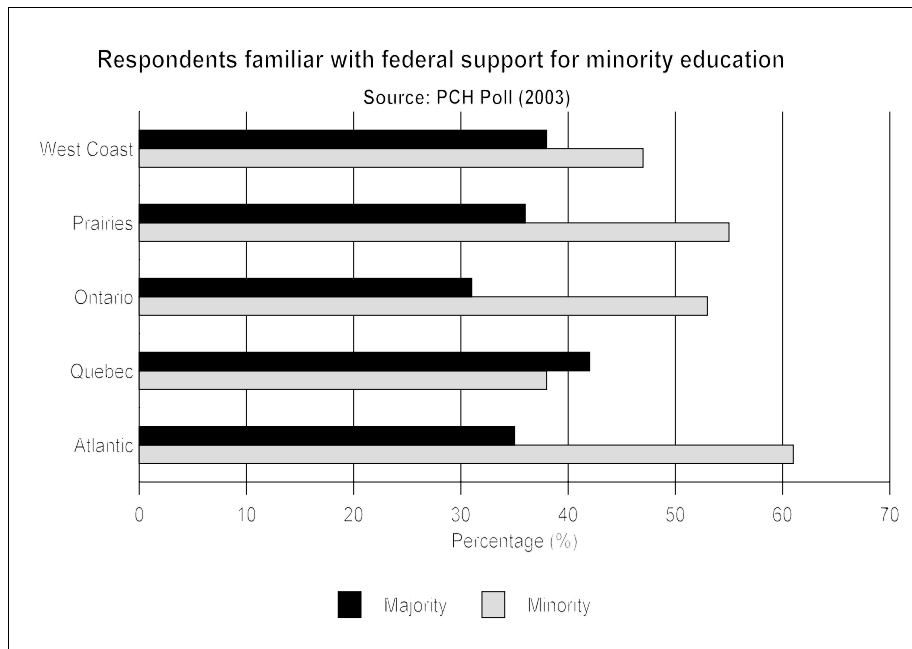


Figure 1

The portrait is largely the same for Canadians' support of federal programs to support FSL and ESL programs. The respondents belonging to minority groups indicated support between 8 and 9 and respondents from majority groups indicated a level of support between 5.5 (Prairies) and 7.3 (Quebec).

The poll also explored the change in Canadians' perceptions over a five-year period. Is the federal government more involved in minority-education and second-language instruction than it was five years ago? The responses to this question varied substantially in different regions of the country. More than half the respondents from the Atlantic provinces feel that the federal

government is more active in these fields, while the level fell to a quarter or a third of respondents in other regions.

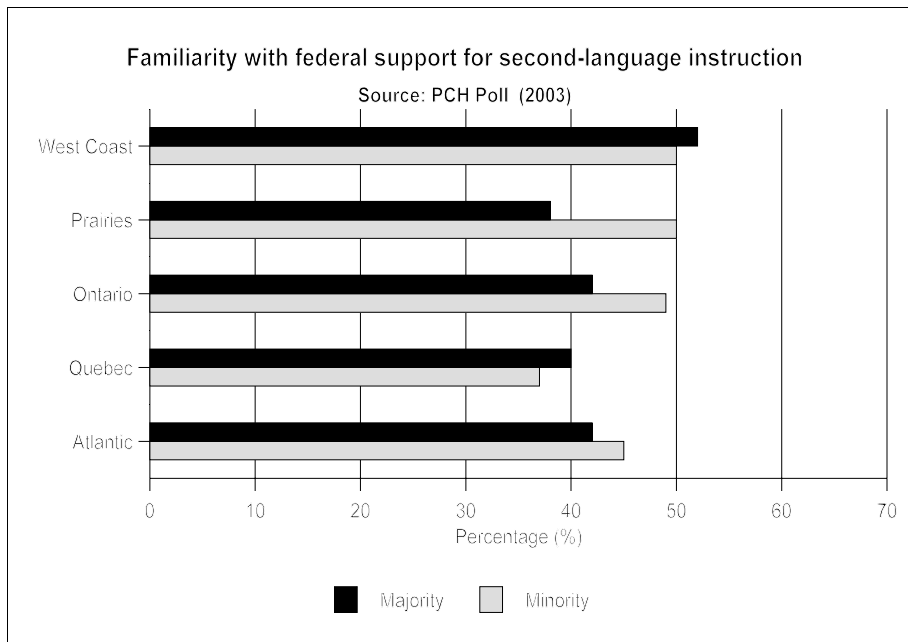


Figure 2

3.2 Success of Program

This section evaluates the extent to which the OLEP attains the desired results, both for the minority language and second language, as listed in Table 3 (page 6).

3.2.1 The supply and quality of programs

One of the fundamental questions in evaluating the success of the OLEP is to what extent this program has helped increase the supply (and thus access) and quality of minority-language education and second-language instruction programs.

Second-language programs

The first thing to be said is that there is little data that can be used to evaluate with confidence the improvement or deterioration of the supply and quality of second-language programs in Canada and, especially, to explain the fluctuations in this respect. A number of factors must be considered:

- ▶ There is first of all an important difference between core and immersion second-language programs. The first is often mandatory (for certain years in primary and secondary), while the second is



always optional. The rules governing students' obligation to take a core second-language course also vary enormously across the country. While New Brunswick makes this type of course mandatory from grades 1 to 10, Alberta makes it optional throughout primary and secondary school. Other jurisdictions are normally somewhere between the two.

- ▶ The decision to offer an immersion program is normally left up to the individual school board. This decision is based on the demand expressed by parents for this type of instruction and the financial resources available to the school board. A number of scenarios derive from this dynamic. Some regions can experience a drop in demand for an immersion program, which will lead to a drop in the number of programs offered in the province or territory. On the other hand, there can be a drop in the level of financial resources available for immersion programs, which will lead to a freeze on the programs in place, or even a reduction in these programs.
- ▶ The most decisive indicator for evaluating the *quality* of a second-language program is logically the students' command of the second language. The consultation confirmed that there is not currently any tool for consistently and on a national level measuring students at the end of their core or immersion second-language program. While New Brunswick has a system for evaluating students' ability at the end of the secondary cycle, this is an exception. Most of the provinces and territories do not measure students' command of the second language when they finish their schooling.

Keeping these factors in mind, we can nevertheless examine the fluctuations in the number of students in second-language programs. Table 5 provides a portrait of enrolments across the country in 2001-2002.



Table 5: Enrolments in second-language program (2001-2002)¹

	Total school population	Second language (core)		Immersion		Total (second language)	
		% ²	n	% ²	n	% ²	n
NL	87,781	51.9%	45,574	5.0%	4,425	57.0%	49,999
PE	23,642	45.8%	10,825	14.3%	3,386	60.1%	14,211
NS	155,753	47.1%	73,371	7.7%	11,967	54.8%	85,338
NB	125,702	38.9%	48,903	16.8%	21,067	55.7%	69,970
QC	986,989	57.1%	563,690	0.0%	0 ³	57.1%	563,690
ON	2,144,520	47.6%	1,020,020	7.7%	165,939	55.3%	1,185,959
MB	195,254	38.1%	74,390	9.0%	17,602	47.1%	91,992
SK	186,306	44.2%	82,307	4.7%	8,746	48.9%	91,053
AB	548,128	22.4%	122,844	4.8%	26,313	27.2%	149,157
BC	614,634	40.3%	247,545	4.8%	29,662	45.1%	277,207
NT ⁴	19,365	15.2%	2,951	3.2%	629	18.5%	3,580
YT	5,793	54.2%	3,141	5.6%	327	59.9%	3,468
CDA	5,093,858	45.1%	2,295,561	5.7%	290,063	50.8%	2,585,624

¹ These data are an estimate

² The percentage of students registered compared with the total school population

³ There is no immersion ESL program in Quebec

⁴ The data for Nunavut are included in those for the Northwest Territories

Source: Statistics Canada

We thus see that in 2001-2002, some 50% of the total school population across the country was enrolled in a core or immersion second-language program. Outside Quebec, 290,063 students were enrolled in an immersion program. More than half (57%) of the immersion students are in Ontario, while 29% are in the West and North and 14% are in the Atlantic provinces.

Over a ten-year period, we can see a significant fluctuation in enrollments in (core and immersion) second-language programs. Any analysis of these changes must however take into account the fluctuation in the total school population for a province or territory. Figure 3 (page 19) shows these fluctuations between 1992 and 2001:

- ▶ In the Atlantic Provinces, there is a systematic decline in the total school population, at the primary and secondary level. This decline probably contributes to the decline in the number of students enrolled in the Core French program. With the exception of Newfoundland and Labrador, however, there is a significant growth in the number of students enrolled in immersion programs, reaching almost 50% in Nova Scotia. This marked growth in immersion could be explained, at least in part, by the fact that the decline in enrollment in core second-language programs is more marked than the decline in the total school population. There is



Canadian
Heritage

Patrimoine
canadien

Canada

thus perhaps a transfer from the core second-language program to the immersion program. This hypothesis has not however been verified.

- ▶ There is no immersion ESL program in Quebec. We do see for this province, however, a decline in the total school population and in the enrollments in core ESL programs.
- ▶ In Ontario, the net increase in the total school population, and in enrollments in core and immersion second-language programs, has

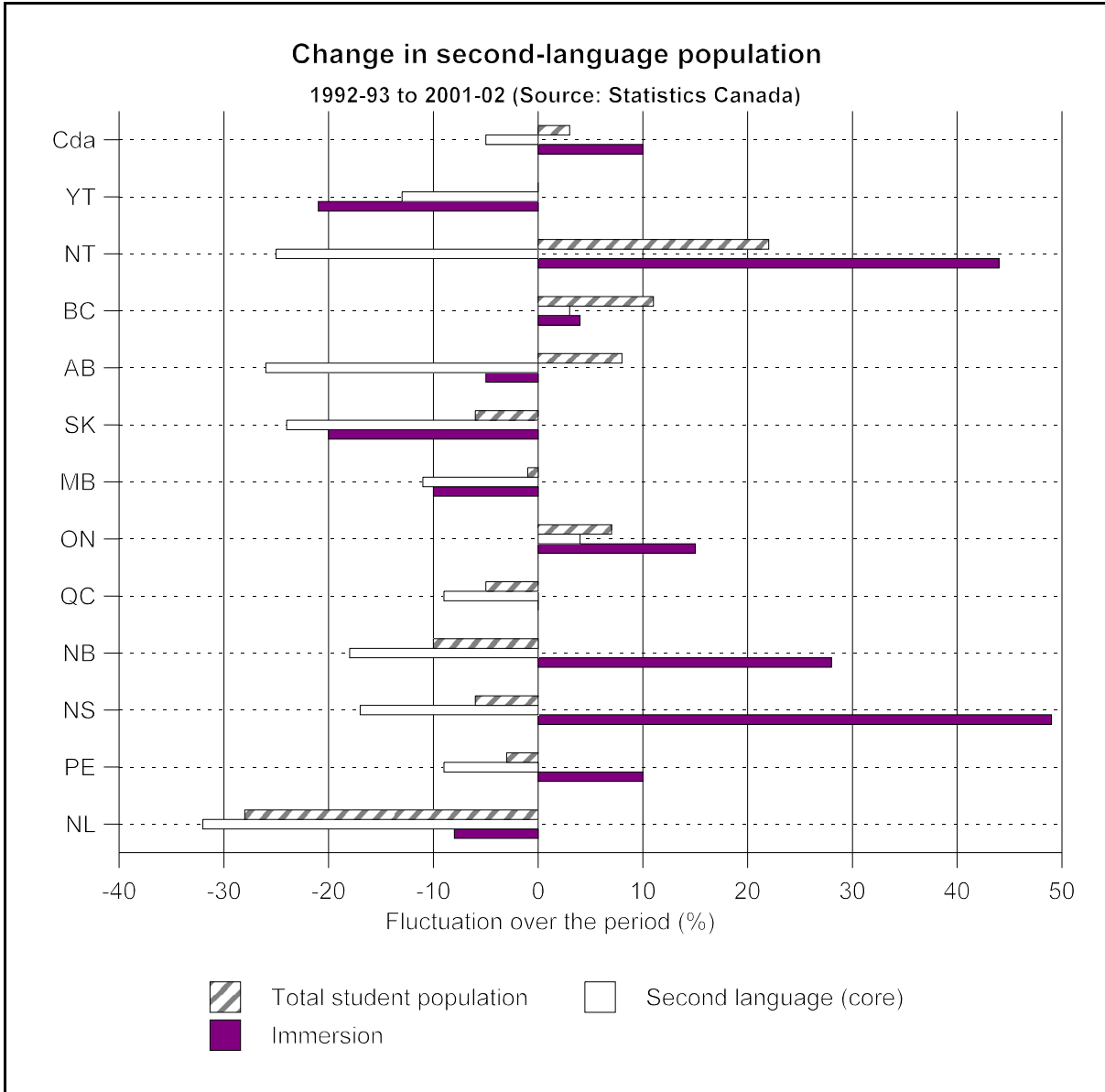


Figure 3

a significant impact at the national level, since this is the province with almost 60% of immersion program enrollments and 45% of core second-language program enrollments.

- ▶ In the Western provinces, the situation is more mixed. Manitoba and Saskatchewan show a decline in total school population and a more marked decline in enrollments in core and immersion second-language programs. Alberta experienced growth in its total

school population but a decline in enrollments in core and immersion second-language programs. Our consultations indicate that this decline could be explained in part by the transfer of Francophone students from the immersion program to the minority system (Figure 4 on page 23 seems to corroborate this explanation). British Columbia experienced growth in all three areas; unlike Ontario, however, the growth in enrollments in the immersion program was not as great as the increase in the total school population.

- ▶ The Northwest Territories (including what is now Nunavut) experienced an increase in the enrollments in the immersion program, while the Yukon experienced a decline. In both cases, enrollments in core second-language programs decreased.

While it is difficult to assess the effectiveness of second-language programs in the absence of a systematic measuring tool, our consultations nevertheless seem to indicate that the immersion programs offered in Canada are generally of good quality. The literature review prepared for this evaluation brought out some interesting points in this regard. Some educational experts point out that Canada's experience with immersion programs is an internationally recognized model.

[Translation] the Canadian immersion model has been exported around the world and successfully implemented in countries as diverse as China, Finland, the United States, Japan and Australia.⁹

Some researchers thus have no hesitation in saying that immersion is a successful program:

What research does show is that French immersion works. Students do learn French, and the more time they spend in French, the better their skills. Students also learn English. In fact immersion might strengthen English skills, though that is not always the perception. Creativity and divergent thinking may be fostered by bilingualism. Thus

⁹Rehorick, S. (2001). *La formation des enseignants et des enseignantes du français langue seconde, clé du succès des programmes pour jeunes Canadiens et Canadiennes*. Paper given at the XIX Biennale de la langue française, Jeunesse et langue française. Ottawa. See also, Garcia, O. (1997). "Bilingual Education," in *The Handbook of Sociolinguistics*, edited by F. Coulmas, Blackwell Publishers.

decision-makers need not fear that instituting and continuing immersion programs in their district will harm students.¹⁰

The literature also points out however that a quality immersion program requires more resources (teacher training, educational material, etc.) than a core second-language program. This requires a greater commitment, not only from the government, but also from the parents, teachers and students. In fact, it is felt that:

Where the commitment is strong, but not matched by the necessary resources - for instance, for teacher training - immersion program may continue, but the results that are achieved may be far less than the additive bilingualism aimed at.¹¹

The quality of core second-language programs has not benefited from the same systematic and sustained analysis as immersion programs. In fact, the most recent major study on the subject that could be found for this evaluation dates from 1985: the *National Core French Study*, sponsored by the Canadian Association of Second Language Teachers and funded by the Department of Canadian Heritage. This study had three objectives:

- ▶ to examine the core French programs offered across the country;
- ▶ to determine strengths and weaknesses in order to improve the programs;
- ▶ to pool ideas, experiences and research results in the field.¹²

The research concluded at the time that:

[Translation] second-language instruction in core French programs emphasised linguistic content above all else. Thus, although students improved

¹⁰Halsall, N. (1998). *French Immersion: The Success Story Told by Research*. Paper given at French Immersion in Alberta: Building the Future. Edmonton.

¹¹Swain, M. and R. K. Johnson. (1997). "Immersion education. A category within bilingual education," in *Immersion Education: International Perspectives*. Edited by R. K. Johnson and M. Swain, Cambridge, Cambridge University Press, p. 1-16.

¹²Information taken from the Web site of the Canadian Association of Second Language Teachers: http://www.caslt.org/research/nfs_fr.htm.

*their knowledge of French, they did not increase their ability to communicate in that language.*¹³

The consultations conducted for this evaluation indicate that reforms have since been made to a number of core second-language programs. Provinces such as Newfoundland and Labrador, Quebec and Saskatchewan have begun testing intensive second-language programs. These programs allow students to receive more intensive instruction in their second language and, in some cases, to register in a course (generally a humanities course) taught in French.

Some respondents stressed the importance of reviewing the core courses, otherwise the support from students and parents for this type of instruction risks being undermined.

Minority language

The context of minority-language education changed quite a bit during the 1990s, particularly following the establishment of a number of minority school boards.

As shown in Table 6, slightly more than 250,000 primary and secondary students were in the minority school system in 2001-2002. Some 40% of these young people were in the Anglophone system in Quebec, with the remainder in the Francophone system in the rest of the country.

Table 6: Enrollment in minority-language programs (2001-02)						
	Total minority population (mother tongue)¹			School population (Minority language)²		
	1991	2001	Difference	1991-92	2001-02	Difference
NL	2,855	2,360	-17.3%	261	240	-8.0%
PE	5,750	5,890	2.4%	581	602	3.6%
NS	37,525	35,380	-5.7%	3,433	4,069	18.5%
NB	243,690	239,400	-1.8%	47,128	39,176	-16.9%
QC	626,200	591,365	-5.6%	99,551	100,353	0.8%
ON	503,345	509,265	1.2%	96,833	96,507	-0.3%
MB	50,780	45,920	-9.6%	5,378	5,311	-1.2%
SK	21,800	18,645	-14.5%	1,196	1,293	8.1%
AB	56,730	62,240	9.7%	2,517	3,548	41.0%
BC	51,590	58,891	14.2%	2,046	2,809	37.3%
NT ³	1,005	1,000	-0.5%	47	67	42.6%
YT	905	945	4.4%	78	99	26.9%

¹³Ibid.

Table 6: Enrollment in minority-language programs (2001-02)						
	Total minority population (mother tongue)¹			School population (Minority language)²		
NV ³	415	400	-3.6%	n/a	n/a	n/a
CDA	1,602,590	1,571,701	-1.9%	259,049	254,074	-1.9%
¹ Data from 1991 and 2001 censuses. ² These data are an estimate. They cover the primary and secondary levels. ³ Data from the 1991 census are not available, so we are including the 1996 data.						
Source: Statistics Canada						

As with second-language enrollment, enrollments in the minority system fluctuated over the ten-year period from 1991 to 2001. These fluctuations are shown in Figure 4 (page 23). Some findings emerge in this regard:

- ▶ The most significant gains in enrollments are largely in the Western provinces and the territories. The increase in enrollments is much greater than the increase in the absolute number of Francophones (mother tongue) in these jurisdictions. In most of these jurisdictions, the 1990s were marked by the establishment of school governance, which led to the opening of new French schools and French-language programs. This probably encouraged the recruitment of new Francophone (mother tongue) students.
- ▶ The Atlantic provinces offer a specific historical perspective. Over the past ten years, New Brunswick has seen a decrease in its Francophone (mother tongue) population and a marked (17%) decrease in enrollments in its French (mother tongue) program. Nova Scotia witnessed a decrease in its mother-tongue population but a significant (almost 20%) increase in enrollments in its French-language program. In New Brunswick, it was a long-established program; Nova Scotia set up its Francophone school board in 1996 and its homogenous French-language program in 2001.
- ▶ The case of Nova Scotia (like that of the Western provinces and the territories) suggests that the establishment of new programs is initially marked by a rise in enrollments. Once this initial enthusiasm wanes, the growth in the population may, as is the case in New Brunswick, more closely resemble the demographic evolution of the community as a whole. The case of Prince Edward Island tends to confirm this trend, since the increase in French (mother tongue) enrollments is reflected by an increase in the



Canadian
Heritage

Patrimoine
canadien

Canada

French (mother tongue) population. This province has governed its schools since 1990. Newfoundland and Labrador saw a drop in its Francophone population and, to a lesser degree, a decrease in enrollments in its French-language program.

- ▶ The situation in Quebec and Ontario was relatively stable over the course of the period under review. While Quebec saw a slight increase in its Anglophone (mother tongue) population and in enrollments in the Anglophone system, Ontario saw a slight increase in its Francophone (mother tongue) population, which was not reflected in a noticeable increase in enrollments in the Francophone system.

The quality of minority-language programs is not easy to evaluate. It is still less easy to determine whether the programs offered are of “comparable” quality to the programs of the majority.

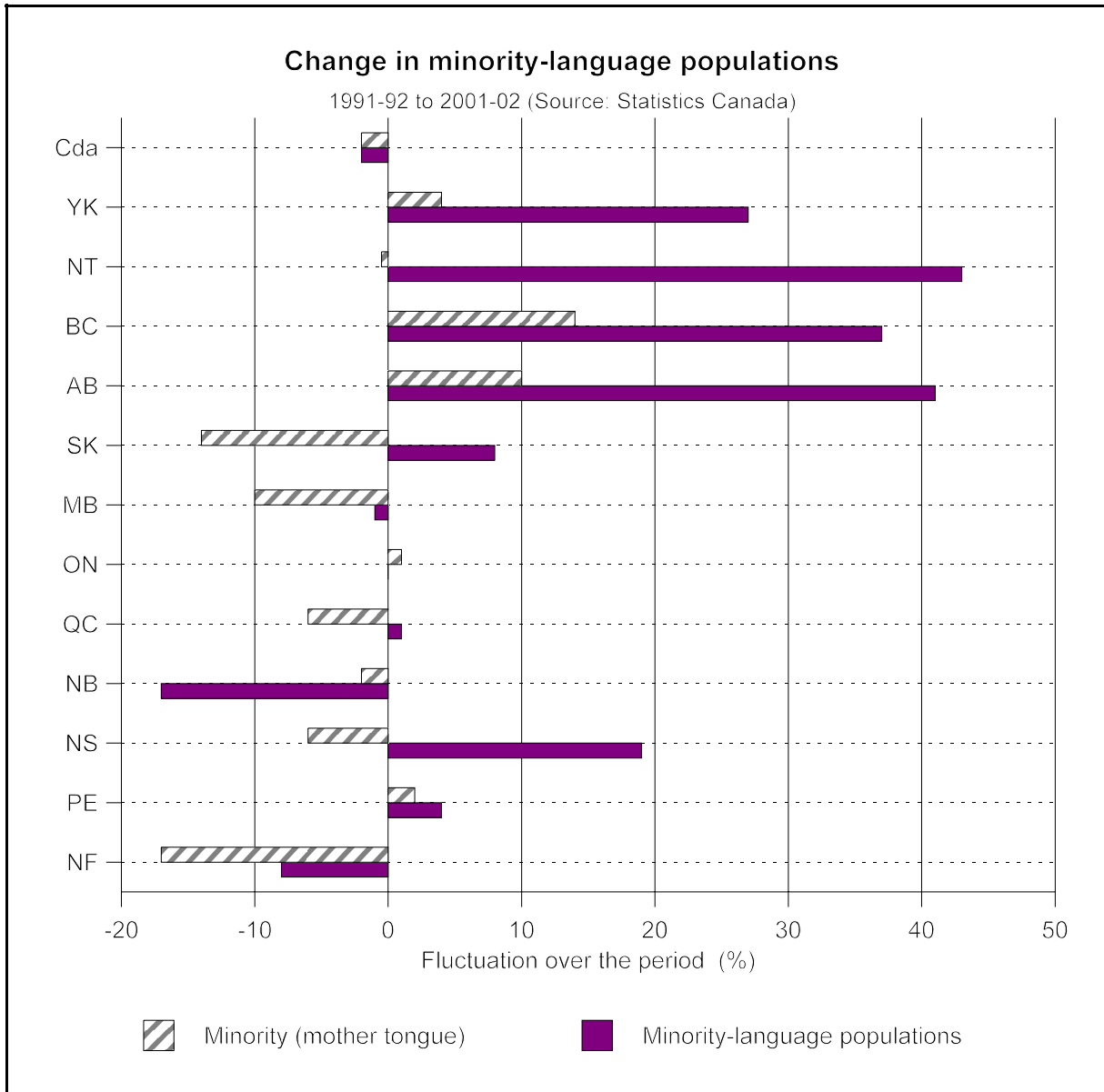


Figure 4

Consultations with departments/ministries of Education, minority school boards and students (in focus groups) indicate that the minority-language programs offered generally tend to be of good quality and probably comparable in many respects to the programs for the majority. A number of stakeholders did, however, identify factors that tend to make it more difficult to deliver a minority-language program:

- ▶ A number of school boards mentioned recruiting qualified teachers as being one of the most important challenges that minority school boards face. This is also largely true for school boards offering immersion programs.
- ▶ The scattering of the minority school population and lack of a critical mass makes it more expensive to deliver minority-language programs. A number of stakeholders feel that new technologies will be called on to play a growing role in this regard.
- ▶ The quality of the programs offered is also largely influenced by the quality of the educational resources made available to students and teachers. A number of stakeholders thus feel that a coordinated strategy on educational resources is essential to improve the quality of the education offered.
- ▶ Largely tied to the aforementioned factors is the school boards' capacity to offer a range of courses at the secondary level that allow students to prepare themselves adequately for their post-secondary studies. A number of respondents stressed that the ability to keep students in the minority system rests largely on this basis.

The question of the quality of minority-language education is also the subject of a major CMEC initiative. Instituted in 1993, the School Achievement Indicators Program (SAIP) is designed to cyclically evaluate the performance of Canadian students in mathematics, reading and writing, and science.¹⁴ During the evaluation of young Canadians' reading and writing conducted in 1998, the CMEC concluded the following:

In most provinces and territories, recent SAIP assessments consistently show that minority francophone 13- and 16-year-old students performed less well overall than their anglophone counterparts across

¹⁴These three disciplines were chosen because they are the areas in which the programs across the country are most similar and therefore most easily comparable.

*Canada, their performance also being lower than that of francophones in Quebec.*¹⁵

In reaction to these data, the CMEC and the Department of Canadian Heritage initiated the Pan-Canadian French as a First Language project. The primary objective of this project is to improve the learning results of minority community students. The Project thus has two segments:

- ▶ *Segment A:* an in-depth analysis of minority Francophone students' performance on SAIP mathematics, science, and reading and writing assessments in order to understand the underlying causes of their poorer performance.
- ▶ *Segment B:* the development of a francisation training kit for teachers from kindergarten to grade 2.¹⁶

The consultations conducted for this evaluation indicated that the Anglophone community of Quebec faces a similar problem with respect to provincial tests. In recent years, the nine Anglophone school boards in Quebec have systematically been at the bottom of the performance scale. The Quebec department of Education is currently examining aspects of this issue, including the very process of administering the provincial tests.

3.2.2 Second-language learning

This evaluation examines the extent to which young Canadians successfully learn and master their second language while at school, and develop an appreciation for the culture associated with that language. As mentioned previously, the lack of a uniform tool for measuring young peoples' ability in their second language at the end of their secondary education considerably limits the analysis of this question. Thus, the methodology chosen for the evaluation did not make it possible to gather quantitative data on the students' opinion on this question. The focus groups with students from Grade 12 (or equivalent), and the literature review, did however make it possible to collect certain opinions that are included in this section.

General perspectives

The 2001 Census data show that, overall, bilingualism has gained ground in Canada in the past five years (Canada, Statistics Canada, 2002). As shown in Table 7, a total of 17.7% of the

¹⁵CMEC. (1999). *School Achievement Indicators Program: 1998 report on reading and writing assessment*. Toronto.

¹⁶Information taken from CMEC Web site: www.cmec.ca.



population reported itself to be bilingual in 2001, compared with 16.3% in 1991. This increase is primarily attributable to Quebec.

Table 7: Rate of French-English bilingualism, from 1991 to 2001 (%)

	NL	PE	NS	NB	QC	ON	MB	SK	AB	BC	NT	YT	NV	CDA
1991	3.3	10.1	8.6	29.5	35.4	11.4	9.2	5.2	6.6	6.4	n/a	9.3	n/a	16.3
1996	3.9	11	9.3	32.6	37.8	11.6	9.4	5.2	6.7	6.7	7.7	10.5	4.1	17
2001	4.1	12	10.1	34.2	40.8	11.7	9.3	5.1	6.9	7	8.3	10.1	3.8	17.7

Outside Quebec, bilingualism lost ground among Anglophones aged 15 to 19: their rate of bilingualism slipped from 16.3% in 1996 to 14.7% in 2001. The bilingualism rate also dropped in the 10 to 14 age group, from 12.9% to 11.5% during the same period. The census also raises certain concerns about young peoples’ ability to maintain their bilingualism. Statistics Canada notes:

In 1996, the bilingualism rate among young people aged 15 to 19 was 16.3%. By 2001, when this group was five years older, or aged between 20 and 24, the rate had dropped to 13.5%. This followed a similar pattern from 1991 to 1996.¹⁷

This census data attracted the attention of the respondents consulted for this evaluation. Respondents noted that the cuts made to the OLEP during the 1990s often produced corresponding cuts in provincial/territorial budgets for second-language instruction. It was thus hypothesized that the setbacks noted in the 2001 Census were due at least in part to these cuts.

Another interesting piece of data concerning second-language learning recently came out of an opinion poll conducted for the Department of Canadian Heritage. In November and December 2002, a total of 1153 Canadians from the majority communities (Francophone in Quebec and Anglophone elsewhere in the country) were asked to assess the opportunities they were given while at school to learn their second language. The respondents felt the opportunities were poor.¹⁸

¹⁷Statistics Canada. (2002). *Profile of languages in Canada: English, French and many others*. Ottawa, p. 15.

¹⁸Canadian Heritage. (2003). *Attitudes and perceptions toward Canada’s official languages*. Ottawa. Using a scale of 0 to 10 (0 representing complete disagreement and 10 complete agreement), respondents were asked to evaluate their opportunities to learn their second language at the primary and secondary levels. The responses from Francophones in Quebec averaged 5.34 and of Anglophones elsewhere in the country, 5.30.



As mentioned previously, the literature on second-language learning tends to conclude that a well-structured immersion program generally allows students to acquire a relatively strong command of their second language. This perception was for the most part shared by the respondents consulted during this evaluation.

These same consultations also revealed a number of doubts about the effectiveness of core second-language programs. Only a minority of respondents felt that the core program allows average students to acquire a more or less working knowledge of their second language. A number of respondents, in fact, mentioned that only a combination of initiatives (participation in the summer language bursary programs, travel or a relative who speaks the minority language, etc) could allow a student in the core program to acquire a good knowledge of the second language.

These trends also surfaced during the focus groups held for this evaluation with Grade 12 (or equivalent) students. Table 8 presents some of the comments that participants made in these groups. These are young Anglophones who were in a Core French program.



Table 8: Ability to learn a second language	
Themes	Comments
Quality of second-language instruction	<p><i>"I basically started French in Grade 8. I hated it and I didn't learn anything, all through Grades 9, 10 and 11. Then I went on the bursary exchange and it was so good. I was talking French, dreaming in French, it was great. I wasn't going to take French at Grade 12 because I really hated French before I went on the bursary program, but this program made me passionate about French and not only French, but other languages."</i></p> <p><i>"I can sort of read French. I can understand most of what someone is saying in French. Even if you don't get every single word that someone is saying, you understand key words and the context."</i></p> <p><i>"I find it pretty easy to read French. It's the speaking that I have a lot of difficulty with. I can't really pronounce the words and I can't really think of the words to use off the top of my head."</i></p>
Immersion program	<p><i>I'm so mad. I feel so left out, because I totally wish that taking French in elementary school would have been mandatory, instead of having separate French immersion and then the regular kids. They had the better teachers. I really wished that, from kindergarten on, we could have had like an hour with a really good teacher, instead of getting some person that really doesn't even know anything about French. I feel cheated. The system really cheated me and I'm really angry about it."</i></p>
Learning about the culture	<p><i>"In Junior High, we learned about French culture. We played spoons. That did not tell me much about the French culture."</i></p> <p><i>"We didn't really learn much about French culture. I think we should learn about it earlier on. Honestly, before I went away to Québec, I was sort of ignorant towards them and didn't know much about their culture."</i></p> <p><i>"I really think we should learn about contemporary Québec culture." What Montreal is like..."</i></p>

Source: Focus groups held for the OLEP evaluation (2003).

3.2.3

Stability of school boards and post-secondary institutions

The evaluation examined the extent to which the Bilateral Agreements successfully ensured the long-term existence of Francophone school boards and post-secondary institutions. The analysis includes, among other things, the impact of the Special Measures at the primary, secondary and post-secondary levels.



Minority school boards

The consultations confirmed that a number of factors influence the *stability* of minority school boards. These factors include the ability of minority school boards to recruit and maintain their student population and teaching staff, their ability to integrate children with varying levels of competence in their mother tongue, their ability to offer a quality and relatively varied curriculum comparable to the one in the majority system, and their ability to deliver programs by alternate means (distance education). In other words, the fundamental challenge facing minority school boards is offering quality education relatively equal to that of the majority system in an environment in which the lack of a critical mass combined with problems specific to a minority system systematically lead to higher operating costs.

Thus, the concept of *stability* would be directly related to that of *supplementary costs*. The extent to which the supplementary costs can be identified, quantified and funded would in large part determine the degree of stability of minority school boards.

The vast majority of respondents consulted as part of this evaluation stressed the crucial role that the Special Agreements played in establishing the core structures for minority school governance. The consultations indicate that, despite the existence of a clear obligation on the part of the provincial and territorial governments to implement this right to school governance, it is almost certain that the progress made during the past ten years would not have happened without federal support, provided largely through the Special Agreements. In the early 1990s, there were no minority school boards in many of the provinces and territories and the school governance structure, where it did exist, was often incomplete. Today, foundations for a school governance infrastructure for minority-language education are in place in all ten provinces and three territories.

A number of respondents noted that it is still difficult to determine when the implementation of minority school governance will be completed. In a number of cases, linguistic school boards have only recently been set up on a province-wide basis. School governance in Nova Scotia was established in 1996; Ontario and Quebec set up their respective minority school boards in 1998; British Columbia did so in 1997 and Saskatchewan in 1995, to give but a few examples. A number of respondents thus indicated that further Special Agreements will probably be necessary to complete this phase of implementation.

In the longer term and on a permanent basis, the minority school boards will require resources to fund activities that do not exist in the majority system or to a much lesser degree. These activities include interventions in the minority language at the preschool level, adapted educational resources, refrancisation and recruiting students eligible for the minority schools (children of eligible parents).



On this final point, a number of respondents echoed the *Martel Report*, which recently estimated that the minority school is not reaching some half of the school population, which thus opts for English-language education or an immersion program.¹⁹ In Quebec, the consultations indicate that recruitment poses less of a problem, since over 90% of the students eligible for minority-language education are in the Anglophone minority schools. A number of respondents pointed out that efforts to recruit young Francophones into the minority system translate systematically into a greater need for refrancisation programs. It would seem logical to assume that a greater proportion of the eligible children who currently attend English schools or immersion programs have a poorer command of French than children who have been in the minority school system since it became available. Often the result of marriages in which one parent is an Anglophone, these children have first-language proficiency needs that the school boards cannot ignore.

In the longer term, thus, the stability of minority school boards will be determined by the capacity of the federal and provincial/territorial government to ensure adequate funding of the supplementary costs facing these school boards.

Post-secondary institutions

The network of minority post-secondary institutions is relatively limited. Table 9 (page 31) lists the post-secondary institutions across the country that offer minority-language education. A number of these institutions received financial support from the OLEP, through the Special Agreements, among other things. The vast majority of respondents indicated that the stability of these post-secondary institutions is largely determined by the same factors as those identified for the minority school boards (capacity to recruit students and teachers, first-language proficiency programs, educational resources, etc.).

Like the minority school boards, these institutions must offer competitive programs (both in terms of the range of courses offered and the quality of the instruction) while lacking the same critical mass as institutions serving the linguistic majority groups. A number of respondents also mentioned the high operating costs associated with specialized post-secondary programs. That is the factor that in large part explains the absence of a number of specialized science programs in these institutions.

¹⁹Martel, A. (2001). *Rights, Schools and Communities in Minority Contexts: 1986 - 2002. Toward the development of French through education, an analysis*. Ottawa. Office of the Commissioner of Official Languages.



Table 9: Minority-language post-secondary institutions	
Province	Institutions
Nova Scotia	▸ Université Sainte-Anne / Collège de l'Acadie
New Brunswick	▸ Université de Moncton ▸ Collèges communautaires du Nouveau-Brunswick
Quebec	▸ Bishop's University ▸ Concordia University ▸ McGill University ▸ English-language CEGEP
Ontario	▸ University of Ottawa ▸ Université de Hearst / Laurentian University ▸ Cité collégiale et Collège Boréal
Manitoba	▸ Collège Universitaire de Saint-Boniface
Alberta	▸ Faculté Saint-Jean (University of Alberta)

The respondents thus stressed that stable post-secondary institutions remained a goal, and not an established reality. The recent (December 2002) merger of Université Saint-Anne and Collège de l'Acadie or the fall 2001 closing of Collège des Grands Lacs in Ontario (whose students are now served by Collège Boréal) clearly indicate the need for constant adjustments in this area. Some respondents indicated that the future of minority post-secondary education lies not in expanding the number of post-secondary institutions but in finding ways to facilitate access to the existing institutions, for example, through distance education and bursary programs and loans specifically for minority students.

3.2.4 Impact of the bursary program (SLBP)

The evaluation examined the success of the bursary program (SLBP) in terms of the number of Canadians who had the opportunity to increase their knowledge of their second language or, in the case of minority Francophones, to perfect their knowledge of French. The evaluation also looked at the quality of the instruction that program participants received, that is, whether it allowed them to develop their knowledge of their second language or mother tongue.

Level of participation

Table 4 on page 10 of Appendix A provides a quick sketch of the SLBP program. Each year, some 7000 bursaries worth \$1625²⁰ are awarded to participating institutions to allow almost

²⁰Amount in effect in 2000-2001. The \$1625 bursary covers tuition fees, meals and accommodations, but, with the exception of the PBÉFHQ, does not cover travel expenses.



7000 students to take a five-week language training course during the spring or summer. As shown in Figure 5, for 2000-2001, this number is essentially divided between FSL (53.2%) and ESL bursary recipients (42.3%). French-mother-tongue bursary recipients represent 4.5% of the total.

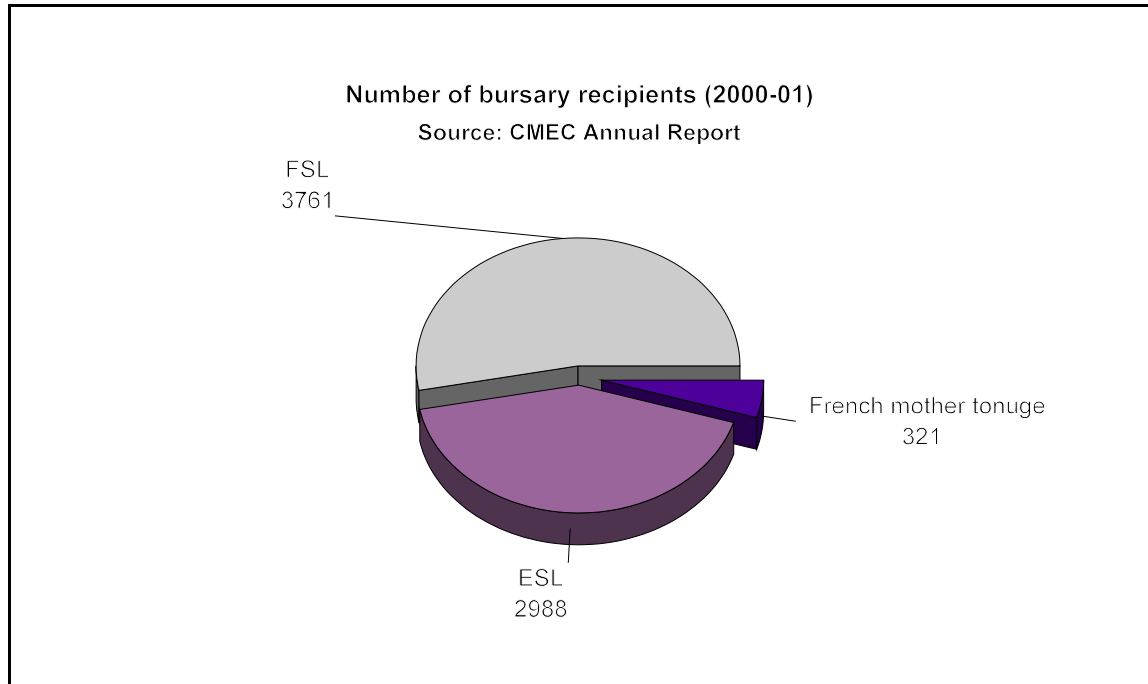


Figure 5

The SLBP is a popular program. The number of applications received each year far exceeds the number of positions available. As shown in Figure 6, Quebec is the province with the highest level of activity, both in terms of number of applications received and bursaries awarded. Of the 3155 bursaries awarded in Quebec in 2000-2001, 96% were awarded to Francophones for ESL courses.

Outside Quebec, 89% of the clientele are young Anglophones in FSL courses. The rest of the population was divided almost equally between young Francophones in FFL courses (5%) and young Francophones in ESL courses (6%).

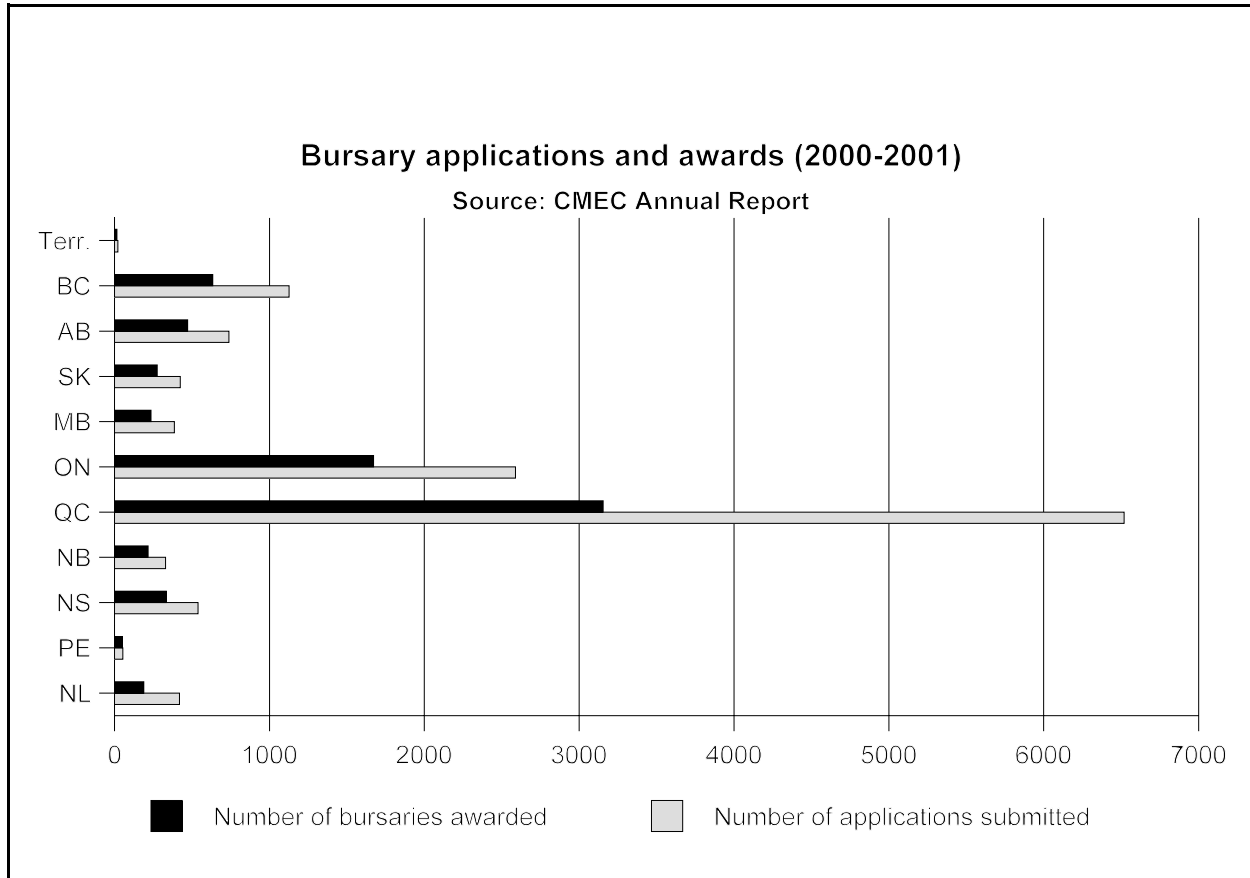


Figure 6

Figure 7 (page 34) shows that the total number of bursaries awarded during the period under review fluctuated slightly. The lowest number was recorded in 1996, when the number of bursaries awarded was 5654. This was the period when program funding was also lower (see Figure 25 on page 17 in Appendix A). In 2000, the number of bursary recipients was 7249, the highest level reached during the period from 1993 to 2000.

The greatest fluctuations were in the number of bursary applications. While the number of applications always greatly exceeded the number of bursaries available, there was nevertheless a constant drop recorded between 1994 and 1999.

A number of stakeholders also mentioned that the current level of financial support for the bursaries is not high enough, which led to the withdrawal of some post-secondary institutions that no longer felt able to offer language courses.

Impacts of the SLBP Program

The methodology used for this evaluation included a survey of SLBP participants. In all, 301 participants responded to a telephone questionnaire. The sample of respondents consisted of 60% young people in FSL courses, 37% young people in ESL courses and 3% young people in FFL courses. The vast majority of the respondents were women (80%) and between the ages of 18 and 24 (82%). The following lines present the major trends that emerged from the survey. The data on the participants in the second-language programs are presented first, followed by that on

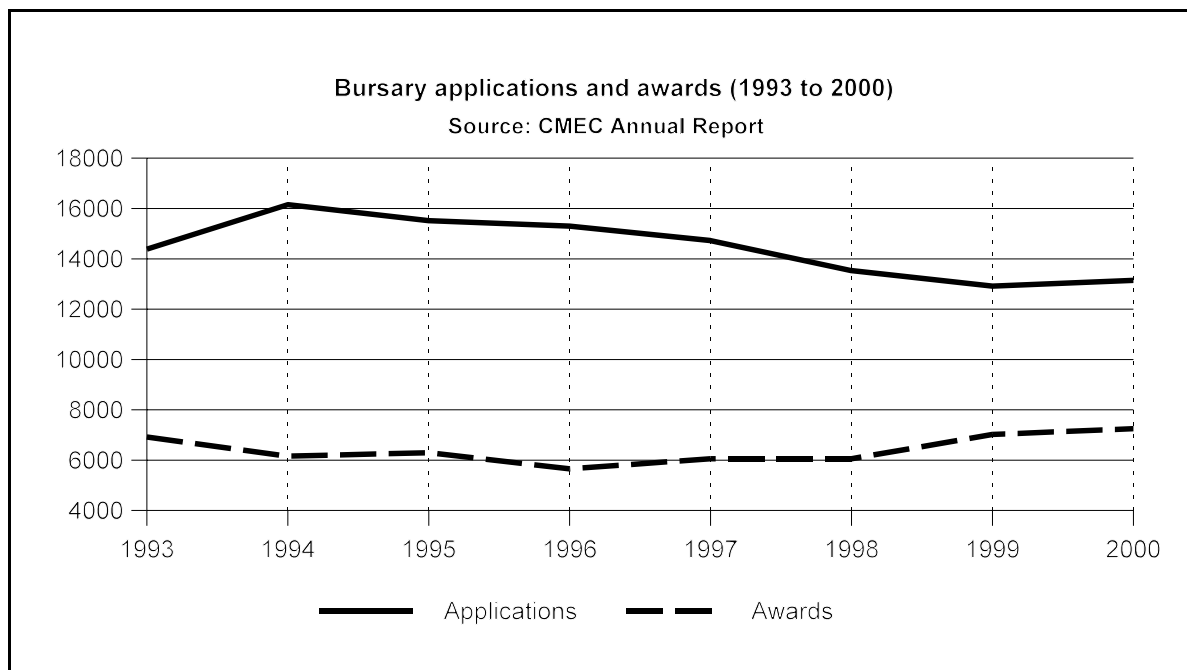


Figure 7

the participants in FFL courses (for minority Francophones).

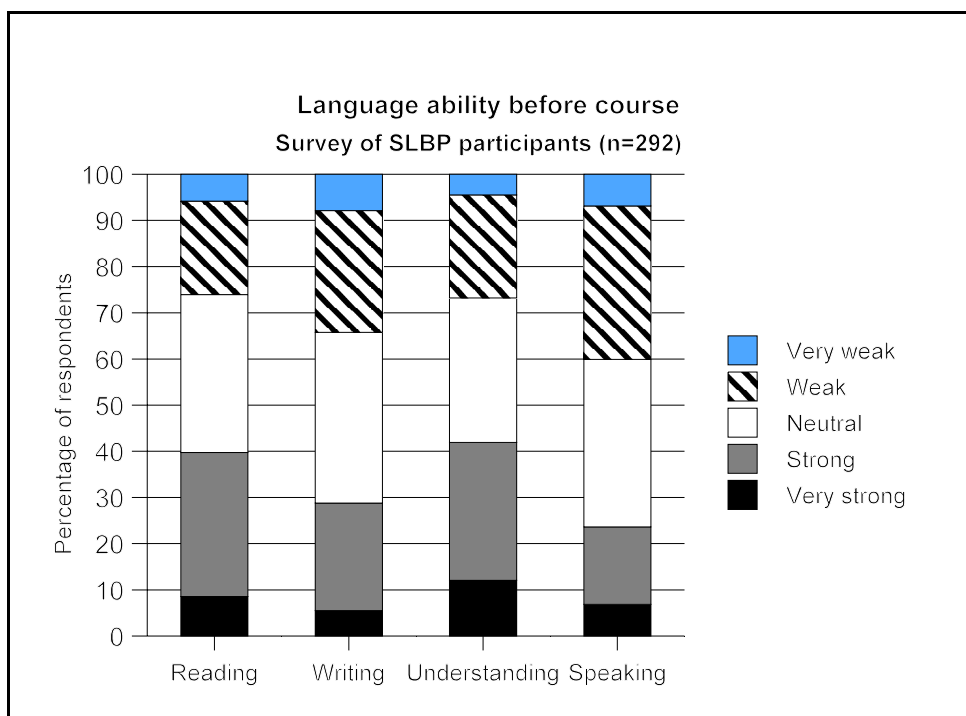


Figure 8

► *Second-language course*

The first thing to note is that the respondents registered in second-language programs had a limited knowledge of their second language before beginning the course. As indicated in Figure 8, the aspects of the second language in which the participants were weakest were writing and speaking. Moreover, the results of the survey show no significant differences in this respect between FSL and ESL course participants.

In general, the participants evaluated the program’s impact on their language abilities favourably. Figure 9 indicates that more than 8 out of 10 respondents felt their ability to understand and speak their second language had improved, including over 50% of respondents who feel that their ability had *greatly* improved. The participants’ reading and writing skills had also improved, but to a lesser degree.

The survey data also illustrate that participation in this type of language training has an impact that goes beyond second-language development. As Figure 10 (page 37) shows, the participants

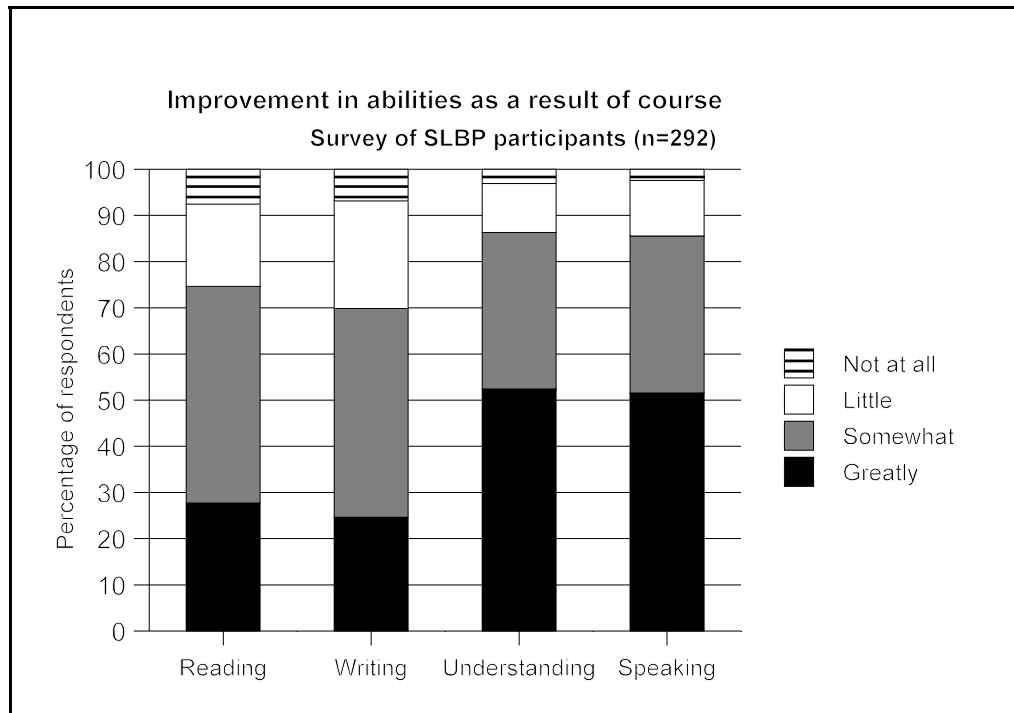


Figure 9

seem to have acquired greater confidence in their linguistic ability and in their ability to use this knowledge on a personal and professional level.

On a personal level, over 8 out of 10 respondents feel that the course increased their interest in the culture associated with their second language, which is one of the core objectives of the SLBP. These respondents will tend to look for opportunities to communicate in their second language and over two-thirds will also watch more television or listen to more radio in their second language. The survey also indicates that roughly half of the respondents tend to read more in their second language. This lesser level reflects the fact that writing is an area in which the participants are generally weak when they start the course and in which the improvement, while significant, is to a lesser degree than the improvement in understanding and oral communication.

On a professional level, the vast majority of respondents feel that as a result of their course they were more likely to work in an environment that requires the use of their second language. This result also fits in well with the program objectives.

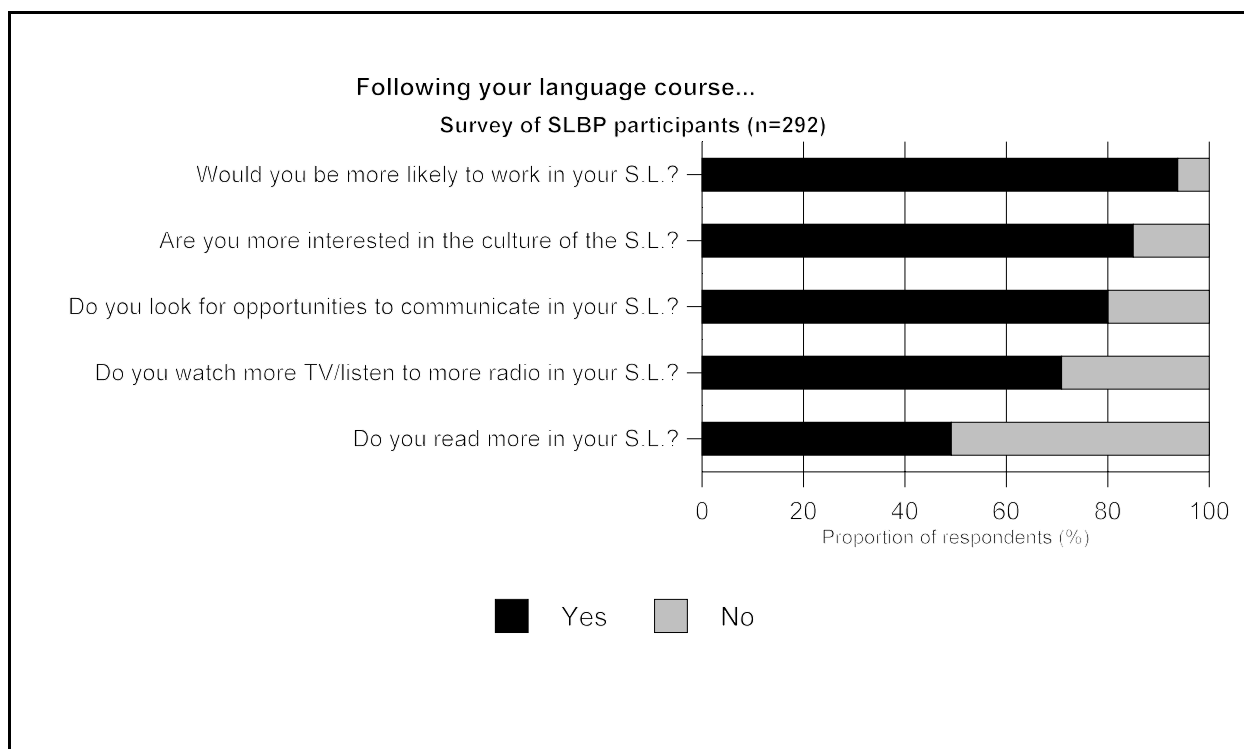


Figure 10

These results are largely consistent with the data obtained during the interviews with federal and provincial/territorial stakeholders (including the CMEC). These respondents feel that the SLBP largely attains its objectives of promoting second-language acquisition and facilitating cultural exchanges.

Some stakeholders from the school boards added that the bursary program dovetails nicely with the (core and immersion) second-language programs in schools. The participants have the opportunity to live in their second language much more intensely and, even more importantly, they have the opportunity to spend time in an environment where the second language is indeed a *living* language. The comments of one of the participants in the focus groups, reported in Table 8 (page 28), are revealing in this respect. That student became “passionate about” French after being immersed in an environment in which the French language and culture were expressed in concrete and practical situations.

► *French as a First Language course*

The vast majority of respondents who participated in the FFL bursary program had an adequate knowledge of the French language before taking the course. They felt that the course’s most significant impact was on their ability to communicate *orally* in French. Thus, over three-



quarters of respondents felt that their ability in this regard had improved greatly (56%) or somewhat (22%) as a result of the course. A logical result and one confirmed by the survey is that participants are now more likely to converse in French.

The consultations with provincial/territorial and federal stakeholders indicate that there are still certain problems with this component of the SLBP. First of all, they mention that this program component almost never attracts enough participants for the number of bursaries available annually. In particular, they point out that this “French as a First Language” component has little attraction for the target population, young minority Francophones. As a rule, they find it difficult to accept that their command of their mother tongue is so poor that they need language courses.

Faced with these difficulties, the CMEC recently commissioned a study to analyse the communication problems connected with this component of the SLBP.²¹ The study notes the systematic recruiting problems the program faces and draws certain conclusions. These include that the program:

- ▶ does not interest young people;
- ▶ supposes that the young Francophones acknowledge their poor French-language skills;
- ▶ may be asking young people to give up a summer job to participate in the training; and
- ▶ does not take sufficient account of the target public and its realities.

The study recommends reviewing the component’s basic approach. This initiative must therefore be “thematized,” to link it directly to areas of interest to the target public. The study also recommends a thorough review of the communication strategy to make the initiative more attractive to young Francophones.

- ▶ *General considerations*

A few questions of a more general order were broached by the survey respondents. Thus, they evaluated the program administration favourably, both with respect to the information about the bursary application and the coordination process at the regional and national level. More than three-quarters of the respondents felt however that the program was not sufficiently publicized. It should be remembered however that the number of applications always largely exceeds the number of bursaries available (see Figure 7 on page 34), except for the French as a First Language bursary program (PBFHQ).

²¹CMEC. (2003). *Évaluation du Programme de bourse d’été pour francophones hors Québec (PBEFHQ)*. Ottawa.

Some 60% of respondents also indicated that the costs they assumed to attend the course (primarily travel expenses) did not constitute a significant barrier. The respondents' general satisfaction with their experience was well reflected in the fact that 98% of respondents were ready to recommend the program to a friend or relative. It is thus not surprising that almost all the respondents acknowledge the program's relevance and benefits.

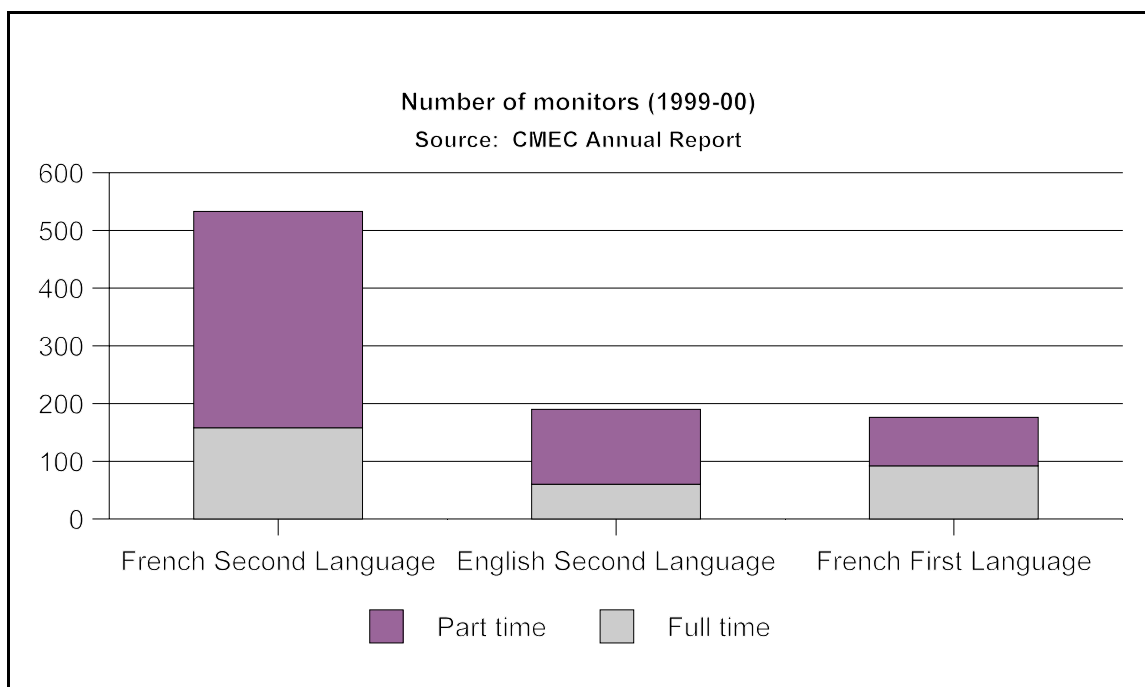


Figure 11

Finally, the respondents were invited to evaluate the extent to which the SLBP contributes to the general objectives of the federal official languages policy. The respondents feel that the program contributes directly to promoting linguistic duality and official languages.

3.2.5 Impact of the monitor program (OLMP)

The evaluation examined the success of the monitor program (OLMP) in terms of the number of Canadians who had the opportunity to act as second-language monitors or French as a First Language monitors for Francophone minorities. This review looked among other things at the impact monitors had on the quality of the second-language instruction or FFL education. Finally, we will explore the extent to which the monitors were able to benefit from this experience to develop their knowledge of their second language or mother tongue.

Level of participation

Table 4 on page 10 of Appendix A provides a quick sketch of the OLMP. Each year, slightly fewer than 1000 students have the opportunity to work as second-language or French as a First Language monitors. The part-time monitors work 8 hours a week at \$15 an hour. The full-time monitors work 25 hours a week, for nine months. Their total salary for the nine months is \$12,420. As shown in Figure 11, this number is divided essentially between FSL monitors (59.3%), ESL monitors (21.1%) and FFL monitors (19.6%). In addition, 65.5% are part-time monitors and 34.5% are full-time monitors.

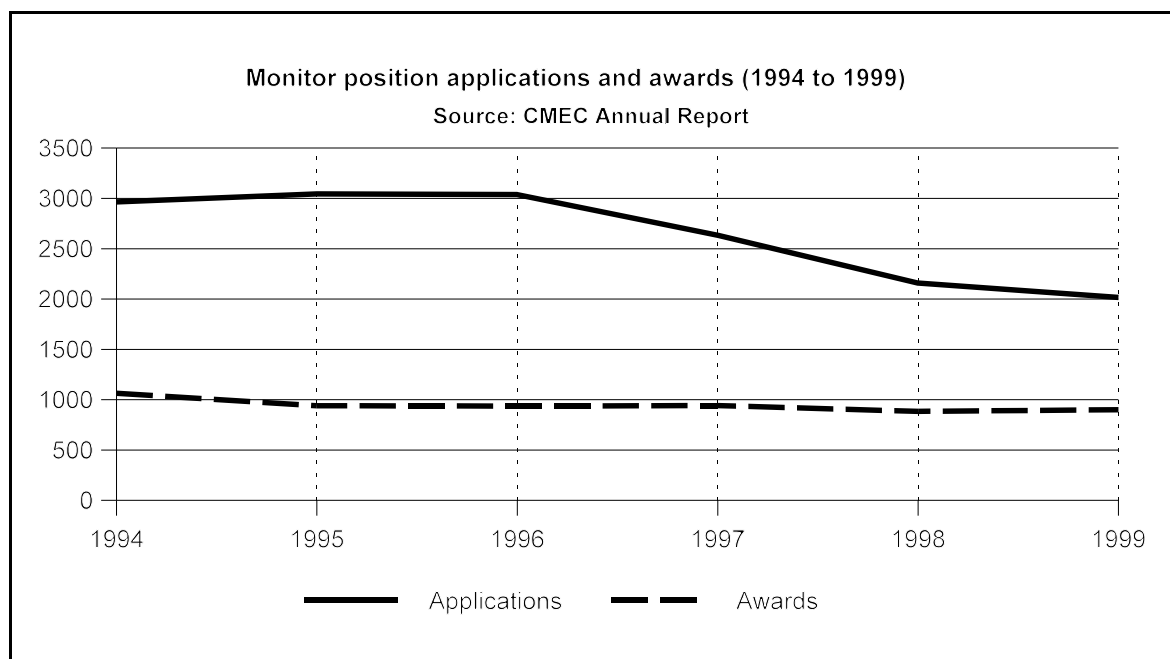


Figure 12

As with the bursary recipients, the number of applications for monitor positions far exceeds the number of positions offered. As shown in Figure 12, however, there was a drop in the number of applications between 1994 and 1999.

Impacts of the OLMP

As part of this evaluation, a survey was carried out among OLMP participants. In all, 302 participants answered a telephone questionnaire. The sample of respondents consisted 30% of young people who were FFL monitors, 46% FSL monitors and 25% ESL monitors. Full-time monitors accounted for 70% of respondents, with part-time monitors accounting for the other 30%. As was the case with the SLBP, the vast majority of respondents (85%) were women.

Seven out of ten respondents were between the ages of 18 and 24, while 25% were between the ages of 25 and 39. What follows are the main trends to emerge from this survey.

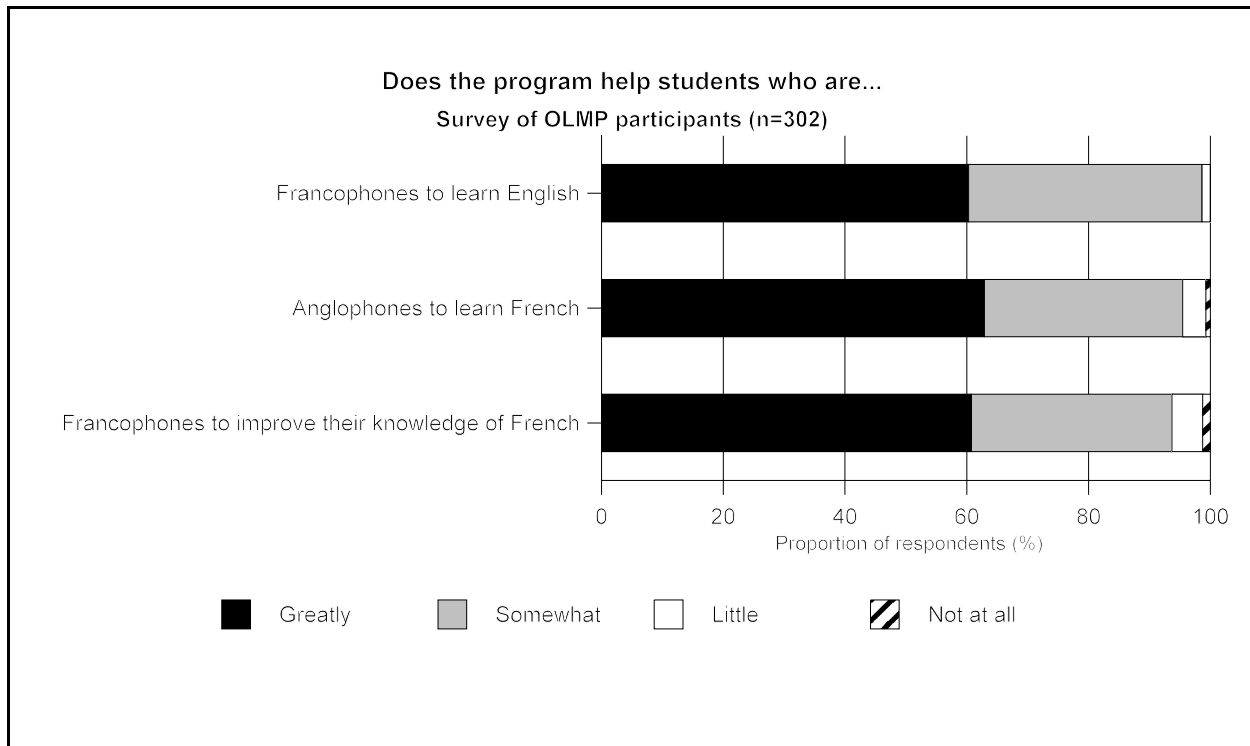


Figure 13

We are also including in this analysis the results of the survey of primary and secondary schools that accepted monitors. In all, 26 institutions participated in the survey. Half of the institutions were English schools, three-quarters of which offered a French immersion program.

The OLMP's impact is essentially at two levels. First, the monitors' work is expected to help young Canadians to learn the official languages. In addition, the young monitors are also expected to take advantage of this experience to improve their command of the official languages.

On the first point, the survey indicates that monitors evaluate the impact of their work favourably. Figure 13 shows that over 9 out of 10 respondents feel that the program helps young Canadians to learn French or English as a second language or, in the case of young minority Francophones, to improve their command of their mother tongue. In fact, 3 out of 5 respondents feel that the program *greatly* helps the young people in this respect.

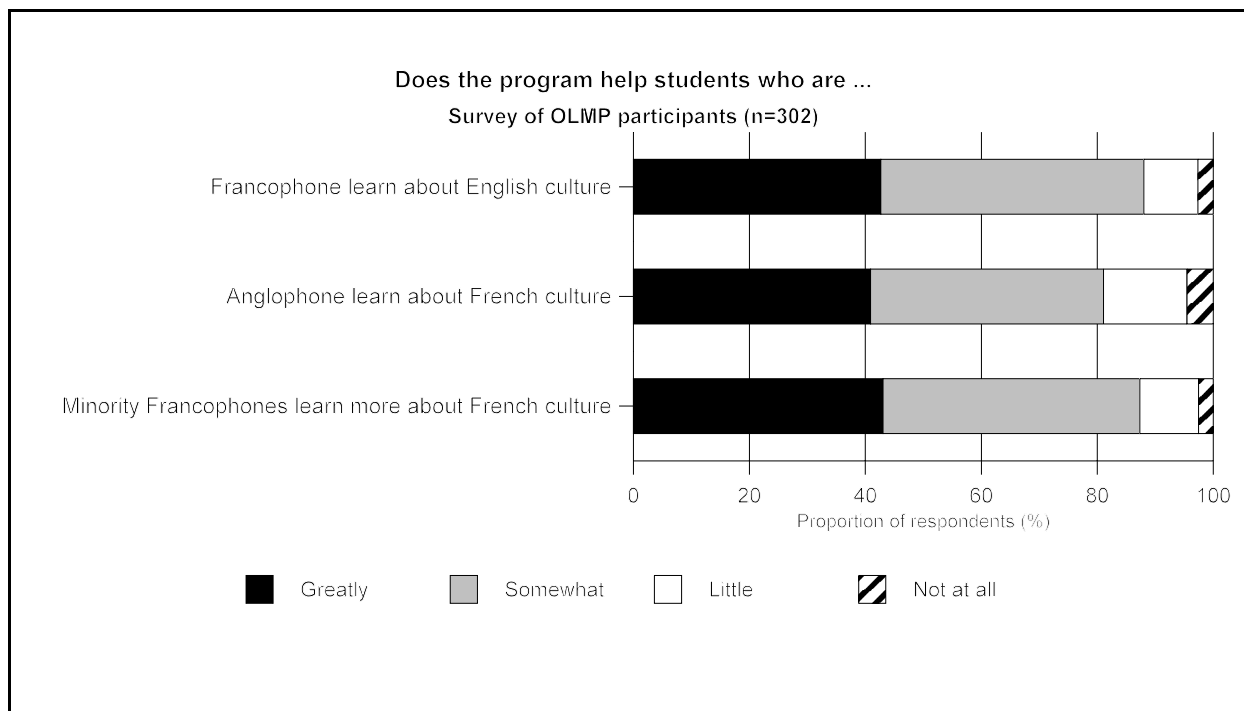


Figure 14

The survey of institutions that accepted monitors largely echoed this viewpoint. Over 4 out of 5 respondents said they were satisfied (27%) or very satisfied (54%) with the monitors' performance in the classroom and virtually all the respondents feel that the OLMP helps increase knowledge of French and English.

The respondents who were monitors also indicated that the program had a significant cultural impact. Thus Figure 14 shows that over 4 out of 5 respondents felt that the program had *greatly* or *somewhat* helped the young people to learn about French or English culture, depending on the target clientele. Although this impact was significant, it was not as significant as the impact in terms of learning the language itself.

The second-language monitors' evaluation of the OLMP's impact on their own abilities in their second language is more limited. As shown in Figure 15, slightly less than 3 out of 5 respondents feel that the program (*somewhat* or *greatly*) improved their ability to understand or speak their second language. Over half the respondents did however estimate that the program improved their ability to read and write their second language *little* or *not at all*.

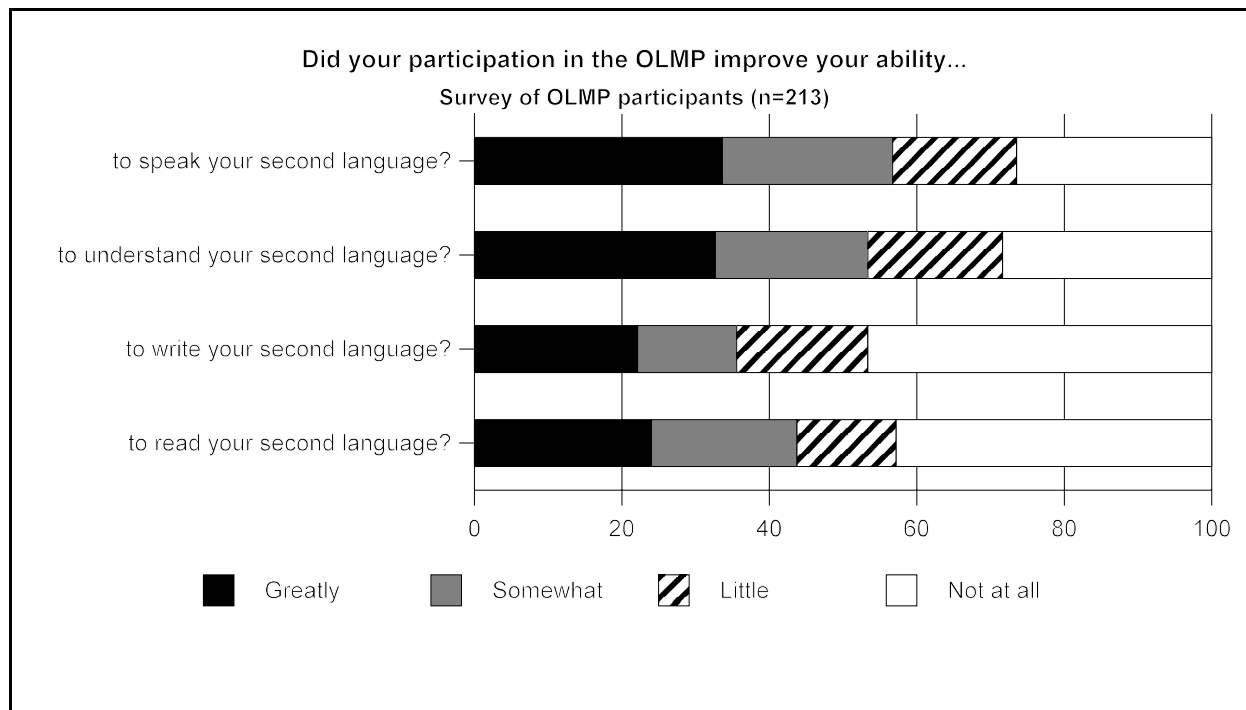


Figure 15

Overall, the monitors were very satisfied with their experience. Over 9 out of 10 respondents would become monitors again if the opportunity presented itself. Virtually all the respondents (98%) would recommend this program to a friend or relative. The satisfaction of the participants and institutions that accepted monitors also extends to the administration and coordination of the OLMP.

One of the points to which specific attention was paid during the evaluation was the monitors' salary, particularly that of the full-time monitors. A number of the stakeholders involved in recruiting and selecting monitors expressed their concern in this respect, feeling that the salary offered to full-time monitors was insufficient.

The survey thus sought to determine whether the monitors themselves felt the salary offered had a dissuasive effect on the recruiting process. In all, 63% of respondents said that they did not feel the salary offered could have such an effect. This overall figure does however mask a significant difference between full-time and part-time monitors. While 70% of the part-time monitors do not feel that the salary has a dissuasive effect, that figure falls to 47% for the full-time monitors. The survey results thus confirm the stakeholders' concerns and could explain, at least in part, the drop in the number of applications to become a monitor, as shown in Figure 12 (page 40).

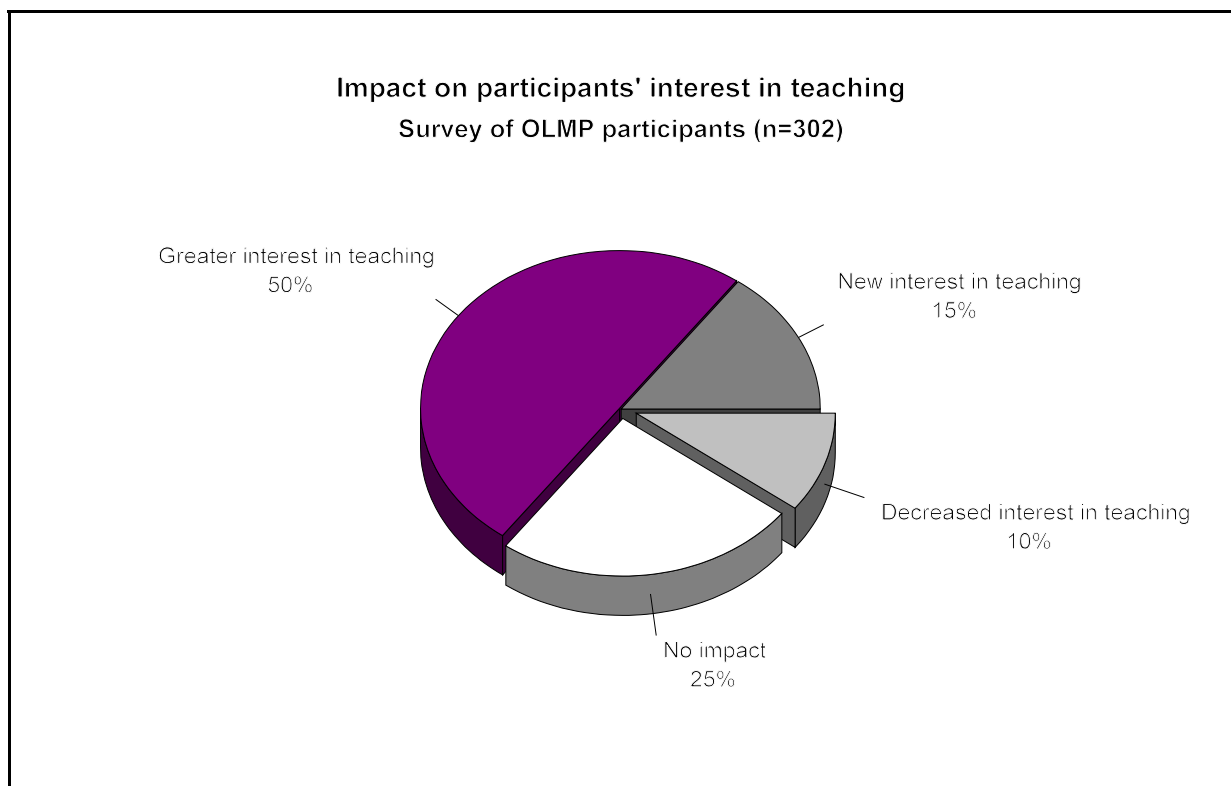


Figure 16

Another point broached during the interviews of the people involved in administering the OLMP concerned the program's impact on the monitors' interest in the profession of teaching. A number of stakeholders said they hoped that this participation would nurture the young peoples' interest in such a career, teaching being a field in which the needs are already very great and likely to intensify in the years to come.

The survey of OLMP participants thus raised the issue directly, and the responses are fairly positive. As shown in Figure 16, roughly two-thirds of the respondents indicated that their experience created a new interest in the teaching profession, or increased an existing interest. Only 10% of the respondents said their experience had a negative impact in this regard.

Finally, we note that the CMEC recently commissioned a study to evaluate the OLMP's communication approach.²² The study notes that the field of exchange programs has become much more competitive and that young people now have many opportunities to become foreign-

²²CMEC. (2003). *Évaluation des communications pour le Programme des moniteurs de langues officielles (OLMP)*. Toronto.



language monitors. The study thus recommend reviewing the program's identity and image and positioning it better to make it more interesting to young people.

The evaluation looked at the OLEP's impact on federal-provincial/territorial relations. Overall, the program is well regarded, both on the federal and the provincial/territorial sides. Some provincial stakeholders even described the program as a "model" for federal-provincial/territorial relations, particularly in light of the fact that education is an area of exclusive provincial/territorial jurisdiction. All the stakeholders from the provinces and territories mentioned the flexibility of the Department of Canadian Heritage officers responsible for administering the OLEP.

The stakeholders feel that the federal government succeeded, through the OLEP, in advancing its official languages objectives, while allowing the provinces and territories to adapt the program to their specific conditions. Some also mentioned the contribution made by the CMEC, which brings the provincial and territorial stakeholders together and facilitates their coordination. Respondents mentioned the important work done by the CMEC through the School Achievement Indicators Program (SAIP) and would like the organization to get more involved in research and measuring school achievement. Some also wanted to see the CMEC directly involved in the accountability exercises for the activities funded by the action plans, for example, by developing common performance measurement tools.

Other stakeholders noted that the increasing use of Special Agreements (outside the Protocol) had minimized the role of the Protocol, and by extension the CMEC, in the negotiation of Bilateral Agreements.

3.2.6 Impact on linguistic duality

A program of the nature and scope of the OLEP pursues objectives closely linked to the federal policy on official languages. The evaluation thus tried to explore the extent to which the program contributed to the recognition, appreciation and use of the official languages in Canada.

As the data presented throughout this report has shown, those who take an active part in the various activities funded by the OLEP (students, bursary recipients, monitors, educational institutions, teachers, etc.) generally feel that the program directly supports the country's linguistic duality.

A survey recently conducted for the Department of Canadian Heritage also produced data that illustrate the importance that Canadians place on learning the two official languages.²³ The

²³See Canadian Heritage. (2003). *Attitudes and perceptions toward Canada's official languages*. Ottawa.



respondents generally agree with the statement that the federal government is doing a good job protecting and promoting the two official languages in Canada.²⁴ This sentiment was particularly strong among respondents from minority communities.

The survey respondents were also asked to comment on the role that linguistic duality plays in their cultural enrichment. The respondents from minority communities felt that linguistic duality played a major role in this respect, while those from the majority communities, and Anglophones in particular, accorded it less importance.

Finally, we note that the survey respondents generally felt that the presence of French and English in Canada helped produced business opportunities and jobs in this country.

3.3 Design and delivery / Cost-effectiveness

This final block of evaluation themes broaches the question of whether the OLEP uses the most appropriate and effective means to attained the expected results.

3.3.1 Accountability

The federal government's intention to focus the management of its programs on results rather than activities creates numerous accountability challenges. This evaluation examined the extent to which the various sources of data and reports obtained from the provinces/territories allow for adequate follow-up on the OLEP.

A clear distinction must be made here between the period before the advent of action plans and the period after. As described in Section 1.3 (page 5), these action plans cover the final three fiscal years of the current Protocol (2000-2001 to 2002-2003) and are designed to establish a more integrated approach to official languages in education and to focus on obtaining results that can be measured by performance indicators.

Pre-action plan system

Before the action plans, the OLEP was administered on the basis of a series of projects developed by the provinces and territories and funded by the OLEP. Thus, a department/ministry of Education could receive OLEP funds to organize teacher training sessions, develop curricula, acquire educational material, offer bursaries to students, etc.

²⁴On a scale of 0 to 10, where 0 is complete disagreement and 10 is complete agreement, the respondents indicated a level of support between 5.9 and 7.2 for the statement that the federal government is doing a good job protecting and promoting the two official languages in Canada.



Under this system, the provinces and territories submitted annual activity reports, commonly called the *Annual Appendices*. The information from the provincial and territorial governments was then synthesized by Department of Canadian Heritage staff into a standard format.

These reports made it possible to clearly identify the activities funded by the OLEP, and the amounts allocated to them by the province/territory and the federal government. However, these reports never made it possible to identify or measure the *impact* of these activities. For example, it was possible to know that a given amount had gone to teacher training, but it was not possible to know whether this training met a real need or whether it had allowed teachers to upgrade their skills.

Action plan system

Over the course of the past three fiscal years, the provinces and territories have had to deal with a new approach to accountability. Each Bilateral Agreement now has terms and conditions describing the type of annual report that the provinces and territories are to submit. Each government thus undertakes to publish:

*an annual report on the measures undertaken and results achieved as part of its action plan as well as for any other project or activity funded with the supplementary contribution described in Clause 5.5 of the Agreement.*²⁵

The Bilateral Agreements add that each province/territory will present this information “*in the manner considered by it to be most appropriate to its particular circumstances.*”²⁶

The consultations carried out with provincial/territorial and federal stakeholders indicate that the implementation of this new accountability regime poses problems. At the time of the evaluation, some governments still had not submitted their first report under the new system (for fiscal year 2000-2001), while other governments were finalizing theirs. No report for the second fiscal year was yet available.

To explain these delays, the consultations stressed that it took some time for the federal government to clarify its expectations regarding the content of the new reports and for the provincial/territorial governments to adjust their internal processes to respect these new parameters.

²⁵See Schedule A of the Bilateral Agreements, Clause 1.3.

²⁶Ibid, Clause 1.4.



Another important factor in this regard is the very feasibility of measuring the desired results and adequately documenting the performance indicators. This is a much more complex undertaking than simply listing a series of activities. The vast majority of stakeholders consulted felt that the provincial/territorial governments' current capacity in this area is limited, and in fact inadequate. These governments apparently do not have the expertise and resources required to measure performance. Although training sessions were offered when the action plans came into effect, the provinces and territories must continue to build their organizational capacity in this area. It was noted, in this regard, that the large number of performance indicators in the action plans intensified the problems. Finally, some stakeholders mentioned that the degree of effort required to prepare the reports was particularly high, especially given the relative weight of the federal contribution in the field of education.

The consultations further indicate that the few reports presented to date are still largely centred on *activities* and very little on the *results* or the impact of the measures. The stakeholders said that they did not have information regarding a number of the indicators currently included in the action plans. It is conceivable that these gaps in the documentation for the indicators will similarly affect the reports for the 2001-2002 and 2002-2003 fiscal years, which are for all practical purposes completed.

The delays up to this point have had a negative impact on the usefulness of these reports. A number of stakeholders from the provinces and territories mentioned that it is difficult to integrate the information obtained through these reports into program management when delays of several months push back the production and approval of the reports. Thus, a number of provincial and territorial governments are in the position of having to begin preparing their 2001-2002 report before the previous report has been approved.

Finally, some stakeholders noted that the significant delays in the production of annual reports undermined one of the objectives of the action plans, which is to make the exercise more transparent and to make it easier for all the stakeholders in the educational community to understand their government's approach to the official languages in education. For these stakeholders, access to their government's action plan is less useful if they have to wait two years to find out about the results attained.

3.3.2

Delivery mechanisms

The evaluation examined the extent to which the OLEP delivery mechanisms are effective and the administrative procedures are appropriate. The evaluation also sought to determine whether the distribution of funding is appropriate.

Delivery mechanisms and administrative procedures



The OLEP delivery mechanism is not simple. Figure 17 (page 1 of Appendix A) illustrates the various components of this structure. As has been pointed out throughout this report, the federal and provincial stakeholders have, over the years, learned to deal with this structure and the vast majority feel there is no need for substantial structural changes. The discussions focussed primarily on the desirable balance between federal interventions within the framework of the Protocol and those through the Special Agreements, commonly referred to as agreements “outside the Protocol.”

The distinction between these two types of intervention (Protocol or outside the Protocol) has significant practical implications:

- ▶ *Core Funding*: Historically, the funds allocated to Core Funding (now called Action Plan Funding) were distributed on the basis of full-time equivalents (FTE). This approach created what is known as an “historical basis,” which is now used to determine the distribution of these resources, which is described directly within the Protocol.
- ▶ *Supplementary Contributions*: The amount made available to the government to award Supplementary Contributions is a lump sum (\$19.8 million annually) that the federal government can, technically, distribute without consideration of the FTEs or the historical basis. The consultations indicate, however, that the parameters for the distribution of Core Funding dictate, at least in part, the distribution of these supplementary contributions.
- ▶ *Special Agreements*: Negotiated outside the framework established by the Protocol, Special Agreements are a much more flexible tool for intervention. Instead of being managed by a financial framework that establishes the distribution between the provinces and territories, as is the case with Core Funding, the Special Agreements are structured on the basis of specific developmental needs. Table 3 (page 9) illustrates this point well. It shows that the number of Special Agreements by jurisdiction and the periods covered by the agreements vary significantly among the provinces/territories. In addition, the activities funded by the Special Agreements (school governance and post-secondary education) are relatively well defined, which can facilitate accountability.

A number of federal and provincial/territorial stakeholders indicated that the formula for the Special Agreements is valuable and that it could also be expanded to include areas other than



school governance and post-secondary education. Some even raised the possibility of signing Special Agreements directly with partners in education such as school boards or community organizations. Other stakeholders, however, warned the federal government against concluding agreements with partners other than the provinces and territories, given their exclusive jurisdiction in this area.

In general, the respondents consulted favour maintaining the Core Funding and Special Agreements, in light of their very complementary nature. In a scenario such as this, some respondents suggested reviewing the function of the Supplementary Contributions, which to this day remain a hybrid tool inasmuch as the funds come from the Protocol but they respond to very specific and ad hoc needs.

Placing activities within the framework of actions plans also received generally positive comments. While the implementation of the action plans still presents certain challenges, the concept itself is generally perceived, at the federal and provincial/territorial levels as an improvement to the program that should be preserved.

Some administrative procedures also came in for specific mention during the consultations. Thus, all the Bilateral Agreements contain a clause in which the provincial/territorial governments agree to consult “*interested associations and groups on the development and annual updating of its action plan.*”²⁷ To that end, the governments agree that the text of the Bilateral Agreement, along with its action plan “*shall be made available to all provincial and territorial governments and to the Canadian public upon signing of the Agreement.*”²⁸

The consultations of the provinces and territories indicate that the stakeholders’ understanding of the action plans and their involvement through consultations remains limited and unequal. While some stakeholders, particularly in the majority and minority school boards, were vaguely aware of the existence of action plans and had indeed attended meetings at which the action plans were discussed, other stakeholders were for all practical purposes unaware of these documents or had not yet participated in any consultation on this matter.

Some factors may explain this situation. Some stakeholders in the school boards or post-secondary institutions acknowledged that staff turnover seriously reduced the corporate memory on this matter. Other stakeholders felt that their government had still not demonstrated a firm intention to integrate them into the action plan development process.

²⁷See Clause 7.1 of the Bilateral Agreements.

²⁸See Clause 1.2 of Appendix A of the Bilateral Agreements.



The consultations also indicate that access to the text of the Bilateral Agreements, and the action plan, remains limited. Although the governments undertake to make these texts available to the general public, there are still no central channels providing systematic access to these documents. At a time when more and more documents can be consulted electronically (in PDF format), some stakeholders feel that more systematic distribution efforts should be envisaged.

Distribution of funding

One of the most sensitive questions about the OLEP is the distribution of funding among the provinces and territories. On this topic, our consultations indicate that there is no general consensus about the most equitable way of distributing the funds allocated under this program. In practical terms, the only consensus on this issue is that there is probably no formula that could gain the unanimous support of all the stakeholders involved. The same finding largely applies to the division of funding between second-language instruction and minority-language education.

The OLEP is a program based largely on the concept of “supplementary costs.” This notion emerged in the 1960s during the work of the Laurendeau-Dunton Commission. The Preamble to the current Protocol also makes reference to that period:

WHEREAS, further to the report of the Royal Commission on Bilingualism and Biculturalism, the Government of Canada believes that the provision of minority-language education and second-language instruction results in additional costs for the provincial/territorial governments and is prepared to contribute towards these additional costs;

On this basis, the federal government and the provinces/territories first tried to determine what might constitute these supplementary costs and then to determine how these costs should be divided between the two orders of government. Thirty years later, certain problems related to this process remain.

- Identification of supplementary costs

The concept of “supplementary costs” is based on a few relatively simple facts. When you set up program of studies requiring specialized material and teachers and when this program must be offered to a relatively limited clientele, you can expect such a program to entail higher costs than a less specialized program offered to a much larger population. That is what happens with (primary, secondary and post-secondary) minority-language programs, immersion programs and, to a lesser degree, core second-language programs. The same reasoning applies to minority school governance. It stands to reason that maintaining two parallel school governance systems



(one for the official language minority and the other for the majority) can entail relatively higher costs than if a province or territory has just one school board system.

While the concept of “supplementary costs” is therefore relatively simple in theory, the situation is quite different when it comes to determining exactly what constitutes these supplementary costs in each province and territory. In fact, the vast majority of stakeholders consulted admitted that it is practically impossible to identify all the “supplementary costs” covered by the OLEP with any degree of precision. This problem is accentuated by the fact that it is a relative concept, one that exists only insofar as two given situations can be compared. The respondents admitted that the technical difficulties involved in describing and comparing two situations, one of which is completely theoretical (the absence of minority-language education and second-language instruction) makes the process practically impossible, or much too difficult.

A good number of stakeholders also noted that it is almost pointless to invest massively in identifying the supplementary costs covered by the OLEP when it is obvious that the federal contribution can cover only a portion of these costs, based on the financial parameters established at the outset by the Program’s total budget. Given this, it seems clear that the costs of activities funded by the OLEP is an integral part of the total amount represented by the supplementary costs. What is less certain is whether it is possible to determine the exact proportion of this total amount that the OLEP manages to cover.

- Equity in the division of funds

Since equity is a relative concept, it is not easy to determine to what extent the current formula for distributing the funds available through the OLEP is equitable. The response to this question is largely determined by the principles and values to which a respondent refers to justify his or her approach. Two principles came up repeatedly during the consultations:

- ▶ Some respondents pointed out that one of the main factors justifying federal intervention in this area is the need to encourage and support jurisdictions where there is a smaller critical mass of students and thus significant supplementary costs.
- ▶ Other respondents mentioned that the more progress a province/territory makes establishing minority-language and second-language systems of comparable quality to those offered the majority, the greater the investments become (number of minority schools, number of immersion programs, level of expertise within the department/ministry of Education, etc.).

In practice, the distribution of OLEP funds tries to reconcile these two approaches. Table 10 (page 53) presents certain data that place the distribution of Core Funding in the more general



context of the distribution of minority-language and second-language populations in 2001. The weight given to minority-language education or second-language instruction, the developmental stage of a school system and the principle of equity among the regions of Canada are some of the factors that can be used to argue that the distribution is equitable, or not.

Table 10: Distribution of Core Funding and Profile of Target Clienteles (2001)

Prov/Terr	Minority-language population		Second-language population		Core Funding	
	Number	%	Number	%	(\$'000)	%
NL	240	0.1%	45,574	2.0%	2,115	1.5%
PE	602	0.2%	10,824	0.5%	984	0.7%
NS	4,069	1.6%	73,371	3.2%	3,887	2.7%
NB	39,176	15.4%	76,828	3.3%	15,679	10.9%
QC	100,353	39.5%	563,690	24.3%	50,927	35.3%
ON	96,507	38.0%	1,020,020	43.9%	45,247	31.4%
MB	5,311	2.1%	74,390	3.2%	6,234	4.3%
SK	1,293	0.5%	82,308	3.5%	3,118	2.2%
AB	3,548	1.4%	122,845	5.3%	6,833	4.7%
BC	2,809	1.1%	247,545	10.7%	8,107	5.6%
Territories	166	0.1%	6,091	0.3%	1,035	0.7%
Canada	254,074	100%	2,323,486	100%	144,166	100%

Source: Statistics Canada and Protocol

The most practical question that arises is whether maintaining the “historical basis” currently used to distribute OLEP funds could, in the medium or long term, have a significant impact on the Program’s equity. The answer to that question will largely depend on what one intends to do with the Supplementary Contributions and the funds used for the Special Agreements. One aspect raised by the consultations is the significant fluctuation recorded in the level of enrollments in minority schools in jurisdictions where school governance was implemented more recently. As Figure 4 (page 23) shows, the growth in the number of students in certain jurisdictions far outstrips that of the total minority population. The effect of these fluctuations is to make the “historic basis” a less accurate reflection of the true portrait of these communities.



4.0 Conclusions and recommendations

This section presents the main conclusions arising from the evaluation and, where necessary, certain recommendations.

4.1 Relevance of and justification for the OLEP

The evaluation indicates that the OLEP supports the strategic priorities and results of the Department of Canadian Heritage.

With regard to second-language instruction, the relevance of the federal intervention is based on a number of findings. The latest census, among other things, revealed that there has been some decline in the level of bilingualism among young Canadians. This trend coincides with the drop in funding for core and immersion second-language programs that marked the 1990s.

Recognizing the contribution that learning a second language makes to the quality of young Canadians' education and their employability, the OLEP is the most appropriate tool for encouraging and supporting provincial/territorial second-language initiatives.

The evaluation did however raise certain questions about the effectiveness of core second-language programs. Many questioned the ability of the core programs in place to really allow young people to acquire a working knowledge of their second language. In some jurisdictions, the departments/ministries of Education are currently testing intensive second-language pilot projects.

Recommendation 1: In order to meet its objectives with respect to the level of bilingualism of young Canadians, the federal government should take advantage of the negotiation of the next Protocol to find a way of giving new impetus to core second-language programs. This could include, among other things, intensifying support for intensive second-language pilot programs by implementing such programs in new regions of the country, if the current results of these programs seem encouraging.

Management response:

Recommendation accepted - The Government of Canada Action Plan for Official Languages (for 2003-2004 to 2007-2008), made public on March 12, 2003, commits Canadian Heritage to working with the provinces and territories to increase the proportion of young people aged 15 to 19 with a working knowledge of their second language from 24% to 50%. To that end, the Plan calls for the creation of a *Targeted Funding Envelope* of \$137 million over five years. This envelope will be the subject of bilateral cost-sharing agreements, outside the Protocol, between

Canadian Heritage and the provinces and territories. It is the first time that an envelope has been specifically reserved for second-language instruction.

Improving core French and English as a Second Language programs is the first of four priority components identified by Canadian Heritage in the Action Plan. Core programs already reach more than 50% of the primary and secondary school populations across the country. Under the Plan, Canadian Heritage will work jointly with the provinces and territories to improve core programs. It will encourage the renewal of teaching tools and approaches, a study of alternative methods, such as arts courses and physical education courses in the second language, compressed schedules or block scheduling and the intensive English program tried in a number of Quebec schools.

The other three priority components in the Action Plan for second-language instruction are relaunching immersion, increasing the number of qualified teachers and continuing post-secondary learning. Canadian Heritage will also act on these components.

The Minister of Canadian Heritage shared her priorities by letter with her counterparts on the Council of Minister of Education, Canada, (CMEC) on March 27, 2003. She conveyed the same message during her announcement of the second-language component of the Action Plan on April 8, 2003.

Implementation schedule - The recommendation will be implemented gradually between now and 2007-2008

As for minority-language education, significant progress has been made in the past ten years. New school governance structures have been established, which has made it possible to intensify the recruiting of students eligible for minority-language education. This progress has been accompanied by greater challenges in various areas such as refrancization and retaining students, developing curricula and educational resources, training teachers, etc. Given this, the federal intervention appears to respond to real needs and its relevance seems clear.

Recommendation 2: **In order to meet its objectives for minority-language education, the federal government could consider a targeted intervention (through the Special Agreements) in the fields contributing to the stability of minority school boards, such as student recruitment and retention and francisation initiatives and the development of programs adapted to a minority clientele.**

Management response:

Recommendation accepted - The Government of Canada Action Plan for Official Languages (from 2003-2004 to 2007-2008) calls for the creation of a targeted funding envelope of \$209 million over five years for minority-language education. As is the case with second-language instruction, this new envelope will be the subject of bilateral cost-sharing agreements, outside the Protocol, between Canadian Heritage and the provinces and territories.

The Protocol for Agreements on minority-language education and second-language instruction is the preferred financial vehicle for contributing to the core funding of minority school boards and educational institutions. During the negotiation of the targeted agreements, Canadian Heritage and the provinces and territories will want to agree on priorities for action that conform to the objectives of the government Action Plan. With respect to French-language minority education, the Plan sets the objective of increasing the participation of eligible youths to 80% in 10 years. To that end, Canadian Heritage will focus on the development and implementation by the provinces and territories of strategies for school readiness, refrancisation, retaining registered students, improving the quality of programs and culturally enriching the academic environment. Canadian Heritage will also want to increase the number of qualified teachers and access to French-language post-secondary education. As regards English-language minority education in Quebec, the Department will put the accent on developing distance education and improving the quality of programs, including French as a Second Language. The Department will try to promote a closer linkage between the school and community life, a priority issue for the Anglophone community, particularly in the regions.

This message was reiterated by the Minister of Canadian Heritage in her correspondence of March 27 to her counterparts on the Council of Ministers of Education, Canada, and during her announcement of the minority-language education component of the Action Plan on March 13.

Implementation schedule - The recommendation will be implemented gradually between now and 2007-2008.

4.2 Success of the OLEP

Learning French or English as a second language remains an important objective for Canadians. Thus, interest in immersion programs continues to grow in many parts of the country, while interest in core programs seems to be diminishing. Recommendation 1 above is designed specifically to offer Canadians alternatives in official languages in education.

The bursary (OLMP) and monitor (SLBP) components have a positive impact on their respective participants. The official-language monitors help students develop their language skills. The program also increases the monitors' interest in a teaching career, a major priority of schools boards at the moment. The evaluation did however indicate that the number of applications has tended to drop in recent years, in part as a result of the increase in the number of exchange



Canadian
Heritage

Patrimoine
canadien

Canada

programs available in this country and the compensation offered monitors. The CMEC recently commissioned a study to review the OLMP's communications.

In short, the relevance of the OLMP was clearly established during the evaluation. It is an important tool for education stakeholders, because it allows the participants to improve their second-language skills and the school boards to create an interest in teaching among these young people.

As for the bursary program (SLBP), its relevance was also acknowledged throughout the evaluation. The FSL and ESL components of the bursary program (SLBP) not only allowed the participants to improve their languages skills, they also had a positive effect on the participants' interest in the culture associated with the second language. The young people participating in the bursary program come out confident that they will be able to use these skills in a working environment. The consultations did however establish certain findings that deserve particular attention.

Recommendation 3: The validity of the summer language bursary and official language monitor programs was clearly established during the evaluation. Given the considerable gap between the supply and demand for these programs, the stakeholders, using the new resources identified in the Action Plan for Official Languages, should:

- increase the number of bursaries so as to maximize the program's popularity among young Canadians. They should also ensure that the amount of the bursaries is sufficient to prevent participating post-secondary institutions from withdrawing;**
- increase the number of monitors and their compensation so as to make the program more competitive with other exchange programs and the job market. The program's image and identity should also be reviewed in order to better position the program and increase youth interest.**

Management response:

Recommendation accepted - The Department recognizes that the potential of the SLBP remains under-exploited and that program funding is a major issue, as evidenced by the decision of certain participating institutions to withdraw from the program. In order to maintain the program's popularity and quality, the government, in its Action Plan for Official Languages, states that, "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."



Canadian
Heritage

Patrimoine
canadien

Canada

The Department is convinced of the need to give new impetus to the OLMP. That is why the Action Plan for Official Languages states that, “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.”

Still in an effort to give the program new impetus, the Department intends to encourage the development of pilot projects in order to adapt the program's formula to the post-secondary level. The objective would be to create for those who want it opportunities to continue learning their second official language as part of their post-secondary studies. This new component could also help make the program more attractive and competitive among monitor candidates and have a positive effect on their interest in a teaching career.

A recent evaluation conducted for the Council of Ministers of Education, Canada, [CMEC] (Leroux et associés, January 2003) confirms the importance of a new promotional approach in order to attain the program's objectives with respect to participation. In consultation with the Department, the CMEC has begun a process of reflection with a view to developing a communication plan for the program, a plan that will undoubtedly help fill in the gaps identified in the present report. Canadian Heritage is following this reflection process closely and will be associated with the process.

Implementation schedule - The recommendation will be implemented gradually between now and 2007-2008.

The French as a First Language for minority Francophones component (PBÉFHQ) seems less relevant. The CMEC also had a study done on this component recently, and the study recommended major changes to the program structure, a recommendation that this evaluation supports.

Recommendation 4: The validity of the bursaries for Francophones living in a minority situation (PBÉFHQ) component was not clearly established during the evaluation. The stakeholders concerned should continue their reflection in order to determine whether this component should be modified, maintained or discontinued.

Management response:

Recommendation accepted - In recent years, the Programme de bourses d'été pour francophones hors-Québec (PBÉFHQ) has had some difficulty recruiting participants. A recent evaluation conducted for the Council of Ministers of Education, Canada, [CMEC] (Leroux et associés,

January 2003) points out that the Program coordinators and the staff of the CMEC, Canadian Heritage and the educational institutions have a high opinion of the program and feel it is essential to maintain it. The evaluation notes however that the program is unfamiliar with its clientele, and vice versa, and that it must review its positioning and communications. A reflection process is already under way at the CMEC to identify possible solutions that would make it possible to improve the program delivery and promotion in order to ensure its viability. Canadian Heritage is following this process closely and will be associated with the program renewal process.

Implementation schedule - Underway.

The evaluation indicates that the establishment of a more complete infrastructure for minority-language education made it possible to set up programs that are, in some respects, comparable to those offered in the majority language. The success of minority-language initiatives is however linked to the stakeholders' ability to identify, recruit and effectively integrate students with markedly different levels of language skills who may need support in the form of first-language proficiency courses. Recommendation 2 is along these lines.

4.3 Design and delivery / Cost-effectiveness

The Program's basic structure has a long history and seems to respond well to the needs of the federal and provincial/territorial governments. The creation, in particular, of action plans reflects the federal approach of focussing on results.

The greatest challenge now is to adjust the accountability process and to make the processes of publishing information and consultation more consistent with the undertakings included in the Bilateral Agreements.

Recommendation 5: The government would benefit from centralizing information on the Bilateral Agreements and provincial-territorial action plans in order to make them more accessible to stakeholders. The information should be accessible on a Web site, in a format such as PDF.

Management response:

Recommendation accepted - The Department notes that the provincial and territorial governments have followed up to varying degrees on Clause 7.1 of the current Protocol, which provides that, "the Government of Canada and the provincial/territorial governments agree that the texts of this Protocol, of all bilateral agreements and provincial/territorial action plans and of the contractual arrangements with the Corporation of the CMEC will be made available to all provincial/territorial governments and to the Canadian public upon signing of these agreements." As a result, the Department intends to take advantage of the next cycle of negotiations with the



provincial and territorial governments to encourage them to post on their Web site, once they are signed, the text of the Protocol, the text of the bilateral agreement and the action plan from the Protocol, as well as the text of the bilateral agreements outside the Protocol arising from the Targeted Funding Envelopes. The Department intends to encourage the CMEC to do the same or to link to the provincial/territorial Web sites. Canadian Heritage will also ensure that all the agreements and action plans are accessible on its Web site once signed.

Implementation schedule - As the next Protocol, the bilateral agreements arising from that Protocol, and the bilateral agreements outside the Protocol arising from the Targeted Funding Envelopes (Canada Action Plan for Official Languages) are signed.

The reporting process for the action plans should be reviewed. At present, the action plans often contain performance indicators that have little chance of being documented adequately, which increases the delays in producing and approving the reports. Unless it becomes simpler and quicker, the accountability process risks losing much of its relevance.

Recommendation 6:

The federal government must clearly articulate the results it seeks to attain through the OLEP program both for minority-language education and second-language instruction and determine what performance indicators will adequately measure the attainment of the results. The federal government should take advantage of the upcoming negotiations with the provincial/territorial partners to agree on the program results and performance indicators. It will also be necessary to agree on the tools that will have to be developed, as needed, and implemented in order to measure the program results on a national scale.

Future agreements signed with the provincial and territorial governments will have to specify clearly the expected results with respect to common objectives, the roles and responsibilities of each, including in terms of accountability, and when this information should be transmitted.

The federal government will also have to work closely with the provincial/territorial governments in order to increase their performance measurement capacity.

Simplified access to information about the Bilateral Agreements and action plans and the production of reports on shorter deadlines should facilitate the involvement of education stakeholders, as the governments want.



Recommendation 7: **The action plan approach initiated during the signature of the most recent Bilateral Agreements deserves to be maintained. The provinces and territories should however be encouraged to produce action plans with a limited number of results and indicators in order to maximize the chances that the results will be measured. The medium-term results arising from the activities implemented in the action plans should be aligned with the federal results.**

Management response: The Department has already taken concrete initiatives responding to recommendations 6 and 7.

Canadian Heritage has developed a Results-based Management and Accountability Framework for all of its official languages programs, which specifies precise results and performance indicators for the next program life cycle at the federal level. This framework identifies results and indicators to be used for minority-language education and second-language learning. Since education is exclusively the jurisdiction of the provinces and territories, the results and indicators to be used in this field, while being related to the federal results, will necessarily have to take into account the specific situation of each province and territory and will have to be integrated in future agreements.

During the discussions for the renewal of the Protocol and the conclusion of agreements outside the Protocol, the Department will agree with the provinces and territories on these results and a limited number of performance indicators that, insofar as possible, are comparable from one jurisdiction to the next, methodologically reliable and easy to use. PCH will also agree on the tools to be used or developed in order to measure the results and on the roles and responsibilities of each level of government in this matter. Only part of the results measurement process can be standardized in this way. The specificity of the different education systems will always make specific result measurements necessary. The Department will try to establish a balance between these two approaches. The conclusion of the most recent Protocol with the provinces and territories (1998-99 to 2002-03) marked an important turning point with the introduction of the action plan approach. Despite the progress made, the Department realizes that there is still room for improvement with respect to identifying results and the methods for measuring them.



Canadian
Heritage

Patrimoine
canadien

Canada

It is noted that some of the results set out in our Framework for education have been included in Canada's Action Plan for Official Languages. The Minister of Canadian Heritage communicated them in writing to her counterparts on the Council of Ministers of Education, Canada, in a letter dated March 27, 2003. In the same letter, the Minister also identified as a priority the strengthening of the accountability regime, as suggested by Recommendation 6. Making reference to the upcoming renewal of the Protocol, the Minister notes that “discussions to this effect give us a unique occasion to agree together on the most efficient and accessible ways to present the results of our collaboration to Canadians. Our objective is simple: we wish to ensure that Canadians are aware of the results of investments in official languages education.”

In this matter, we are undertaking a review of the main issues encountered during the last cycle of action plans and activity reports in order to establish a strategy which will help us identify and implement improvement measures. This strategy will take into account the need for reporting on results according to the measures identified in the action plans, the roles and responsibilities of each party in this accountability approach and the need to lighten the follow-up process and to receive timely reports. These identified improvements will be integrated in the future education agreements which will be negotiated with the provinces and territories.

Implementation schedules for recommendations 6 and 7 - Implementation during the next 18 months during the discussions for the renewal of the Protocol for Agreements with the provinces and territories and agreements arising from the Protocol and during discussions on agreements outside the Protocol arising from the Targeted Funding Envelopes.

It is likely that the question of the division of funds between the provinces/territories will always present a challenge for the governments involved. The principle that is widely recognized to justify a federal contribution is that of “supplementary costs.” The provincial and territorial governments, however, devote a great deal of energy at present to trying to add up all the supplementary costs and determine what portion the federal government should pay.

This approach should perhaps be reviewed. The provinces and territories all have very different approaches to this exercise, which makes the results difficult to grasp and practically impossible to compare. It must be recognized that the supplementary costs are a core principle that justifies federal intervention. It is not however clear whether it is useful to try to identify and add up all the activities that are included under the rubric of supplementary costs.

The question of whether the current division of funds is equitable is a relative question. It appears, however, that this division is, for the moment, relatively equitable given the current minority-language and second-language populations.

APPENDIX A
DETAILED DESCRIPTION OF THE OLEP

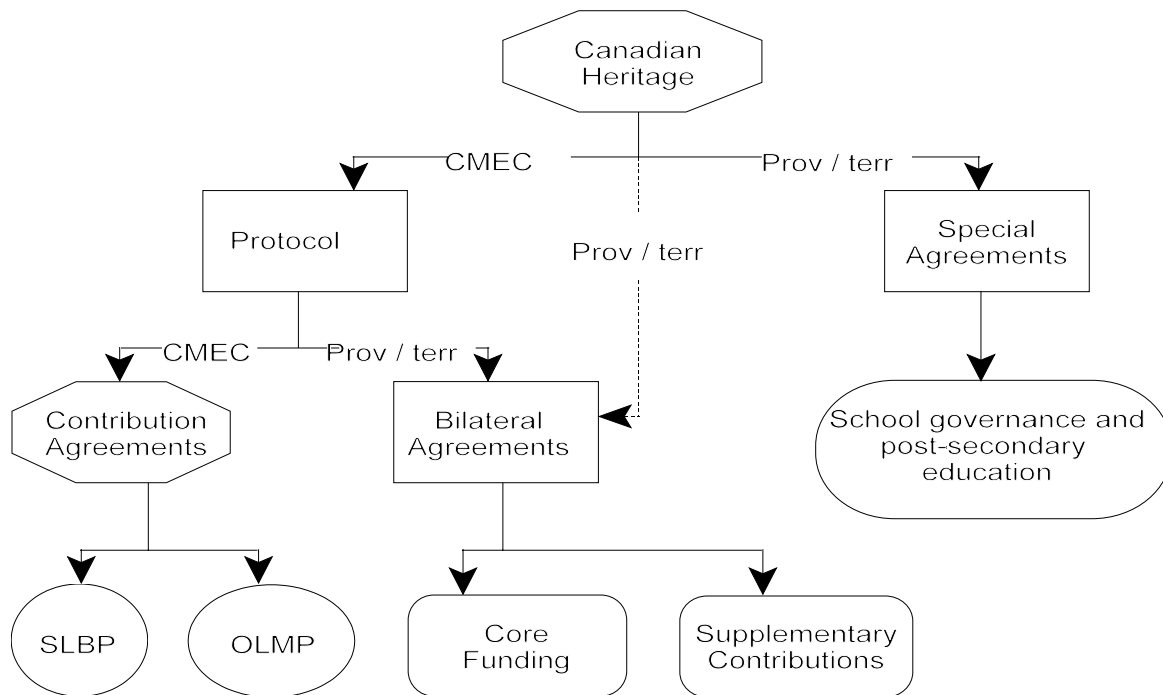
1.0 The Official Languages in Education Program

This section includes a detailed description of the OLEP. It contains a profile of each of the Program components, its management structure and the financial resources invested in this program by the federal government.

1.1 Overview

The OLEP is one of the Department of Canadian Heritage’s largest programs from a financial point of view; some \$2 billion has been invested in it over the past ten years. Since this investment is in the field of education—a field of exclusive provincial jurisdiction—the program

Basic structure of the OLEP



requires the close cooperation of the provincial and territorial governments.

Figure 17

Since its creation in 1970, the OLEP has essentially maintained its basic structure. It is a program the federal government uses to transfer funds to the provincial and territorial

governments to support them in the delivery of minority-language education and second-language instruction programs. These educational programs take the form of traditional classroom teaching, summer language bursary programs and employment opportunities for language monitors.

Figure 17 (page 1) provides an overview of the OLEP. The following sections of the Report describe each of the OLEP mechanisms. Here are the major lines of the Program:

- ▶ The Protocol: One of the cornerstones of the OLEP is the *Protocol for Agreements Between the Government of Canada and the provincial Governments for Minority-Language Education and Second-Language Instruction* (hereinafter, the Protocol), signed by the Department of Canadian Heritage and the CMEC. Covering a five-year period, the Protocol establishes the basic parameters of the federal investment. The Protocol also establishes the financial framework for each provincial and territorial jurisdiction.
- ▶ Bilateral Agreements: Using the Protocol as a basis, the Department of Canadian Heritage negotiates Bilateral Agreements with each provincial and territorial government; these describe the minority-language and second-language activities funded by the federal government and identify the contribution of the provincial and territorial governments to these activities. These bilateral agreements cover the same period as the Protocol. Each province and territory has a core funding to which the federal government may add by funding activities through Supplementary Contributions (see section 1.3 for more details).
- ▶ Contribution Agreements: Again using the Protocol as a basis, the Department of Canadian Heritage and the CMEC sign contribution agreements through which the CMEC undertakes to administer the bursary (SLBP) and monitor (OLMP) programs. The CMEC in return works with the departments/ministries of Education in each province and territory to ensure the implementation and management of these two programs.
- ▶ Special Agreements: In order to respond to specific needs in relation to school governance and post-secondary education, the Department of Canadian Heritage signs Special Agreements. These are completely independent of the Protocol and funded separately. These agreements are referred to as “agreements outside the Protocol.”

While the implementation of the OLEP involves a wide range of institutions (school boards, schools, colleges, universities, etc.), it more directly involves the departments/ministries of Education (on an individual basis or collectively through the CMEC) and the Department of Canadian Heritage. These other institutions become de facto beneficiaries of the OLEP once the



Protocol, the Bilateral (or special) Agreements and the Contribution Agreement with the CMEC have been signed.

1.2 The Protocol

The Protocol establishes the OLEP’s basic framework, structuring the main elements of the federal support for minority-language education and second-language instruction. The Protocol currently in effect was signed by the Minister of Canadian Heritage and the Chair of the CMEC and covers the five fiscal years ending March 31, 2003. Table 1 summarizes some of the parameters established within this Protocol.

Table 1: Current Protocol between Canadian Heritage and the CMEC	
Signing	February 23, 2000
Fiscal years	1998-1999 to 2002-2003
Objectives	<ul style="list-style-type: none"> ▶ Support minority-language education ▶ Support second-language instruction
Strategic priorities	<ul style="list-style-type: none"> ▶ Consolidate and develop minority-language education and second-language instruction services and programs ▶ Expand access to minority-language instruction at the college and university level ▶ Consolidate and develop teacher training and development programs ▶ Support linguistic exchange programs ▶ Reinforce interprovincial/territorial cooperation
Action plans and Support categories	<p>The federal government and the provincial and territorial governments undertake to sign Bilateral Agreements, accompanied by multi-year action plans containing:</p> <ul style="list-style-type: none"> ▶ A description of the planned activities ▶ A description of the expected results ▶ A description of the performance indicators ▶ A breakdown of the federal and provincial/territorial contributions. <p>The support categories are:</p> <ul style="list-style-type: none"> ▶ Educational structure support ▶ Program development support ▶ Teacher training support ▶ Student support <p>The federal government also mandates the CMEC Corporation to administer the bursary (SLBP) and monitor (OLMP) programs.</p>
Budget	Subject to the approval of the votes by Parliament, the federal government undertakes to pay the amount of \$880,786,000, over five years, to support the activities performed under the OLEP. Section 1.7 of this report describes the details of the federal contribution to the OLEP.



Negotiating process

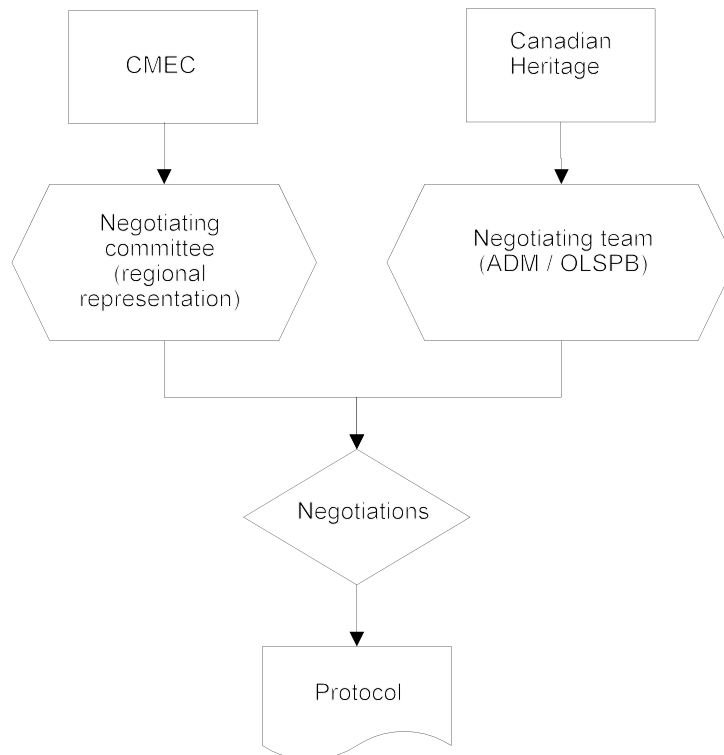


Figure 18

The previous Protocol covered the fiscal years 1993-1994 to 1997-1998. The content of that protocol, in terms of strategic priorities and support categories, was largely similar to the current protocol. This protocol was signed late, during the next-to-last fiscal year (1996-1997), and it committed the Department to an amount of \$988.3 million.

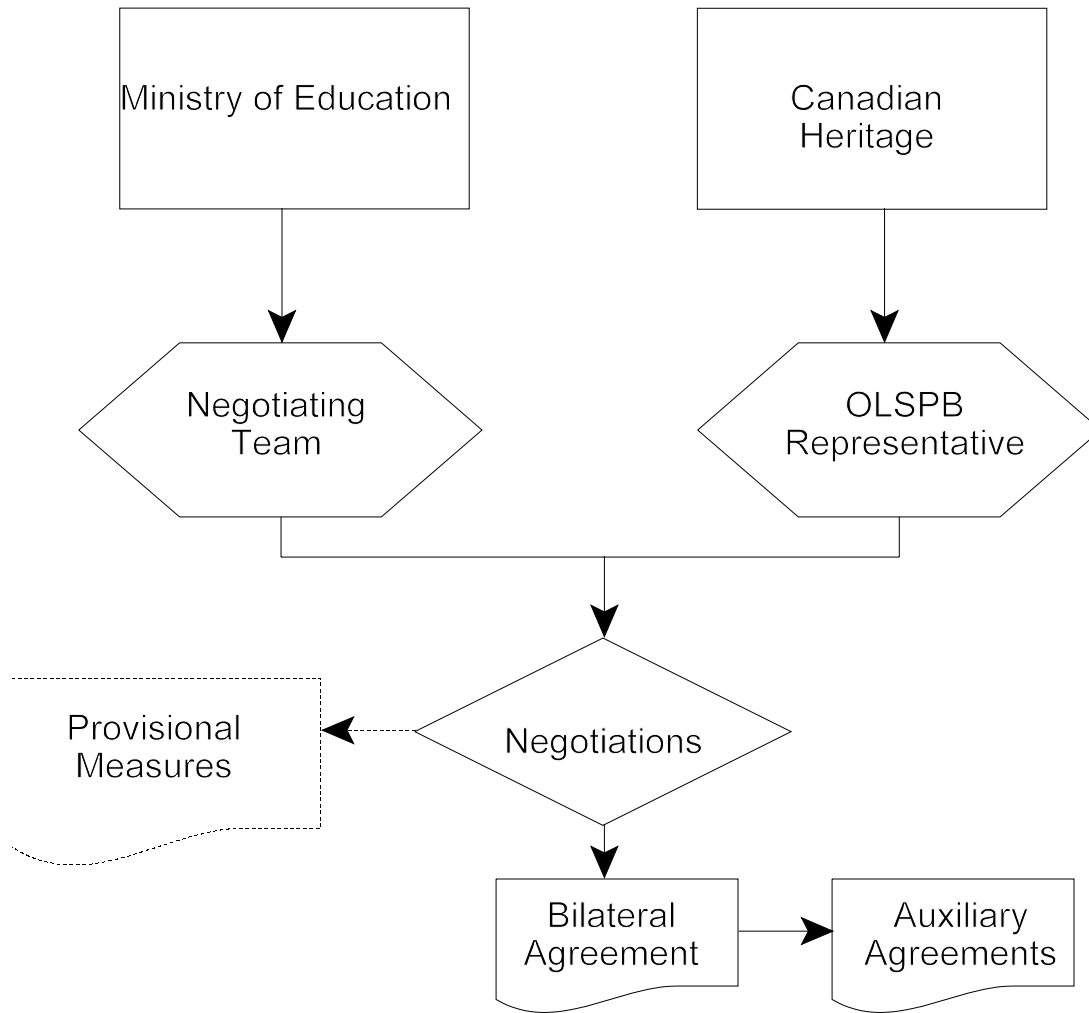
As shown in Figure 18, the Protocols connected to the OLEP are negotiated directly by the CMEC and the Department of Canadian Heritage. The CMEC sets up a negotiating committee for this purpose. The Committee has one or, sometimes, two representatives from each major region (East, Quebec, Ontario, West/North). These representatives normally come from the departments/ministries of Education of the respective regions. The Department of Canadian Heritage also sets up a negotiating team, headed by the responsible Assistant Deputy Minister and composed of representatives of the Official Languages Support Programs Branch (OLSPB), and the Policy sector in particular. The CMEC and the Department agree on a negotiating schedule, leading to the signing of the Protocol. As shown in Table 2 (page 7), the current protocol was signed in the 2nd year of the five-fiscal-year cycle covered by the Protocol. The preceding protocol was signed late, in the 4th year of the five-fiscal-year cycle.

1.3 Bilateral / Auxiliary Agreements and Provisional Measures

▶ *Bilateral agreements and provisional measures*

The signing of the Protocol opens the way to the negotiation and signing of Bilateral Agreements by the Department of Canadian Heritage and the individual provincial and territorial governments. These agreements allow each province and territory to establish more specifically how it intends to organize its activities in connection with minority-language education and second-language instruction. The content of the Bilateral Agreements is structured in a way largely similar to that of the Protocol itself, setting out the objectives of the Bilateral Agreement, the province/territory's strategic priorities, the support categories, and the financial resources (see Table 1, on page 3 for more details).

Negotiating process



Fig

ure 19

As shown in Figure 19, the negotiation of the Bilateral Agreements directly involves each of the provincial and territorial governments, and not the CMEC. The provincial and territorial governments thus set up a negotiating team, normally composed of representatives of the departments/ministries of Education. Each province and territory then negotiates an Agreement with a representative of the OLSPB (Operations Directorate).

The negotiating process for these Bilateral Agreements takes a certain amount of time to complete. Table 2 shows during which fiscal year each of the Bilateral Agreements was signed for the period covering the two most recent protocols. While awaiting the signing of the Bilateral Agreements, the federal and provincial/territorial government can agree on Provisional Measures



in order to maintain the funding of and support for existing activities, in accordance with the provisions of the previous protocol.

Table 2: History of the Bilateral Agreements														
Fiscal year	Protocol	Bilateral Agreements												
		NL	PE	NB	NS	QC	ON	MB	SK	AB	BC	TN	YT	NV
2002-03														
2001-02						✓								
2000-01		✓	✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓
1999-00	✓													
1998-99														
1997-98														
1996-97	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	
1995-96														
1994-95														
1993-94														

► *Auxiliary agreements*

Once the Bilateral Agreement has been signed, the parties can also sign Auxiliary Agreements. These allow the federal government and the province/territory to agree on projects or activities complementary to those already included in the Bilateral Agreement. For example, this mechanism was used in a number of jurisdictions to help fund the construction of new schools or school-community centres. For all practical purposes, these Auxiliary Agreements become appendices to the Bilateral Agreements.

► *Action plans*

The negotiation of the most recent protocol and bilateral agreements was marked by the appearance of provincial/territorial action plans.²⁹ These action plans normally contain a preamble allowing the province/territory to explain the context of minority-language education and second-language instruction (status of school governance, number of schools, description of second-language programs, financial framework, etc.). After the preamble, there are normally two separate sections describing what the province/territory plans to do in minority-language education and second-language instruction. As shown in Table 1 (page 3), the action plans are divided into four separate components (often presented in the form of tables for each of the two linguistic objectives and for each support category):

²⁹See Clause 4.1 of the Protocol (1998-1999 to 2002-2003).



- ▶ planned activities
- ▶ expected results
- ▶ performance indicators
- ▶ breakdown of financial contributions.

Since the latest protocol was signed in 1999-2000, the action plans currently in effect cover only three of the five fiscal years covered by this protocol, that is the years 2000-2001 to 2002-2003.

The appearance of action plans marked an important change in the structure of the Bilateral Agreements. Under the old system, the implementation of the Bilateral Agreements largely took the form of a series of projects submitted annually by the province/territory to the Department of Canadian Heritage. The main objective of the action plans is to allow the provincial/territorial governments to integrate their activities into a more comprehensive plan for minority-language education and second-language instruction. Identifying the expected results and the performance indicators reflects, as well, the results-based management approach now being advocated by all federal departments.³⁰

Each provincial and territorial government is responsible for developing its action plan. It is up to each of them to determine the nature and extent of the consultations they intend to undertake to develop their action plan. As stated in their respective Bilateral Agreements, each provincial and territorial government “*must demonstrate to Canada that interested associations and groups have been consulted on the development and annual updating of its action plan.*”³¹

The administrative procedures for the agreements also call for the text of the Bilateral Agreements, including the action plans, to be made available to all the provincial and territorial governments and to the general public.³²

1.4 The Special Agreements

The Special Agreements were signed between the Government of Canada and some of the provincial and territorial governments in response to specific needs in terms of Francophone school governance and French post-secondary education. A first series of agreements outside the Protocol, called *Special Measures on School Governance and Post-Secondary Education in French*, were concluded with most of the provinces between 1993-1994 and 1998-1999. Some \$112 million was allocated to these *Special Measures*. In 1999, the federal government

³⁰See in this respect, Canada. (2000). *Results for Canadians: A Management Framework for the Government of Canada*. Ottawa.

³¹See Clause 7.1 of the Bilateral Agreements

³²See Schedule A, Section 1 (Public Information), of each Bilateral Agreement.



announced the creation of two new funding envelopes outside the Protocol, one, in the amount of \$75 million, was designated specifically for the implementation of Francophone school governance in Ontario; the other, called *Investment in Education Measures*, in the amount of \$90 million (from 1999-2000 to 2003-2004), was for the consolidation of Francophone school governance across the country and post-secondary education. In all, the federal government will have allocated \$277 million between 1993 and 2004 to various special measures outside the Protocol to ensure the progress of minority-language education. If 2003-2004 is excluded, since it is not covered by the evaluation, the amount in question is \$259 million.

Table 3: History of Special Agreements													
Fiscal years	Special Agreements												
	NL	PE	NB	NS	QC	ON	MB	SK	AB	BC	NT	YT	NT
2002-03				✓									
2001-02			✓										
2000-01	✓	✓		✓			✓	✓	✓	✓	✓	✓	✓
1999-00						✓							
1998-99						✓							
1997-98													
1996-97	✓												
1995-96				✓			✓						
1994-95						✓	✓						
1993-94	✓		✓	✓		✓	✓	✓	✓				

Source: Provincial and territorial reports prepared for this evaluation. See these reports for details on each Special Agreement.

The establishment of school governance itself in a number of provinces and territories required a major infusion of financial resources during the 1990s, following the Supreme Court ruling in *Mahé*.³³ The two orders of government decided that the framework of the Protocol was ill suited to these specific situations.

As shown in Figure 17 (page 1), the resources used to fund the Special Agreements do not come from the financial framework established in the Protocol. They are separate funds “outside the Protocol.” The vast majority of provinces and territories have signed Special Agreements with the federal government. Table 3 (page 9) provides a historical profile of these agreements.

³³*Mahé v. Alberta* [1990] 1 S.C.R. 342.



1.5 The bursary and monitor programs

The summer language bursary (SLBP) and official language monitor (OLMP) programs are designed to be largely complementary to the core initiatives of minority-language education and second-language instruction in traditional school settings. Each year these two programs permit thousands of young Canadians to improve their command of their second language and, in the case of minority Francophones, to improve their command of their mother tongue. Table 4 provides a profile of these two programs.

Table 4: Profile of bursary and monitor programs		
Characteristics	Bursary Program (SLBP)	Monitor Program (OLMP)
Creation	1970	1973
Annual participation (approx.)	7000 students	1000 students
Activities	<p>The SLBP has two components:</p> <p><u>Second language</u> The Program allows young people attending a post-secondary institution to take a 5-week course of instruction in their second language. This course is offered in the spring or summer in a post-secondary institution located in a province other than the student's province of residence.</p> <p><u>French mother tongue</u> The Program also allows young minority Francophones to take a 5-week course to improve their command of French. As with the second-language component, this course is offered in the spring or summer in a post-secondary institution located in a province other than the student's province of residence.</p>	<p>The OLMP allows post-secondary students to work as a second-language or French as a First Language monitor at a primary or secondary school or post-secondary institution. Language monitors are not teachers. They work alongside teachers. There are both full-time and part-time teachers.</p> <p><u>Part-time monitor:</u> These are normally students attending a post-secondary institution and working in a nearby school.</p> <p><u>Full-time monitor:</u> These are normally students taking a one-year break from their studies and students who have just completed their studies. They work full time in a designated institution in a province other than their province of residence and in a region where there are no part-time monitors (often rural and semi-rural regions).</p>
Partners	The main partners are the post-secondary institutions offering courses to the students. The students' bursaries go to the institutions to pay the costs directly related to the course, accommodations and related costs. Second-language students pay their own travel expenses, while the Program pays those of the French as a First Language students.	The main partners are the institutions accepting monitors, that is, school boards and their schools.

Organization of programs

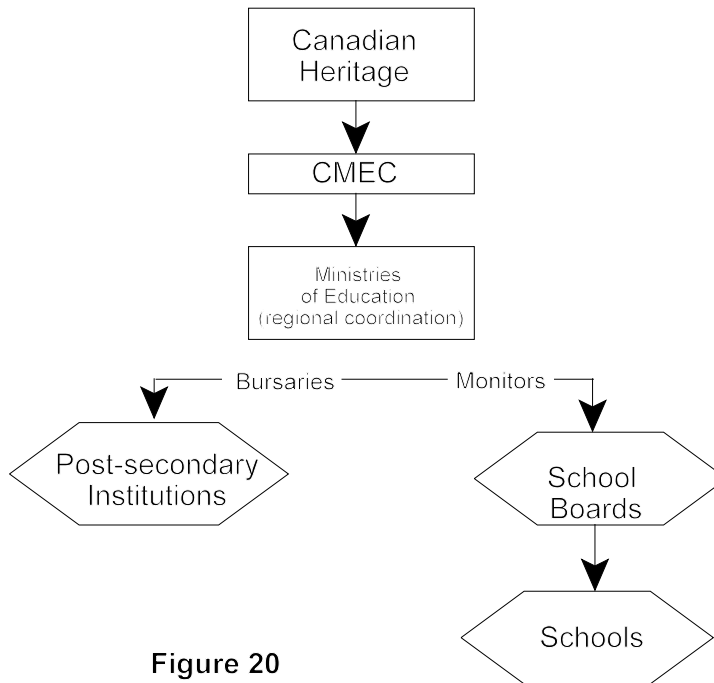


Figure 20

As shown in Figure 20, the Department of Canadian Heritage mandates the CMEC to implement these two programs. In return, the CMEC works with the departments/ministries of Education, who have coordinators responsible for the two programs.

In the case of the bursary program (SLBP), the provincial/territorial coordination responsible for the Program must identify the post-secondary institutions that have the capacity and are interested in offering language courses (FSL or ESL or FFL). These institutions then receive the amount of the bursary to cover their costs for implementing and running the Program. The provincial/territorial coordination is also responsible for the candidate recruitment process.

For the monitor program (OLMP), the provincial/territorial coordination responsible for the Program essentially deals with the school boards interested in accepting one or more monitors for their schools. These can be minority schools boards and schools or school boards offering core or immersion second-language programs. Once the agreement has been concluded between the provincial/territorial coordination and the school boards, the monitors can then begin their classroom work, under a teacher’s supervision. In order to provide a concrete example of how the two programs work, we have provided a few fictional examples of bursary recipients and monitors.

Table 5: Fictional examples of bursary recipients and monitors	
Bursaries (SLBP)	<ul style="list-style-type: none"> ▶ Lindsay lives in Toronto, where she attended an immersion school. She is now enrolled at Queen’s University in Kingston. In order to maintain and develop her French, she enrolled in the bursary program. During summer 2003, she will attend a five-week intensive French course at Université Laval in Quebec City. ▶ Sylvain lives in Summerside, Prince Edward Island, where he attended French primary and secondary schools. In order to develop his command of French, he enrolled in the summer program offered at the Université de Moncton in New Brunswick, where he will take a five-week intensive French course.
Monitors (OLMP)	<ul style="list-style-type: none"> ▶ Julie lives in Trois-Rivières. She is now enrolled at the Université de Moncton, in New Brunswick. She was selected to be a part-time monitor. She thus goes to an English secondary school in Moncton, where she leads activities to allow young Anglophone students to improve their French. ▶ John lives in Vancouver. He has just completed his B.A. at UBC. Starting in September 2003, he would like to go to Quebec to work as a full-time ESL monitor in a French school. He will probably work in a rural or semi-rural region, and not near a university campus where there are already part-time monitors.

1.6 Management of the OLEP

The OLSPB is largely responsible for the management of the OLEP. This branch is responsible, among other things, for negotiating the Protocol between the federal government and the CMEC, for all the agreements signed with the provinces and territories (Bilateral, Special and Auxiliary Agreements and Provisional Measures) and the contributions agreements with the CMEC for the bursary (SLBP) and monitor (OLMP) programs. Once the framework is established, the OLSPB is responsible for managing the OLEP budget, the payments to the parties involved and the coordination of the reports on activities and results.

Since education is an area of provincial/territorial jurisdiction, the Department of Canadian Heritage is not involved in implementing the activities funded by the OLEP. It is essentially the partners of the Department of Canadian Heritage that are responsible for overseeing the various components of the OLEP:

- ▶ Provinces and territories: The provinces and territories are responsible for implementing the action plans they signed under their Bilateral Agreements. These governments must integrate the federal funding (minority language and second language) into the funds that they already provide to the school boards and post-secondary institutions. The provincial/territorial departments/ministries of Education must also set up the provincial/territorial coordination responsible for implementing the bursary (SLBP) and monitor (OLMP) programs. The departments/ministries of Education are required to report annually to the federal government on all of their activities funded by the OLEP.
- ▶ CMEC: In addition to its work negotiating the Protocol, the CMEC is responsible for implementing the bursary (SLBP) and monitor (OLMP) programs. This is done in conjunction with the provincial/territorial departments/ministries of Education.
- ▶ Post-secondary institutions: The post-secondary institutions coordinate the bursary program (SLBP). They are responsible for coordinating implementation of the courses funded by the SLBP and reporting to their provincial/territorial government.
- ▶ School boards and schools: The school boards and schools manage the monitor program (OLMP). They must coordinate the monitors' stay and report to their department/ministry of Education.

1.7 Financial resources

In financial terms, the OLEP is one of the Department of Canadian Heritage's largest programs. Over the ten-year period covered by this evaluation, the Department signed agreements worth over \$2.1 billion. The 1993-1994 to 1997-1998 Protocol committed the Department to a sum of \$998.3 million, while the 1998-1999 to 2002-2003 Protocol committed the Department to a sum of \$880.8 million. The series of agreements outside the Protocol concluded between 1993-1994 and 2003-2004 total \$259 million for this period.

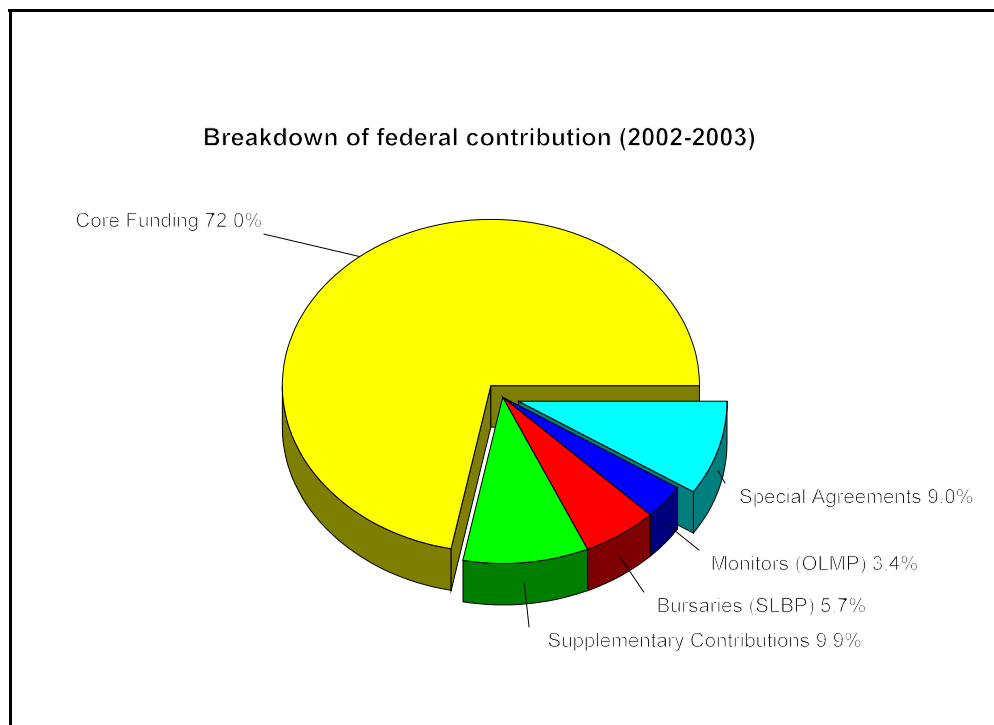


Figure 21

As shown in Figure 21 (data based on the 2002-2003 fiscal year) the largest portion of the federal contribution to the OLEP serves to fund what was historically called “Core Funding” and has been called “Action Plan Funding” since the 2000-2001 fiscal year. This is funding allocated to the activities covered by the Bilateral Agreements and described in the action plans, such as educational structure and support, program development, teacher training and development, and student support.

The funding through Supplementary Contributions represents a little less than 10% of the total federal contribution. These funds are used for the Auxiliary Agreements, which normally involve capital projects. The bursary (SLBP) and monitor (OLMP) programs together account for slightly more than 9% of the federal funds. Finally, the federal contribution includes the resources known as the “outside the Protocol funds,” which serve to sign Special Agreements that, to date, have been used to fund school governance and post-secondary education. This too represents around 9% of the total federal contribution.

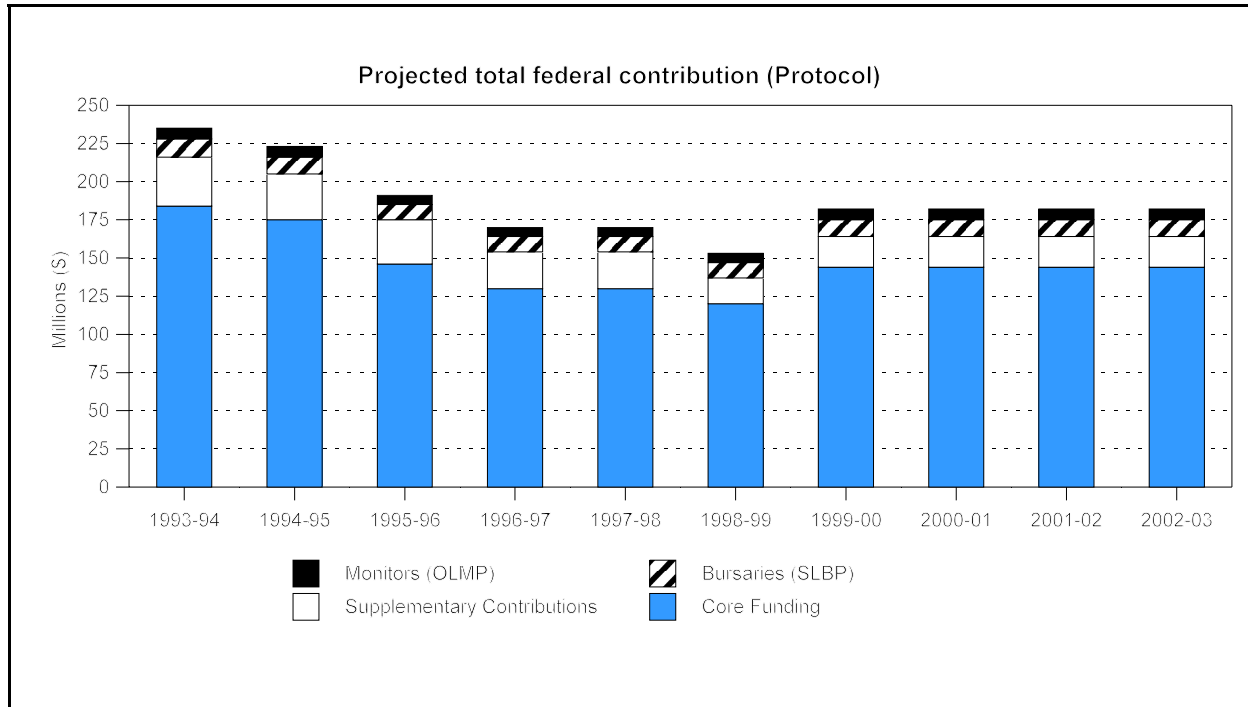


Figure 22

Over the years, the total annual federal contribution to the OLEP has fluctuated. The two most recent Protocols established amounts that cover the following investment categories: Core Funding (Action Plan Funding), Supplementary Contributions and bursary (SLBP) and monitor (OLMP) programs. Figure 22 indicates that the total annual federal contribution for these activities was some \$235 million in 1993-1994 and is now around \$182 million annually.

The Core Funding (Action Plan Funding) represents the largest part of the federal contribution. Figure 23 shows that the fluctuation in Core Funding is essentially a reflection in the changes for the entire OLEP. Thus, the funding for all the provinces and territories stood at some \$184 million in 1993-1994 and is currently around \$144 million. The lowest funding level was in 1998-1999, when it stood at some \$120 million.

The primary purpose of the Core Funding is to contribute to the “supplementary costs” related to minority-language education and second-language instruction. This concept of “supplementary costs” is integrated into the very preamble of the Protocol, where it states “*further to the report of the Royal Commission on Bilingualism and Biculturalism, the Government of Canada believes that the provision of minority-language education and second-language instruction results in additional costs for the provincial/territorial governments (...).*” The Government of Canada thus announced it “*is prepared to contribute towards these additional costs.*”

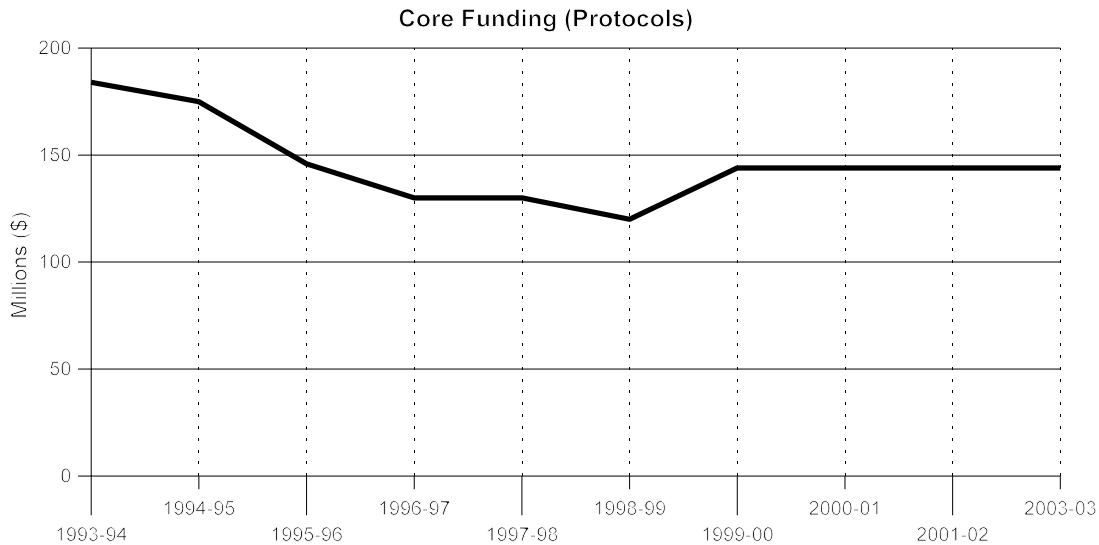


Figure 23

The distribution of this Core Funding among the provinces and territories is established directly in the Protocol (see Clause 6.1.1 of the current protocol). This distribution is the result of negotiations between the CMEC and the federal government when the Protocol was renewed.

Historically, this distribution is based on the concept of a *full-time equivalent* (FTE), that is, the equivalent of the number of students enrolled full-time in the province or territory (in minority-language education and second-language instruction). This total FTE by jurisdiction is used to determine the proportion of the Core Funding available to the province or territory in question. This figure is calculated by Statistics Canada on the basis of the data on enrollments provided by each province and territory.

Over the years, this FTE-based distribution created what is now called an “historical basis.” It is this “historical basis,” established using the figures in effect at the end of the 1993-1994 to 1997-1998 Protocol, that was in large part used to determine the distribution of funding for the action plans currently in effect. Figure 24 indicates the amount allocated annually to each province and territory to fund their action plan (amount in effect for the three years of the action plans, from 2000-2001 to 2002-2003). Quebec, Ontario and New Brunswick receive around 78% of this total envelope. Thus, Quebec and Ontario receive respectively 35% and 31% of the total envelope and New Brunswick receives around 11%.

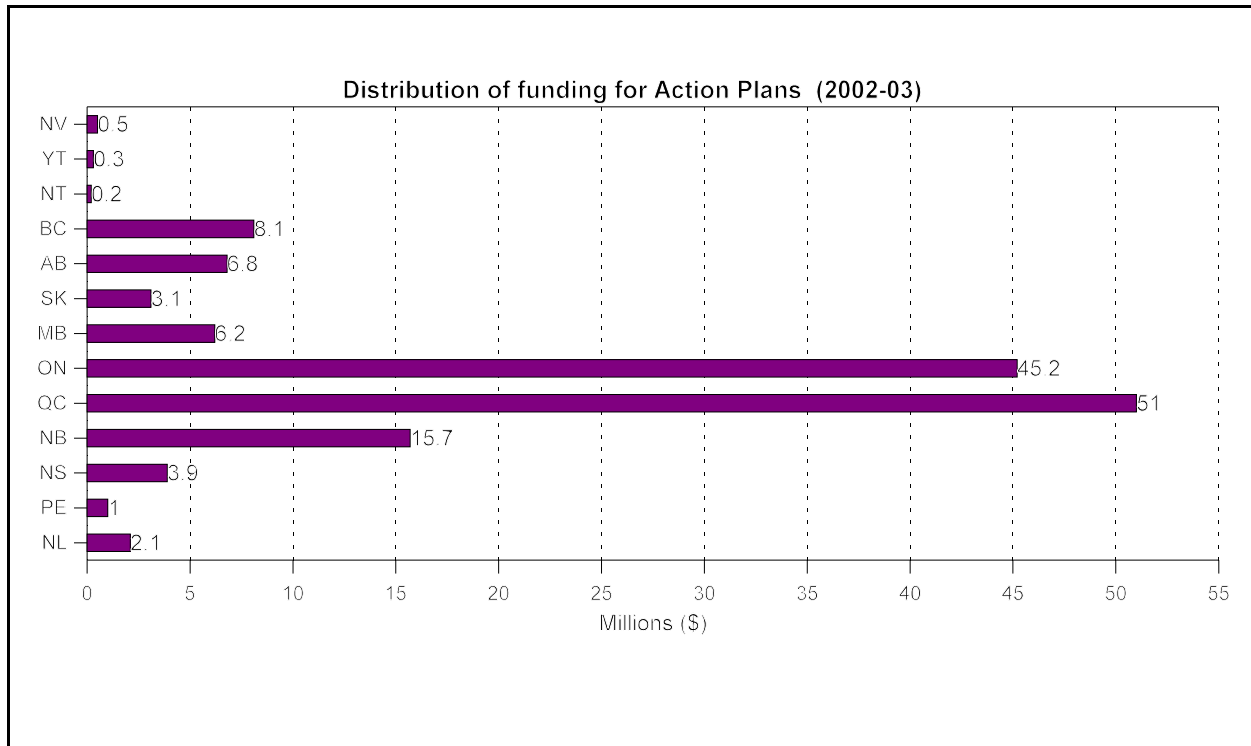


Figure 24

Federal support for the Supplementary Contributions fluctuated at the same rate as the Core Funding. As shown in Figure 25 (page 17), this component was around \$31.8 million in 1993-1994 and is now around \$19.8 million annually. The distribution of this amount among the provinces and territories is not governed by formal rules or a formula such as the FTE. It is up to the federal government and each province or territory to conclude agreements for special projects, such as capital projects (Auxiliary Agreements).

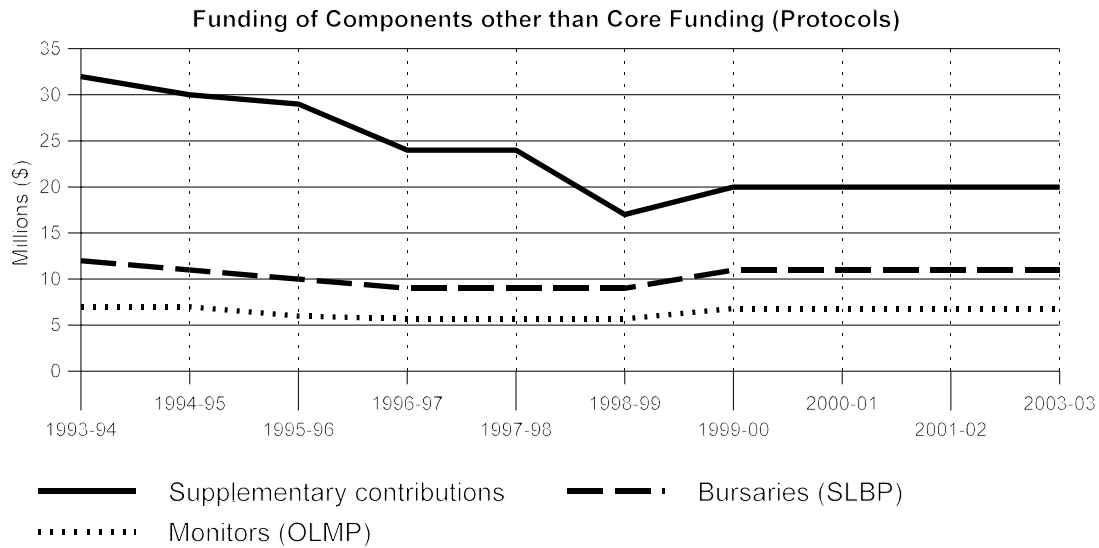


Figure 25

The two components that have experienced the fewest fluctuations in the past ten years are the bursary (SLBP) and monitor (OLMP) programs. As shown by Figure 25, the annual budget for the bursary program went from \$11.8 million in 1993-1994 to \$11.4 million in 2002-2003. The Program’s lowest level of funding was in 1996-1997, when it received \$9.5 million annually.

The monitor program (OLMP) went from an annual budget of \$7 million in 1993-1994 to an annual budget of \$6.8 million in 2002-2003. At its lowest level, in 1996-1997, the Program had an annual budget of \$5.7 million.

The final component of the federal contribution to the OLEP consists of the funding allocated for the Special Agreements on school governance and post-secondary education in the minority language. This funding is not included in the Protocol. It is thus up to the federal government and a province or territory to negotiate these Special Agreements directly, with the Agreements being funded by this budget outside the Protocol. This part of the federal funding to the OLEP

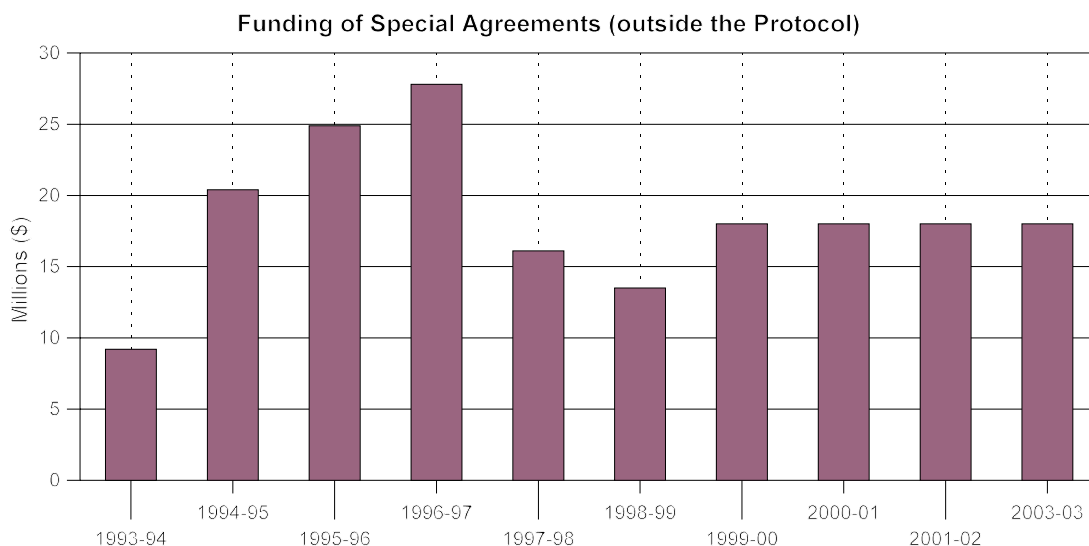


Figure 26

appeared in connection with the conclusion of the 1993-1994 to 1997-1998 Protocol. As Figure 26 shows, this type of funding varies over the years in response to specific needs, such as the implementation of school governance in a number of jurisdictions during the 1990s.

► ***Planned increase in official languages in education funding***

On March 12, 2003, the federal government unveiled its Action Plan for Official Languages.³⁴ The Plan's objective is to give new momentum to the federal language policy in a number of fields such as education, early childhood, health, justice, immigration and economic development.

In financial terms, the federal government is undertaking to invest \$751.3 million over five years to support the implementation of this action plan. As shown in Table 6, half of this investment will be in the field of education

³⁴Canada. (2003). *The Next Act: New momentum for Canada's linguistic duality. The Action Plan for Official Languages*. Ottawa, Privy Council Office.



Table 6: Projected increase in official languages budget	
Fields related to education	Funding (total over 5 years)
Minority-language targeted investments	\$209.0M
Second-language targeted investments	\$137.0M
Bursary program (SLBP)	\$24.0M
Monitor program (OLMP)	\$11.5 M
Total	\$381.5M

Source: Canada. (2003). The Action Plan for Official Languages

APPENDIX B
INSTRUMENTS USED DURING THE CONSULTATIONS



Canadian
Heritage

Patrimoine
canadien

Canada

Official Languages in Education Program Evaluation Interview Guide for Canadian Heritage Senior Officials

An evaluation of the Official Languages in Education Program (OLEP) must be conducted before the Protocol for Agreements with the provinces and territories and the ensuing agreements expire in March of 2003. The Department of Canadian Heritage has retained the services of an independent research company, Prairie Research Associates (PRA) Inc., to evaluate the program.

Created in 1970, the Canadian government's OLEP supports the activities of the provinces and territories to promote minority-language and second-language education. The Program is made up of four components. The first three components fall under the Protocol for Agreements for Minority-Language Education and Second-Language Instruction: 1) federal-provincial/territorial bilateral agreements, 2) the Summer Language Bursary Program, and 3) the Official-Language Monitor Program. The fourth component falls outside of the Protocol and provides special investment initiatives in education to consolidate work undertaken with respect to francophone school governance and French-language post-secondary education.

In the context of the evaluation process, we hope to question a certain number of key stakeholders, including **Senior officials from Canadian Heritage (PCH)**. PRA Inc. treats all information provided as strictly confidential, to be reported only in aggregate form.

Background

1. To help us gain some insight, please briefly describe your role and duties at PCH. How long have you held this position?
2. What role do you play with regard to the Official Languages in Education Program (OLEP)?

Rationale and Relevance of the Program

OLEP's mandate is to support the activities of the provinces and territories aimed at promoting minority-language and second-language education.

3. Given this mandate, do you think that OLEP is still in line with:
 - ▶ the current priorities of the federal government?
 - ▶ the strategic directions defined by PCH?



4. OLEP has existed for approximately thirty years now. In your opinion,
 - ▶ Is continued federal government support still needed for all provinces and territories?
 - ▶ Is it still needed for both components:
 - Minority-language education?
 - Second-language education?
5. Does OLEP, as it is currently designed, ignore some important aspects of official-language education? In other words, are there some needs that are not being met? Which ones are they and how can this be remedied?

Program Design and Delivery

6. OLEP is implemented through two different sets of agreements with the provinces and territories: the first involves a Protocol of Agreements signed with the Council of Ministers of Education (Canada) (CMEC), two agreements governing the Summer Language Bursary Program and the Official-Language Monitor Program respectively, as well as bilateral agreements with each province and territory. The second set consists of bilateral agreements called "Special Agreements," not falling under the Memorandum. In your opinion:
 - ▶ What are the strengths and weaknesses of this framework of cooperation?
 - ▶ What are the strengths and weaknesses of the negotiation process leading to these agreements?
7. When the program started up, OLEP funding was allocated in good part on the basis of annual figures from Statistics Canada that determined the number of full-time students enrolled in school, and partly on a discretionary basis. Although this calculation has not been used as the basis for the allocations since 1997, the formula set a historical reference level for the allocation of non-discretionary funds to the provinces and territories. In your opinion:
 - ▶ Is this a suitable approach to funding? Why?
 - ▶ Would there be a better way to allocate non-discretionary funding?
8. What do you think of the new approach by action plan and activity report? What are its strengths and weaknesses? Are the established public consultations and information mechanisms adequate?
9. The agreements provide for accountability mechanisms (evaluation clauses, action plans, financial reports, activity reports). In your opinion:



- ▶ Are these mechanisms effective?
- ▶ Do they make it possible to obtain the information needed to measure the program outcomes?
- ▶ Is the information useful for renewal of the agreements and decision making?
- ▶ Could CMEC have a role to play in accountability and in measuring the bilateral agreement outcomes?

10. What is your assessment of the cooperation between the Department of Canadian Heritage, the CMEC and your provincial (territorial) government?

Success and impact

Minority language

11. A key goal of OLEP and Section 23 of the Canadian Charter of Rights and Freedoms is to make it possible for members of an official-language minority to be educated in their mother tongue and have access to quality education that is comparable to the education the majority receives. In your opinion,
- ▶ What are the main challenges associated with the issues of “access” and “equal or comparable quality” for the implementation of programs and policies?
 - ▶ Is the quality of education currently provided by the minority schools comparable to what is provided in majority schools?
 - ▶ To what extent can we attribute these results to OLEP?
12. What is your assessment of the impact OLEP has had in terms of access and quality of teaching at the post-secondary level?
13. Agreements not falling under the Protocol have been reached since 1993 in support of implementing and strengthening francophone school governance and post-secondary education in French. This type of funding was designed to be short term to meet specific needs of certain provinces (territories). Have these agreements met the needs for which they were drawn up?

Second language

14. A key goal of OLEP and the Official Languages Act has been to foster the full recognition and use of both French and English in Canadian society. To achieve this, OLEP gives residents of every province and territory the opportunity to learn French or English as a second language.
- ▶ What are the main challenges associated with this goal for the implementation of programs and policies?



Canadian
Heritage

Patrimoine
canadien

Canada

- ▶ To what extent has OLEP helped young Canadians learn their second language and become familiar with the culture associated with it?
- ▶ Can you identify other major factors that may have had an impact, positive or negative, on learning their second language and becoming familiar with its associated culture?

Other outcomes

15. In light of the set of questions we have just discussed, can you identify changes that can be made to OLEP to improve its effectiveness?
16. Do you have any other comments?

Thank you for your cooperation!



Official Languages in Education Program Evaluation Interview Guide for Canadian Heritage Program managers

An evaluation of the Official Languages in Education Program (OLEP) must be conducted before the Protocol for Agreements with the provinces and territories and the ensuing agreements expire in March of 2003. The Department of Canadian Heritage has retained the services of an independent research company, Prairie Research Associates (PRA) Inc., to evaluate the program.

Created in 1970, the Canadian government's OLEP supports the activities of the provinces and territories to promote minority-language and second-language education. The Program is made up of four components. The first three components fall under the Protocol for Agreements for Minority-Language Education and Second-Language Instruction: 1) federal-provincial/territorial bilateral agreements, 2) the Summer Language Bursary Program, and 3) the Official-Language Monitor Program. The fourth component falls outside of the Protocol and provides special investment initiatives in education to consolidate work undertaken with respect to francophone school governance and French-language post-secondary education.

In the context of the evaluation process, we hope to question a certain number of key stakeholders, including **program managers from Canadian Heritage (PCH)**. PRA Inc. treats all information provided as strictly confidential, to be reported only in aggregate form.

Background

1. To help us gain some insight, please briefly describe your role and duties at PCH. How long have you held this position?
2. What role do you play with regard to the Official Languages in Education Program (OLEP)?

Rationale and Relevance of the Program

OLEP's mandate is to support the activities of the provinces and territories aimed at promoting minority-language and second-language education.

3. Given this mandate, do you think that OLEP is still in line with:
 - ▶ the current priorities of the federal government?
 - ▶ the strategic directions defined by PCH?
4. OLEP has existed for approximately thirty years now. In your opinion, is continued federal government support still needed for:



- ▶ Minority-language education?
 - Elementary and secondary education?
 - Francophone school governance?
 - French-language post-secondary education?
 - ▶ Second-language education?
 - Regular programs?
 - Immersion programs?
 - Other educational approaches (e.g., intensive teaching)?
 - ▶ The Official-Language Monitor Program?
 - ▶ The Summer Language Bursary Program?
5. In some provinces, the federal government contributes financially to activities undertaken by independent (private) schools in connection with both of OLEP's language goals. In the case of provinces that do not include these activities in their action plans, should the federal government support these schools by itself? Why?
6. Does OLEP, as it is currently designed, ignore some important aspects of official-language education? In other words, are there some needs that are not being met? Which ones are they and how can this be remedied?

Program Design and Delivery

7. OLEP is implemented through two different sets of agreements with the provinces and territories: the first involves a Protocol of Agreements signed with the Council of Ministers of Education (Canada) (CMEC), two agreements governing the Summer Language Bursary Program and the Official-Language Monitor Program respectively, as well as bilateral agreements with each province and territory. The second set consists of bilateral agreements called "Special Agreements," not falling under the Memorandum. In your opinion:
- ▶ What are the strengths and weaknesses of this framework of cooperation?
 - ▶ What are the strengths and weaknesses of the negotiation process leading to these agreements?
8. When the program started up, OLEP funding was allocated in good part on the basis of annual figures from Statistics Canada that determined the number of full-time students enrolled in school, and partly on a discretionary basis. Although this calculation has not been used as the basis for the allocations since 1997, the formula set a historical reference level for the allocation of non-discretionary funds to the provinces and territories. In your opinion:

- ▶ Is this a suitable approach to funding? Why?
- ▶ Would there be a better way to allocate non-discretionary funding?

Now, let's talk about the various areas of intervention provided for in the federal-provincial agreements (activities related to the support and administration of education/infrastructure, program development, teacher training and professional development, support for students, etc.):

9. For the goal linked to second-language education:
 - ▶ Are these areas still relevant?
 - ▶ Are there strategies/measures on which we should be focusing our efforts to a greater degree?
10. For the goal linked to minority-language education:
 - ▶ Are these areas still relevant?
 - ▶ Are there strategies/measures on which we should be focusing our efforts to a greater degree?
11. What do you think of the new approach by action plan and activity report? What are its strengths and weaknesses? Are the established public consultations and information mechanisms adequate?
12. The agreements provide for accountability mechanisms (evaluation clauses, action plans, financial reports, activity reports). In your opinion:
 - ▶ Are these mechanisms effective?
 - ▶ Do they make it possible to obtain the information needed to measure the program outcomes?
 - ▶ Is the information useful for renewal of the agreements and decision making?
 - ▶ Could CMEC have a role to play in accountability and in measuring the bilateral agreement outcomes?
13. CMEC is a major partner in the implementation of OLEP, both as far as the Protocol and federal-provincial agreements are concerned as well as the Official Language Monitor Program and the Summer Language Bursary Program.
 - ▶ What is your assessment of the cooperation between CMEC and the Department of Canadian Heritage?
 - ▶ In your opinion, how efficiently does CMEC implement the bursary and monitor programs? Should changes be made to its implementation structure?
14. What is your assessment of the cooperation between the Department of Canadian Heritage and your provincial (territorial) government?

Success and impact



Minority language

15. A key goal of OLEP and Section 23 of the Canadian Charter of Rights and Freedoms is to make it possible for members of an official-language minority to be educated in their mother tongue and have access to quality education that is comparable to the education the majority receives. In your opinion,
- ▶ What are the main challenges associated with the issues of “access” and “equal or comparable quality” for the implementation of programs and policies?
 - ▶ Is the quality of education currently provided by the minority schools comparable to what is provided in majority schools?
 - ▶ To what extent can we attribute these results to OLEP?
16. Agreements not falling under the Protocol have been reached since 1993 in support of implementing and strengthening francophone school governance and post-secondary education in French. This type of funding was designed to be short term to meet specific needs of certain provinces (territories).
- ▶ Have these agreements met the needs for which they were drawn up?
 - ▶ Are there unmet needs requiring that similar agreements be reached?
17. To what extent have the Protocol and the ensuing agreements laid the foundations for stable, lasting funding:
- ▶ For francophone school boards in minority settings?
 - ▶ For francophone post-secondary educational institutions in minority settings?

Second language

18. A key goal of OLEP and the Official Languages Act has been to foster the full recognition and use of both French and English in Canadian society. To achieve this, OLEP gives residents of every province and territory the opportunity to learn French or English as a second language.
- ▶ What are the main challenges associated with this goal for the implementation of programs and policies?
 - ▶ To what extent has OLEP helped young Canadians learn their second language and become familiar with the culture associated with it?
 - ▶ Can you identify other major factors that may have had an impact, positive or negative, on learning their second language and becoming familiar with its associated culture?
19. In light of the set of questions we have just discussed, can you identify changes that can be made to OLEP to improve its effectiveness?
20. Do you have any other comments?



Canadian
Heritage

Patrimoine
canadien

Canada

Thank you for your cooperation!

Official Languages in Education Program Evaluation Interview Guide for Provincial and Territorial Government Representatives

*[*Applicable to senior officials]*

An evaluation of the Official Languages in Education Program (OLEP) must be conducted before the Protocol for Agreements with the provinces and territories and the ensuing agreements expire in March of 2003. The Department of Canadian Heritage has retained the services of an independent research company, Prairie Research Associates (PRA) Inc., to evaluate the program.

Created in 1970, the Canadian government's OLEP supports the activities of the provinces and territories to promote minority-language and second-language education. The Program is made up of four components. The first three components fall under the Protocol for Agreements for Minority-Language Education and Second-Language Instruction: 1) federal-provincial/territorial bilateral agreements, 2) the Summer Language Bursary Program, and 3) the Official-Language Monitor Program. The fourth component falls outside of the Protocol and provides special investment initiatives in education to consolidate work undertaken with respect to francophone school governance and French-language post-secondary education.

In the context of the evaluation process, we hope to question a certain number of key stakeholders, including provincial (territorial) government representatives. PRA Inc. treats all information provided as strictly confidential, to be reported only in aggregate form.

Background

- 1* To help us gain some insight, please briefly describe your role and duties. How long have you held this position?
- 2* What role do you play with regard to the Official Languages in Education Program (OLEP)? Please describe how OLEP-related work is organized within your department.

Rationale and relevance of the Program

OLEP's mandate is to support the activities of the provinces and territories aimed at promoting minority-language and second-language education.

- 3* OLEP has existed for approximately thirty years now. In your opinion, is continued federal government support still needed for:
 - ▶ Minority-language education?
 - Elementary and secondary education?
 - Francophone school governance?
 - French-language post-secondary education?



- ▶ Second-language education?
 - Regular programs?
 - Immersion programs?
 - Other educational approaches (e.g., intensive teaching)?
 - ▶ The Official-Language Monitor Program?
 - ▶ The Summer Language Bursary Program?
- 4* To what extent could the activities initiated through OLEP have been achieved without federal government funding for:
- ▶ Minority-language education (including school governance and post-secondary education)?
 - ▶ Second-language education?
- 5 In some provinces, the federal government contributes financially to activities undertaken by independent (private) schools in connection with both of OLEP's language goals. In the case of provinces that do not include these activities in their action plans, should the federal government support these schools by itself? Why?
- 6* Does OLEP, as it is currently designed, ignore some important aspects of official-language education? In other words, are there some needs that are not being met? Which ones are they and how can this be remedied?

Program design and delivery

- 7* OLEP is implemented through two different sets of agreements with the provinces and territories: the first involves a Protocol of Agreements signed with the Council of Ministers of Education (Canada) (CMEC), two agreements governing the Summer Language Bursary Program and the Official-Language Monitor Program respectively, as well as bilateral agreements with each province and territory. The second set consists of bilateral agreements called "Special Agreements," not falling under the Memorandum. In your opinion:
- ▶ What are the strengths and weaknesses of this framework of cooperation?
 - ▶ What are the strengths and weaknesses of the negotiation process leading to these agreements?
- 8* When the program started up, OLEP funding was allocated in good part on the basis of annual figures from Statistics Canada that determined the number of full-time students enrolled in school, and partly on a discretionary basis. Although this calculation has not been used as the basis for the allocations since 1997, the formula set a historical reference

level for the allocation of non-discretionary funds to the provinces and territories. In your opinion:

- ▶ Is this a suitable approach to funding? Why?
- ▶ Would there be a better way to allocate non-discretionary funding?

Now, let's talk about the various areas of intervention provided for in the federal-provincial agreements (activities related to the support and administration of education/infrastructure, program development, teacher training and professional development, support for students, etc.):

- 9 For the goal linked to second-language education:
 - ▶ Are these areas still relevant?
 - ▶ Are there strategies/measures on which we should be focusing our efforts to a greater degree?
- 10 For the goal linked to minority-language education:
 - ▶ Are these areas still relevant?
 - ▶ Are there strategies/measures on which we should be focusing our efforts to a greater degree?
- 11* What do you think of the new approach by action plan and activity report? What are its strengths and weaknesses? Are the established public consultations and information mechanisms adequate?
- 12* The agreements provide for accountability mechanisms (evaluation clauses, action plans, financial reports, activity reports). In your opinion:
 - ▶ Are these mechanisms effective?
 - ▶ Do they make it possible to obtain the information needed to measure the program outcomes?
 - ▶ Is the information useful for renewal of the agreements and decision making?
 - ▶ Could CMEC have a role to play in accountability and in measuring the bilateral agreement outcomes?
- 13 What is your assessment of the effectiveness of the bursary program's implementation structure (coordination, processing of candidacies, selection of post-secondary institutions, fund management and allocation, follow-up and evaluation) by CMEC in your province (territory)? Does this structure need changing?
- 14 What is your assessment of the effectiveness of the language monitor program's implementation structure (coordination, processing of candidacies, host-school selection, fund management and allocation, follow-up and evaluation) by CMEC in your province (territory)? Does this structure need changing?



- 15* What is your assessment of the cooperation between the Department of Canadian Heritage and your provincial (territorial) government?

Success and impact

Minority language

A key goal of OLEP and Section 23 of the Canadian Charter of Rights and Freedoms is to make it possible for members of an official-language minority to be educated in their mother tongue and have access to quality education that is comparable to the education the majority receives.

- 16* What is the trend in enrolment for the school population targeted by the Charter in your province (territory)? How do you explain this trend?
- 17 What is the trend for retaining school population levels in the transition from elementary to secondary school?
- 18* To what extent do young people belonging to an official-language minority group have the same access as young people belonging to a majority group to an education in their language at the elementary and secondary levels?
- 19* Is the quality of education currently available in minority schools comparable to that available in the majority schools in your province (territory)?
- 20 Is the academic performance of minority school students equivalent to that of the majority in your province (territory)?
- 21* Do these young people have the same ease of access to post-secondary education in their language as majority students do?
- 22* Agreements not falling under the Protocol have been reached since 1993 in support of implementing and strengthening francophone school governance and post-secondary education in French. This type of funding was designed to be short term to meet specific needs of certain provinces (territories).
- ▶ Have these agreements met the needs for which they were drawn up?
 - ▶ What are the main achievements or greatest success of these agreements?
 - ▶ Are there unmet needs requiring that similar agreements be reached?
- 23* To what extent have the Protocol and the ensuing agreements laid the foundations for stable, lasting funding:
- ▶ For francophone school boards in minority settings?
 - ▶ For francophone post-secondary educational institutions in minority settings?

Second language



A key goal of OLEP and the Official Languages Act has been to foster the full recognition and use of both French and English in Canadian society. To achieve this, OLEP gives residents of every province and territory the opportunity to learn French or English as a second language.

- 24* What has been the trend for enrolment in second-language courses in your province (territory) over the past five years relative to the student population? How do you explain this trend:
- ▶ For the regular second-language program?
 - ▶ For the immersion program?
- 25 Are you able to measure your students' second-language learning in elementary and secondary school?
- 26 Do students graduate from high school with a "working" knowledge of the second language?
- 27 How does second-language learning in regular programs compare with that in immersion programs? Are there any reliable data on this subject?
- 28 What ways could be considered to improve students' second-language learning levels?
- 29* To what extent has OLEP helped young Canadians become familiar with the culture associated with their second language?
- 30* Can you identify other major factors that may have had an impact, positive or negative, on learning their second language and becoming familiar with its associated culture?
- 31 In light of the set of questions we have just discussed, can you identify changes that can be made to OLEP to improve its effectiveness?
- 32 Do you have any other comments?

Thank you for your cooperation!



Official Languages in Education Program Evaluation Interview Guide for the Council of Ministers of Education, Canada

An evaluation of the Official Languages in Education Program (OLEP) must be conducted before the Protocol for Agreements with the provinces and territories and the ensuing agreements expire in March of 2003. The Department of Canadian Heritage has retained the services of an independent research company, Prairie Research Associates (PRA) Inc., to evaluate the program.

Created in 1970, the Canadian government's OLEP supports the activities of the provinces and territories to promote minority-language and second-language education. The Program is made up of four components. The first three components fall under the Protocol for Agreements for Minority-Language Education and Second-Language Instruction: 1) federal-provincial/territorial bilateral agreements, 2) the Summer Language Bursary Program, and 3) the Official-Language Monitor Program. The fourth component falls outside of the Protocol and provides special investment initiatives in education to consolidate work undertaken with respect to francophone school governance and French-language post-secondary education.

In the context of the evaluation process, we hope to question a certain number of key stakeholders, including representatives from the Council of Ministers of Education, Canada (CMEC). PRA Inc. treats all information provided as strictly confidential, to be reported only in aggregate form.

Background

1. To help us gain some insight, please briefly describe your role and duties. How long have you held this position?
2. What role do you play with regard to the Official Languages in Education Program (OLEP)? Please describe how OLEP-related work is organized within your organization.

Rationale and relevance of the Program

OLEP's mandate is to support the activities of the provinces and territories aimed at promoting minority-language and second-language education.

3. OLEP has existed for approximately thirty years now. In your opinion, is continued federal government support still needed for:
 - ▶ Minority-language education?
 - Elementary and secondary education?
 - Francophone school governance?
 - French-language post-secondary education?
 - ▶ Second-language education?



- Regular programs?
 - Immersion programs?
 - Other educational approaches (e.g., intensive teaching)?
- ▶ The Official-Language Monitor Program?
 - ▶ The Summer Language Bursary Program?
4. To what extent could the activities initiated through OLEP have been achieved without federal government funding for:
- ▶ Minority-language education (including school governance and post-secondary education)?
 - ▶ Second-language education?
5. Does OLEP, as it is currently designed, ignore some important aspects of official-language education? In other words, are there some needs that are not being met? Which ones are they and how can this be remedied?

Program design and delivery

6. OLEP is implemented through two different sets of agreements with the provinces and territories: the first involves a Protocol of Agreements signed with the Council of Ministers of Education (Canada) (CMEC), two agreements governing the Summer Language Bursary Program and the Official-Language Monitor Program respectively, as well as bilateral agreements with each province and territory. The second set consists of bilateral agreements called "Special Agreements," not falling under the Memorandum. In your opinion:
- ▶ What are the strengths and weaknesses of this framework of cooperation?
 - ▶ What are the strengths and weaknesses of the negotiation process leading to these agreements?
7. When the program started up, OLEP funding was allocated in good part on the basis of annual figures from Statistics Canada that determined the number of full-time students enrolled in school, and partly on a discretionary basis. Although this calculation has not been used as the basis for the allocations since 1997, the formula set a historical reference level for the allocation of non-discretionary funds to the provinces and territories. In your opinion:
- ▶ Is this a suitable approach to funding? Why?
 - ▶ Would there be a better way to allocate non-discretionary funding?



Now, let's talk about the various areas of intervention provided for in the federal-provincial agreements (activities related to the support and administration of education/infrastructure, program development, teacher training and professional development, support for students, etc.):

8. For the goal linked to second-language education:
 - ▶ Are these areas still relevant?
 - ▶ Are there strategies/measures on which we should be focusing our efforts to a greater degree?
9. For the goal linked to minority-language education:
 - ▶ Are these areas still relevant?
 - ▶ Are there strategies/measures on which we should be focusing our efforts to a greater degree?
10. What do you think of the new approach by action plan and activity report? What are its strengths and weaknesses? Are the established public consultations and information mechanisms adequate?
11. The agreements provide for accountability mechanisms (evaluation clauses, action plans, financial reports, activity reports). In your opinion:
 - ▶ Are these mechanisms effective?
 - ▶ Do they make it possible to obtain the information needed to measure the program outcomes?
 - ▶ Is the information useful for renewal of the agreements and decision making?
 - ▶ Could CMEC have a role to play in accountability and in measuring the bilateral agreement outcomes?
12. How efficient are the current accountability mechanisms for the Monitor and Bursary Programs? Do they provide sufficient information for the federal government to evaluate the program's results?
13. CMEC is a major partner for the implementation of OLEP, both as far as the Protocol and federal-provincial agreements are concerned as well as the Official Language Monitor Program and the Summer Language Bursary Program. What is your assessment of the cooperation between CMEC and the Department of Canadian Heritage?
14. In your view, how efficient is the actual management of the Bursary Program? Are roles and responsibilities for this program adequately distributed between the CMEC, Canadian Heritage, and the provincial/territorial coordinators? What modifications might improve the implementation of this program?
15. In your view, how efficient is the actual management of the Official Languages Monitor Program? Are roles and responsibilities for this program adequately distributed between

the CMEC, Canadian Heritage, and the provincial/territorial coordinators? What modifications might improve the implementation of this program?

Success and impact

Minority language

16. A key goal of OLEP and Section 23 of the Canadian Charter of Rights and Freedoms is to make it possible for members of an official-language minority to be educated in their mother tongue and have access to quality education that is comparable to the education the majority receives. In your opinion,
 - ▶ What are the main challenges associated with the issues of “access” and “equal or comparable quality” for the implementation of programs and policies?
 - ▶ Is the quality of education currently provided by the minority schools comparable to what is provided in majority schools?
 - ▶ To what extent can we attribute these results to OLEP?
17. What is your assessment of the impact of OLEP in terms of access and quality of education at the post-secondary level?
18. Can you identify other major factors that may have had an impact, positive or negative, on accessibility to learning for minority students in their own communities and in their own language?

Second language

19. A key goal of OLEP and the Official Languages Act has been to foster the full recognition and use of both French and English in Canadian society. To achieve this, OLEP gives residents of every province and territory the opportunity to learn French or English as a second language.
 - ▶ What are the main challenges associated with this goal for the implementation of programs and policies?
 - ▶ To what extent has OLEP helped young Canadians learn their second language and become familiar with the culture associated with it?
 - ▶ Can you identify other major factors that may have had an impact, positive or negative, on learning their second language and becoming familiar with its associated culture?
20. Would it be possible to develop national standards to determine the extent to which a second language is learned by students and the number of high school graduates who have a working knowledge of their second language?

Bursary and Monitor Programs



21. How do you assess the impact of the Summer Language Bursary Program?
22. How do you assess the impact of the Official Language Monitor Program?
23. In light of the set of questions we have just discussed, can you identify changes that can be made to OLEP to improve its effectiveness?
24. Do you have any other comments?

Thank you for your cooperation!



Official Languages in Education Program Evaluation Interview Guide for Key Informants from Francophone Post-Secondary Institutions

An evaluation of the Official Languages in Education Program (OLEP) must be conducted before the Protocol of Agreements with the provinces and territories and the ensuing agreements expire in March of 2003. The Department of Canadian Heritage has retained the services of an independent research company, Prairie Research Associates, PRA Inc., to evaluate the program.

Created in 1970, the Canadian government's OLEP supports the activities of the provinces and territories to promote minority-language and second-language education. The Program is made up of four components. The first three components fall under the Protocol for Agreements for Minority-Language Education and Second-Language Instruction: 1) federal-provincial/territorial bilateral agreements, 2) the Summer Language Bursary Program, and 3) the Official-Language Monitor Program. The fourth component falls outside of the Protocol and provides special investment initiatives in education to consolidate work undertaken with respect to francophone school governance and French-language post-secondary education.

In the context of the evaluation process, we hope to question a certain number of key stakeholders, including **key informants from post-secondary institutions**. PRA Inc. treats all information provided as strictly confidential, to be reported only in aggregate form.

Background

1. To help us gain some insight, please briefly describe your role and duties. How long have you held this position?
2. As part of OLEP, what activities, in terms of post-secondary education in French, has your institution been able to implement:
 - ▶ Within the regular agreement?
 - ▶ Within the special measures?

Rationale and relevance of the Program

OLEP's mandate is to support the activities of the provinces and territories aimed at promoting minority-language and second-language education. The federal and provincial governments are financial partners in the realization of this mandate.

3. OLEP has existed for approximately thirty years now. In your opinion:
 - ▶ Is continued federal government support still needed to help provinces and territories offer members of the official language minority instruction in their mother tongue? Why?
 - ▶ Is this still necessary in your province? Why?
4. Since 1993, special agreements have been reached for the implementation of French school governance and post-secondary education.
 - ▶ Has your institution benefited from funding from a special agreement?



- ▶ If yes, is this type of funding still necessary? (targeted funding within a limited time frame)
 - ▶ If yes, what are the main needs to which this type of support is intended to respond? Could these needs be addressed within a limited time frame?
5. To what extent could the activities initiated through OLEP by your institution, which include special measures, have been achieved without federal government funding?
 6. In your opinion, what are the main challenges or factors that could have an influence on the stability of post-secondary institutions in your province in the short and long-term? On your institution?
 7. Does OLEP, as it is currently designed, ignore some important aspects of post-secondary education? Which ones are they and how can this be remedied?

Program design and delivery

To provide members of minority groups access to education in their mother tongue, the OLEP supports activities related to:

- ▶ the support and administration of education/infrastructure
 - ▶ program development
 - ▶ teacher training and professional development
 - ▶ support for students.
8. Are these areas still relevant? Are there strategies/measures on which we should be focussing our efforts to a greater degree?
 9. The last agreement reached with your province included an action plan, expected results, and performance measurements. How do the activities put in place by your institution link up with the provincial agreements and the action plans?
 - ▶ For the regular agreements
 - ▶ For the special measures
 10. Your province is accountable to the Department of Canadian Heritage for the use of funding provided by OLEP, including special measures. Does your institution participate in the feedback process? What is the nature of the feedback?
 11. Since 1993, special agreements have been reached in certain provinces in support of post-secondary education. These agreements are not included in the Protocol for Agreement signed with the Council of Ministers of Education Canada (CMEC). In your opinion, what are the advantages and disadvantages for your province in negotiating agreements that do not fall under the Protocol?
 12. How can we improve the delivery of the OLEP in relation to post-secondary education in French?



Success and impact

A key goal of OLEP is to make it possible for members of an official-language minority to be educated in their mother tongue at all levels of education.

13. Is the quality of education currently available in minority schools comparable to that available in the majority schools in your province (territory)? On what do you base your response?
14. What has been the impact of the special agreements on investment measures in terms of post-secondary education in your establishment?
15. Do young francophones have the same ease of access to post-secondary education in their language as majority students do?
16. Do they pursue their post-secondary studies in their language in your province or elsewhere?
17. To what extent has OLEP laid the foundations for stable, lasting funding for francophone post-secondary educational institutions in your province?
18. To what extent has OLEP, including special measures, increased the collaboration between the federal, provincial, and territorial governments in the area of post-secondary education in French?
19. In light of the set of questions we have just discussed, can you identify changes that can be made to OLEP to improve its effectiveness?
20. Do you have any other comments?

Thank you for your cooperation!



Official Languages in Education Program Evaluation Interview Guide for Anglophone Minority School Board Representatives

An evaluation of the Official Languages in Education Program (OLEP) must be conducted before the Protocol for Agreements with the provinces and territories and the ensuing agreements expire in March of 2003. The Department of Canadian Heritage has retained the services of an independent research company, Prairie Research Associates (PRA) Inc., to evaluate the program.

Created in 1970, the Canadian government's OLEP supports the activities of the provinces and territories to promote minority-language and second-language education. The Program is made up of four components. The first three components fall under the Protocol for Agreements for Minority-Language Education and Second-Language Instruction: 1) federal-provincial/territorial bilateral agreements, 2) the Summer Language Bursary Program, and 3) the Official-Language Monitor Program. The fourth component falls outside of the Protocol and provides special investment initiatives in education to consolidate work undertaken with respect to francophone school governance and French-language post-secondary education.

In the context of the evaluation process, we hope to question a certain number of key stakeholders, including **School Board Representatives**. PRA Inc. treats all information provided as strictly confidential, to be reported only in aggregate form.

Background

1. To help us gain some insight, please briefly describe your role and duties. How long have you held this position?
2. In what way does the Official Languages in Education Program (OLEP) integrate with your activities? What aspects of OLEP touch your School Board and in what ways?
 - ▶ Minority-language education?
 - ▶ The Official-Language Monitor Program?

Rationale and relevance of the Program

OLEP's mandate is to support the activities of the provinces and territories aimed at promoting minority-language and second-language education. The federal and provincial/territorial governments are financial partners in the realization of this mandate.

3. OLEP has existed for approximately thirty years now. In your opinion:
 - ▶ Is continued federal government support still needed to help the provinces and territories provide members of minority official-language groups with an education in their mother tongue? Why?
 - ▶ Is it still necessary in your province (territory)? Why?



4. To what extent could the activities initiated through OLEP by your School Board have been achieved without federal government funding?
5. In your opinion, what are the main challenges or factors that could have an influence on the stability of Anglophone School Boards in Québec in the short and long-term?
6. Does OLEP, as it is currently designed, ignore some important aspects of minority-language education? In other words, are there some needs that are not being met? Which ones are they and how can this be remedied?

Program design and delivery

To provide members of minority groups access to education in their mother tongue, OLEP supports activities related to:

- the support and administration of education/infrastructure
 - program development
 - teacher training and professional development
 - support for students.
7. Are these areas still relevant? Are there strategies/measures on which we should be focusing our efforts to a greater degree?
 8. The last agreement reached with your province included an action plan, expected results, and performance measurements. How do the activities put in place by your School Board link up with the provincial (territorial) action plan?
 9. Your province (territory) is accountable to the Department of Canadian Heritage for the use of funding provided by OLEP. Does your School Board participate in the feedback process? What is the nature of the feedback?
 10. What is your assessment of the Official-Language Monitor Program (promotion, coordination, processing of candidacies, host-school selection, fund management and allocation, monitoring and evaluation) in your province (territory)?

Success and impact

Minority language

A key goal of OLEP and Section 23 of the Canadian Charter of Rights and Freedoms is to make it possible for members of an official-language minority to be educated in their mother tongue and have access to quality education that is comparable to the education the majority receives.

11. What is the trend in enrolment for the school population targeted by the Charter in your School Board? How do you explain this trend?



12. What is the trend for retaining school population levels from primary through the end of secondary schooling?
13. Is the quality of education currently available in minority schools comparable to that available in the majority schools in your province (territory)? In your school board?
14. Is the academic performance of minority school students equivalent to that of the majority in your province (territory)? In your school board?
15. Do young Anglophones in Québec have the same ease of access to post-secondary education in their language as majority students do?

Other results

16. To what extent has OLEP increased the collaboration between the federal, provincial, and territorial governments in the area of official-language education?
17. In light of the set of questions we have just discussed, can you identify changes that can be made to OLEP to improve its effectiveness?
18. Do you have any other comments?

Thank you for your cooperation!



Official Languages in Education Program Evaluation Interview Guide for Francophone Minority School Board Representatives

An evaluation of the Official Languages in Education Program (OLEP) must be conducted before the Protocol for Agreements with the provinces and territories and the ensuing agreements expire in March of 2003. The Department of Canadian Heritage has retained the services of an independent research company, Prairie Research Associates (PRA) Inc., to evaluate the program.

Created in 1970, the Canadian government's OLEP supports the activities of the provinces and territories to promote minority-language and second-language education. The Program is made up of four components. The first three components fall under the Protocol for Agreements for Minority-Language Education and Second-Language Instruction: 1) federal-provincial/territorial bilateral agreements, 2) the Summer Language Bursary Program, and 3) the Official-Language Monitor Program. The fourth component falls outside of the Protocol and provides special investment initiatives in education to consolidate work undertaken with respect to francophone school governance and French-language post-secondary education.

In the context of the evaluation process, we hope to question a certain number of key stakeholders, including **School Board Representatives**. PRA Inc. treats all information provided as strictly confidential, to be reported only in aggregate form.

Background

1. To help us gain some insight, please briefly describe your role and duties. How long have you held this position?
2. In what way does the Official Languages in Education Program (OLEP) integrate with your activities? What aspects of OLEP touch your School Board and in what ways?
 - ▶ Minority-language education?
 - ▶ The Official-Language Monitor Program?
 - ▶ Special investment measures that support French school governance?

Rationale and relevance of the Program

OLEP's mandate is to support the activities of the provinces and territories aimed at promoting minority-language and second-language education. The federal and provincial/territorial governments are financial partners in the realization of this mandate.

3. OLEP has existed for approximately thirty years now. In your opinion:
 - ▶ Is continued federal government support still needed to help the provinces and territories provide members of minority official-language groups with an education in their mother tongue? Why?
 - ▶ Is it still necessary in your province (territory)? Why?

4. Since 1993, special agreements have been reached for the implementation of French school governance.
 - ▶ Has your School Board benefited from funding from a special agreement?
 - ▶ If yes, is this type of funding still necessary? (targeted funding within a limited time frame)
 - ▶ If yes, what are the main needs to which this type of support is intended to respond? Could these needs be addressed within a limited time frame?
5. To what extent could the activities initiated through OLEP by your School Board have been achieved without federal government funding:
 - ▶ Minority-language education?
 - ▶ French school governance?
6. In your opinion, what are the main challenges or factors that could have an influence on the stability of Francophone School Boards in the short and long-term?
7. Does OLEP, as it is currently designed, ignore some important aspects of minority-language education? In other words, are there some needs that are not being met? Which ones are they and how can this be remedied?

Program design and delivery

To provide members of minority groups access to education in their mother tongue, OLEP supports activities related to:

- the support and administration of education/infrastructure
 - program development
 - teacher training and professional development
 - support for students.
8. Are these areas still relevant? Are there strategies/measures on which we should be focussing our efforts to a greater degree?
 9. The last agreement reached with your province included an action plan, expected results, and performance measurements. How do the activities put in place by your School Board link up with the provincial (territorial) action plan?
 10. Your province (territory) is accountable to the Department of Canadian Heritage for the use of funding provided by OLEP. Does your School Board participate in the feedback process? What is the nature of the feedback?
 11. Since 1993, special agreements have been reached in certain provinces in support of French school governance. These agreements are not included in the Protocol for Agreements signed with the Council of Ministers of Education Canada (CMEC). In your opinion, what are the advantages and disadvantages for your province (territory) in negotiating agreements that do not fall under the Protocol?



12. What is your assessment of the Official-Language Monitor Program (promotion, coordination, processing of candidacies, host-school selection, fund management and allocation, monitoring and evaluation) in your province (territory)?

Success and impact

Minority language

A key goal of OLEP and Section 23 of the Canadian Charter of Rights and Freedoms is to make it possible for members of an official-language minority to be educated in their mother tongue and have access to quality education that is comparable to the education the majority receives.

13. What have been the impacts of special investment measures in supporting French school governance on your School Board?
14. What is the trend in enrolment for the school population targeted by the Charter in your School Board? How do you explain this trend?
15. What is the trend for retaining school population levels in the transition from elementary to secondary school?
16. Is the quality of education currently available in minority schools comparable to that available in the majority schools in your province (territory)? In your school board?
17. Is the academic performance of minority school students equivalent to that of the majority in your province (territory)? In your school board?
18. Do young francophones have the same ease of access to post-secondary education in their language as majority students do?
19. To what extent has OLEP laid the foundations for stable, lasting funding for francophone school boards in minority settings?

Other results

20. To what extent has OLEP increased the collaboration between the federal, provincial, and territorial governments in the area of official-language education?
21. In light of the set of questions we have just discussed, can you identify changes that can be made to OLEP to improve its effectiveness?
22. Do you have any other comments?

Thank you for your cooperation!



Official Languages in Education Program Evaluation Interview Guide for Majority School Board Representatives

An evaluation of the Official Languages in Education Program (OLEP) must be conducted before the Protocol of Agreements with the provinces and territories and the ensuing agreements expire in March of 2003. The Department of Canadian Heritage has retained the services of an independent research company, Prairie Research Associates (PRA) Inc., to evaluate the program.

Created in 1970, the Canadian government's OLEP supports the activities of the provinces and territories to promote minority-language and second-language education. The Program is made up of four components. The first three components fall under the Protocol for Agreements for Minority-Language Education and Second-Language Instruction: 1) federal-provincial/territorial bilateral agreements, 2) the Summer Language Bursary Program, and 3) the Official-Language Monitor Program. The fourth component falls outside of the Protocol and provides special investment initiatives in education to consolidate work undertaken with respect to francophone school governance and French-language post-secondary education.

In the context of the evaluation process, we hope to question a certain number of key stakeholders, including **School Board Representatives**. PRA Inc. treats all information provided as strictly confidential, to be reported only in aggregate form.

Background

1. To help us gain some insight, please briefly describe your role and duties. How long have you held this position?
2. What Second-language education programs are part of your School Board:
 - ▶ Second-language education by means of regular programs?
 - ▶ Second-language by means of immersion programs?
 - ▶ The Official-Language Monitor Program?
3. Could you please provide information on second-language learning at the elementary and secondary levels in your School Board (compulsory/optional courses, number of hours, etc.)?

Rationale and relevance of the Program

OLEP's mandate is to support the activities of the provinces and territories aimed at promoting minority-language and second-language education. The federal and provincial/territorial governments are financial partners in the realization of this mandate.

4. OLEP has existed for approximately thirty years now. In your opinion:
 - ▶ Is continued federal government support still needed for Second-language education? Why?
 - ▶ Is it still necessary in your province (territory)? Why?



- ▶ Is it still relevant for regular programs? Immersion program? Other educational approaches (e.g., intensive teaching)?
5. To what extent could the activities initiated through OLEP, which your School Board has benefitted from, have been achieved without federal government funding?
 6. Does OLEP, as it is currently designed, ignore some important aspects of second language education? In other words, are there some needs that are not being met? Which ones are they and how can this be remedied?

Program design and delivery

7. To provide residents of every province and territory with the opportunity to learn French or English as a second language, OLEP supports activities related to:
 - the support and administration of education/infrastructure
 - program development
 - teacher training and professional development
 - support for students.
 - ▶ Are these areas still relevant?
 - ▶ Are there strategies/measures on which we should be focusing our efforts to a greater degree?
8. The last agreement reached with your province (territory) included an action plan, expected results and performance measurements. How do the activities put in place by your School Board link up with the provincial (territorial) agreements and action plan?
9. Your province is accountable to the Department of Canadian Heritage for the use of funding provided by OLEP. Does your School Board participate in the feedback process? What is the nature of the feedback?
10. What is your assessment of the Official-Language Monitor Program (promotion, coordination, processing of candidacies, host-school selection, fund management and allocation, monitoring and evaluation) in your province (territory)?

Success and impact

Second Language

A key goal of OLEP and the Official Languages Act has been to foster the full recognition and use of both French and English in Canadian society. To achieve this, OLEP gives residents of every province and territory the opportunity to learn French or English as a second language.

11. What has been the trend for enrolment in second-language courses in your school board relative to the student population? How do you explain this trend:
 - ▶ For the regular second-language program?
 - ▶ For the immersion program?
12. Are you able to measure your students' second-language learning in elementary and secondary school? How?
13. How does second-language learning in regular programs compare with that in immersion programs? Are there any reliable data on this subject?
14. What ways could be considered to improve students' second-language learning levels?
15. To what extent has OLEP helped young Canadians to learn or improve their second language and to become familiar with the culture associated with it?

Other results

16. To what extent has OLEP, increased the collaboration between the federal, provincial, and territorial governments in the area of official- language education?
17. In light of the set of questions we have just discussed, can you identify changes that can be made to OLEP to improve its effectiveness?
18. Do you have any other comments?

Thank you for your cooperation!



**EVALUATION OF THE OFFICIAL LANGUAGES IN EDUCATION PROGRAM
PHONE SURVEY OF SUMMER LANGUAGE BURSARY PROGRAM (SLBP)
PARTICIPANTS**

Hello, my name is _____ with Prairie Research Associates. We are an independent research firm doing research on behalf of the Department of Canadian Heritage.

Our records indicate that you participated in the Summer Language Bursary Program. As part of the evaluation of this program, we would like to ask you a few questions about your experience as a program participant. The survey will take about 10 minutes. Your responses will be kept confidential, all information will be grouped together, and no individual responses will be shared with Canadian Heritage, or any other organization. The information that we gather will be destroyed once the report is complete. Would you have time to answer some questions?

Continue	1
Schedule callback	2
End survey	3
Don't know	8
No response	9



1. When you took part in the Summer Language Bursary Program, did you take courses relating to
 - ▶ French as a second language
 - ▶ French as a first language
 - ▶ English as a second language

2. In which institutions did the summer course take place [List]

3. Which province or territory constitutes your permanent place of residence
 - ▶ British Columbia
 - ▶ Alberta
 - ▶ Saskatchewan
 - ▶ Manitoba
 - ▶ Ontario
 - ▶ Quebec
 - ▶ New Brunswick
 - ▶ Nova Scotia
 - ▶ Prince Edward Island
 - ▶ Newfoundland and Labrador
 - ▶ Yukon
 - ▶ Northwest Territories
 - ▶ Nunavut

4. What is the first language that you learned at home, that is, your mother tongue?
 - ▶ French
 - ▶ English
 - ▶ Other (specify: _____)

5. Which language do you speak most often at home?
 - ▶ French
 - ▶ English
 - ▶ Other (specify: _____)

6. What is your age: _____

7. Gender [DO NOT ASK] M ___ F ___



The following questions explore the impact of the Summer Language Bursary Program with regards to your personal experience.

[if Q1 = French as a second language OR English as a second language, GO TO Q8 THROUGH Q20, THEN Q30]

[if Q1 = French as a first language, GO TO Q21]

8. Before you took part in the Summer Language Bursary Program, was your capacity to read in your second language (1. Very weak; 2. Weak; 3. Neither weak nor strong; 4. Strong; 5. Very strong]
9. Was your capacity to write in your second language (1. Very weak; 2. Weak; 3. Neither weak nor strong; 4. Strong; 5. Very strong]
10. Was your capacity to understand your second language (1. Very weak; 2. Weak; 3. Neither weak nor strong; 4. Strong; 5. Very strong]
11. Was your capacity to speak your second language (1. Very weak; 2. Weak; 3. Neither weak nor strong; 4. Strong; 5. Very strong]

As a result of your participation in the Summer Language Bursary Program, to what extent have you improved your capacity in the following areas, using the following scale: 1. Not at all; 2. A little; 3. Somewhat; 4. A lot; 5. No opinion.

12. Your capacity to read in your second language
13. Your capacity to write in your second language
14. Your capacity to understand your second language
15. Your capacity to speak your second language
16. As a result of your participation in the Program, do you read more often in your second language?
Yes ___
No ___
17. Do you listen more often to television or radio programs in your second language?
Yes ___
No ___
18. In general, do you look for opportunities to communicate in your second language?
Yes ___
No ___
19. In general, are you interested in learning more about the culture associated with your second language?
Yes ___
No ___



20. Are you more willing to accept an employment opportunity that requires the use of your second language?
Yes ___
No ___
21. Before you took part in the Summer Language Bursary Program, was your capacity to understand French: (1. Very weak; 2. Weak; 3. Neither weak or strong; 4. Strong; 5. Very strong.)
22. Was your capacity to read French: (1. Very weak; 2. Weak; 3. Neither weak or strong; 4. Strong; 5. Very strong.)
23. Was your capacity to speak French: (1. Very weak; 2. Weak; 3. Neither weak or strong; 4. Strong; 5. Very strong.)
24. Was your capacity to write French: (1. Very weak; 2. Weak; 3. Neither weak or strong; 4. Strong; 5. Very strong.)

As a result of your participation in the Summer Language Bursary Program, to what extent have you improved your capacity in the following areas, using the scale: 1. Not at all; 2. A little; 3. Somewhat; 4. A lot; 8. No opinion.

25. Your capacity to understand French
26. Your capacity to read in French
27. Your capacity to speak French
28. Your capacity to write in French
29. Using a scale of [1. Not at all; 2. Somewhat; 3. A lot; 8. No opinion], would you say that, as a result of your participation in the Program, you tend to ...
- ▶ have more conversations in French
 - ▶ read more in French
 - ▶ write more in French
30. As a result of your participation in the Program, are you more interested in French cultural products?
Yes ___
No ___
31. In light of your experience in the Program, if you had to do it over again, would you apply for a Summer Language Bursary?
Yes ___
No ___
Why? ___
32. Would you recommend this Program to a friend or a relative?
Yes ___
No ___



We now have a few questions regarding the management of the Program.

The Summer Language Bursary Program includes a number of management components. Using a scale of [1. Very unsatisfied; 2. Unsatisfied; 3. Neutral; 4. Satisfied; 5. Very satisfied], how would you rate the following components:

33. The Program's web site, administered by the Council of Ministers of Education Canada.
Why?: _____
34. The management of the program in the province where you have submitted your application.
Why?: _____
35. The management of the Program in the province/territory where your courses took place.
Why?: _____
36. The management of the Program in the post-secondary institution where your courses took place.
Why?: _____
37. In your opinion, could the costs you incurred while taking part in the Program constitute a barrier for other youth who might want to take part in the Program as well?
38. How did you learn about this Program?
Written publicity
Student services in my college or university
Web site
Other Please specify: _____
39. In your opinion, is there enough publicity about the Program?
Yes ___
No ___
40. Thinking about the future of this Program, which of the following courses of action should the federal government take:
 - ▶ stop funding the Program
 - ▶ reduce the funding level
 - ▶ maintain the current level of support
 - ▶ increase the funding provided to the Program

The following questions relate to the capacity of the Program to achieve its stated objectives

The objective of the Summer Language Bursary Program is to provide young Canadians with an opportunity to learn English or French as a second language. It also allows youth from French language minority communities to strengthen their capacity in their mother tongue. Thinking of



your experience in the Program and using a scale of [1. Not at all; 2. Somewhat; 3. Sufficiently; 4. A lot; 8. No opinion], how would you rate the Program's capacity to

[if Q1 = French as a second language] => encourage the learning of French as a second language among young Anglophones?

[if Q1 = French as a first language] => encourage the improvement of French among young Francophones living in French language minority communities?

[if Q1 = English as a second language] => encourage the learning of English as a second language among young Francophones?

The Summer Language Bursary Program was established in the context of Canada's *Official Languages Act*. Could you indicate whether you agree or disagree with the following statements. [AFTER THE INITIAL RESPONSE, AND AS APPLICABLE, ASK WHETHER THEY STRONGLY AGREE OR STRONGLY DISAGREE WITH THE STATEMENT]

41. The Program contributes to the recognition of official languages in Canada. Do you agree or disagree with this statement. Strongly agree [OR] strongly disagree? [No opinion]
42. The Program contributes to Canadians' cultural enrichment. Do you agree or disagree with this statement. Strongly agree [OR] strongly disagree? [No opinion]
43. The Program contributes to the increased vitality of official language community groups. Do you agree or disagree with this statement. Strongly agree [OR] strongly disagree? [No opinion]
44. The Program contributes to strengthening the employability of Canadians. Do you agree or disagree with this statement. Strongly agree [OR] strongly disagree? [No opinion]
45. The Program brings together Canadians from both official language communities. Do you agree or disagree with this statement. Strongly agree [OR] strongly disagree? [No opinion]
46. In light of the opinions you provided throughout this interview, can you think of changes that could be made to the Program to make it more relevant or more efficient in the current context?
[OPEN QUESTION] _____

Thank you for your participating in this survey.



**EVALUATION OF THE
OFFICIAL LANGUAGES IN EDUCATION PROGRAM QUESTIONNAIRE
CONCERNING THE OFFICIAL-LANGUAGE MONITOR PROGRAM**

The Department of Canadian Heritage contracted Prairie Research Associates (PRA) Inc., an independent research company, to conduct the evaluation of the Official Languages in Education Program (OLEP). This program was established in 1970 and supports the activities of the provinces and territories to promote minority-language and second-language instruction. One of OLEP's components is the Official-Language Monitor Program, which offers an opportunity for post-secondary students to work in a second-language classroom or in a French as a first-language classroom.

This questionnaire is being sent to representatives from educational institutions who participated in the Official-Language Monitor Program to gather their opinions in relation to the Program's relevance and impact. Your institution was selected from a list of organizations developed by the Department of Canadian Heritage in collaboration with the CMEC. Your participation in this consultation is important and we would greatly appreciate if you could take a few minutes to complete this survey. All information provided is strictly confidential and will only be presented in aggregate form. The ID number located on this page is only being used to facilitate the management of the survey process.

Should you have questions regarding this survey, please feel free to contact François Dumaine from PRA Inc. at our toll-free number 1-866-422-8468 or at (613) 233-5474.

**Please return this questionnaire in the attached envelope or by fax,
using the toll-free fax number 1-800-717-5456 or (204) 989-2454.**

**We would appreciate receiving the completed survey no later than
February 14, 2003.**

CONFIDENTIAL WHEN COMPLETED

1. For how many years has your institution taken part in the Official-Language Monitor Program (OLMP) by hosting monitors?

- One ₁
- Two ₂
- Three ₃
- Four ₄
- Five ₅
- Six or more ₆

2. How many full-time and part-time monitors have you hosted in 2001-2002?

_____ full-time _____ part-time

3. How many monitors have you hosted in each of the following categories:

_____ French as a first language _____ French as a second language _____ English as a second language

The following questions address issues relating to the management of the Program.

A number of services are involved in the operation of the Program. Please rate your satisfaction with the following components:

	Satisfaction					Please elaborate
	Very unsatisfied	Unsatisfied	Neutral	Satisfied	Very satisfied	
4. The Program's web site, administered by the Council of Ministers of Education Canada, which includes basic information on the Program	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
5. The <i>Cybercafé</i> , the electronic billboard and chat service offered to the Program's participants	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
6. The <i>Administrative and Financial Guide</i> provided to local coordinators, teachers, and monitors	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
7. The Program's coordination at the provincial level	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
8. The Program's coordination at the local level	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
9. The learning resources available to monitors to perform their tasks in the classroom	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
10. The support provided to monitors in preparation for their placement	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
11. The performance of monitors in the classroom	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
12. The promotion of the program	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____

The following questions explore the impact of the Program.

The Official-Language Monitor Program provides post-secondary students with an opportunity to work in a second-language classroom, or in a French as a first language classroom for French language minorities, and to contribute to the quality of education provided to students. The Program also provides an opportunity for the monitors to improve their second or first language.

13. Have you hosted monitor(s) for French as a first language?

Yes ₁

No (please go to question 16) ₀

14. In your opinion, to what extent does the Program help francophone students strengthen their knowledge of their first language?

₁ ₂ ₃ ₄ ₈
Not at all Somewhat Sufficiently A lot No opinion

Please elaborate: _____

15. In your opinion, to what extent does the Program help francophone students strengthen their knowledge and appreciation of their own culture?

₁ ₂ ₃ ₄ ₈
Not at all Somewhat Sufficiently A lot No opinion

Please elaborate: _____

16. Have you hosted monitor(s) for French as a second language?

Yes ₁

No (please go to question 19) ₀

17. In your opinion, to what extent does the Program help anglophone students to increase their practical usage of the French language?

₁ ₂ ₃ ₄ ₈
Not at all Somewhat Sufficiently A lot No opinion

Please elaborate: _____

18. In your opinion, to what extent does the Program help anglophone students to increase their understanding of the culture associated with the French language?

₁ ₂ ₃ ₄ ₈
Not at all Somewhat Sufficiently A lot No opinion

Please elaborate: _____

19. Have you hosted monitor(s) for English as a second language?

- Yes ₁
No (please go to question 22) ₀

20. In your opinion, to what extent does the Program help francophone students to increase their practical usage of the English language?

- ₁ ₂ ₃ ₄ ₈
Not at all Somewhat Sufficiently A lot No opinion

Please elaborate: _____

21. In your opinion, to what extent does the Program help francophone students to increase their understanding of the culture associated with English language?

- ₁ ₂ ₃ ₄ ₈
Not at all Somewhat Sufficiently A lot No opinion

Please elaborate: _____

22. In your opinion, to what extent does the Program help monitors to strengthen their capacity in their second language?

- ₁ ₂ ₃ ₄ ₈
Not at all Somewhat Sufficiently A lot No opinion

Please elaborate: _____

23. In your opinion, to what extent is the support provided by monitors helpful in teaching language courses to students?

- ₁ ₂ ₃ ₄ ₈
Not at all Somewhat Sufficiently A lot No opinion

Please elaborate: _____

24. Among the following statements, please select the one that best reflects your opinion in relation to the future of the Official-Language Monitor Program:

- We should stop funding the Program ₁
We should reduce the funding level ₂
We should maintain the current level of support ₃
We should increase the funding provided to the Program ₄

Please elaborate: _____

25. Could you increase the number of monitors you are hosting?

Yes ₁

No (Please go to question 27) ₀

26. Would you need more:

Full-time monitors ₁

Part-time monitors ₂

27. In light of the opinions you provided in this survey, can you think of changes that could be made to the Program to make it more relevant or more efficient in the current context?

These final questions will help us better understand your institution.

28. In which province/territory is your institution located?

- | | | | |
|------------------|------------------------------------|---------------------------|-------------------------------------|
| British Columbia | <input type="radio"/> ₁ | Nova Scotia | <input type="radio"/> ₈ |
| Alberta | <input type="radio"/> ₂ | Prince Edward Island | <input type="radio"/> ₉ |
| Saskatchewan | <input type="radio"/> ₃ | Newfoundland and Labrador | <input type="radio"/> ₁₀ |
| Manitoba | <input type="radio"/> ₄ | Yukon | <input type="radio"/> ₁₁ |
| Ontario | <input type="radio"/> ₅ | Northwest Territories | <input type="radio"/> ₁₂ |
| Quebec | <input type="radio"/> ₆ | Nunavut | <input type="radio"/> ₁₃ |
| New Brunswick | <input type="radio"/> ₇ | | |

The following question is for post-secondary institutions only.

29. What is your official language of operation? (Please select one response)

French ₁

English ₂

French and English ₃

The following question is for primary and secondary schools only.

30. Is your institution a ... (Please select one response)

- Primary school ₁
- Secondary school ₂
- Other type combining multiple levels ₃

31. Is your institution ... (Please select one response)

- a French-language school ₁
- an English-language school ₂
(please go to question 32)

32. If you are an English-language school, do you offer a French immersion program?

- Yes ₁
- No ₀

Thank you for responding to this survey.
You can send your survey back using the pre-stamped
and pre-addressed envelope included with this package to:

Prairie Research Associates (PRA) Inc.
363 Broadway, Suite 500
Winnipeg, MB R3C 3N9

Or you can fax your completed survey using the following numbers:

1-800-717-5456 (toll-free) or (204) 989-2454

**EVALUATION OF THE
OFFICIAL LANGUAGES IN EDUCATION PROGRAM QUESTIONNAIRE
CONCERNING THE OFFICIAL-LANGUAGE MONITOR PROGRAM**

The Department of Canadian Heritage contracted Prairie Research Associates (PRA) Inc., an independent research company, to conduct the evaluation of the Official Languages in Education Program (OLEP). This program was established in 1970 and supports the activities of the provinces and territories to promote minority-language and second-language instruction. One of OLEP's components is the Official-Language Monitor Program, which offers an opportunity for post-secondary students to work in a second-language classroom or in a French as a first-language classroom.

This questionnaire is being sent to representatives from educational institutions who participated in the Official-Language Monitor Program to gather their opinions in relation to the Program's relevance and impact. Your institution was selected from a list of organizations developed by the Department of Canadian Heritage in collaboration with the CMEC. Your participation in this consultation is important and we would greatly appreciate if you could take a few minutes to complete this survey. All information provided is strictly confidential and will only be presented in aggregate form. The ID number located on this page is only being used to facilitate the management of the survey process.

Should you have questions regarding this survey, please feel free to contact François Dumaine from PRA Inc. at our toll-free number 1-866-422-8468 or at (613) 233-5474.

**Please return this questionnaire in the attached envelope or by fax,
using the toll-free fax number 1-800-717-5456 or (204) 989-2454.**

**We would appreciate receiving the completed survey no later than
February 14, 2003.**

CONFIDENTIAL WHEN COMPLETED

1. For how many years has your institution taken part in the Official-Language Monitor Program (OLMP) by hosting monitors?

- One ₁
- Two ₂
- Three ₃
- Four ₄
- Five ₅
- Six or more ₆

2. How many full-time and part-time monitors have you hosted in 2001-2002?

_____ full-time _____ part-time

3. How many monitors have you hosted in each of the following categories:

_____ French as a first language _____ French as a second language _____ English as a second language

The following questions address issues relating to the management of the Program.

A number of services are involved in the operation of the Program. Please rate your satisfaction with the following components:

	Satisfaction					Please elaborate
	Very unsatisfied	Unsatisfied	Neutral	Satisfied	Very satisfied	
4. The Program's web site, administered by the Council of Ministers of Education Canada, which includes basic information on the Program	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
5. The <i>Cybercafé</i> , the electronic billboard and chat service offered to the Program's participants	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
6. The <i>Administrative and Financial Guide</i> provided to local coordinators, teachers, and monitors	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
7. The Program's coordination at the provincial level	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
8. The Program's coordination at the local level	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
9. The learning resources available to monitors to perform their tasks in the classroom	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
10. The support provided to monitors in preparation for their placement	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
11. The performance of monitors in the classroom	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
12. The promotion of the program	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____

The following questions explore the impact of the Program.

The Official-Language Monitor Program provides post-secondary students with an opportunity to work in a second-language classroom, or in a French as a first language classroom for French language minorities, and to contribute to the quality of education provided to students. The Program also provides an opportunity for the monitors to improve their second or first language.

13. Have you hosted monitor(s) for French as a first language?

Yes ₁

No (please go to question 16) ₀

14. In your opinion, to what extent does the Program help francophone students strengthen their knowledge of their first language?

₁ ₂ ₃ ₄ ₈
Not at all Somewhat Sufficiently A lot No opinion

Please elaborate: _____

15. In your opinion, to what extent does the Program help francophone students strengthen their knowledge and appreciation of their own culture?

₁ ₂ ₃ ₄ ₈
Not at all Somewhat Sufficiently A lot No opinion

Please elaborate: _____

16. Have you hosted monitor(s) for French as a second language?

Yes ₁

No (please go to question 19) ₀

17. In your opinion, to what extent does the Program help anglophone students to increase their practical usage of the French language?

₁ ₂ ₃ ₄ ₈
Not at all Somewhat Sufficiently A lot No opinion

Please elaborate: _____

18. In your opinion, to what extent does the Program help anglophone students to increase their understanding of the culture associated with the French language?

₁ ₂ ₃ ₄ ₈
Not at all Somewhat Sufficiently A lot No opinion

Please elaborate: _____

19. Have you hosted monitor(s) for English as a second language?

- Yes ₁
No (please go to question 22) ₀

20. In your opinion, to what extent does the Program help francophone students to increase their practical usage of the English language?

- ₁ ₂ ₃ ₄ ₈
Not at all Somewhat Sufficiently A lot No opinion

Please elaborate: _____

21. In your opinion, to what extent does the Program help francophone students to increase their understanding of the culture associated with English language?

- ₁ ₂ ₃ ₄ ₈
Not at all Somewhat Sufficiently A lot No opinion

Please elaborate: _____

22. In your opinion, to what extent does the Program help monitors to strengthen their capacity in their second language?

- ₁ ₂ ₃ ₄ ₈
Not at all Somewhat Sufficiently A lot No opinion

Please elaborate: _____

23. In your opinion, to what extent is the support provided by monitors helpful in teaching language courses to students?

- ₁ ₂ ₃ ₄ ₈
Not at all Somewhat Sufficiently A lot No opinion

Please elaborate: _____

24. Among the following statements, please select the one that best reflects your opinion in relation to the future of the Official-Language Monitor Program:

- We should stop funding the Program ₁
We should reduce the funding level ₂
We should maintain the current level of support ₃
We should increase the funding provided to the Program ₄

Please elaborate: _____

25. Could you increase the number of monitors you are hosting?

Yes ₁

No (Please go to question 27) ₀

26. Would you need more:

Full-time monitors ₁

Part-time monitors ₂

27. In light of the opinions you provided in this survey, can you think of changes that could be made to the Program to make it more relevant or more efficient in the current context?

These final questions will help us better understand your institution.

28. In which province/territory is your institution located?

- | | | | |
|------------------|------------------------------------|---------------------------|-------------------------------------|
| British Columbia | <input type="radio"/> ₁ | Nova Scotia | <input type="radio"/> ₈ |
| Alberta | <input type="radio"/> ₂ | Prince Edward Island | <input type="radio"/> ₉ |
| Saskatchewan | <input type="radio"/> ₃ | Newfoundland and Labrador | <input type="radio"/> ₁₀ |
| Manitoba | <input type="radio"/> ₄ | Yukon | <input type="radio"/> ₁₁ |
| Ontario | <input type="radio"/> ₅ | Northwest Territories | <input type="radio"/> ₁₂ |
| Quebec | <input type="radio"/> ₆ | Nunavut | <input type="radio"/> ₁₃ |
| New Brunswick | <input type="radio"/> ₇ | | |

The following question is for post-secondary institutions only.

29. What is your official language of operation? (Please select one response)

French ₁

English ₂

French and English ₃

The following question is for primary and secondary schools only.

30. Is your institution a ... (Please select one response)

- Primary school ₁
- Secondary school ₂
- Other type combining multiple levels ₃

31. Is your institution ... (Please select one response)

- a French-language school ₁
- an English-language school ₂
(please go to question 32)

32. If you are an English-language school, do you offer a French immersion program?

- Yes ₁
- No ₀

Thank you for responding to this survey.
You can send your survey back using the pre-stamped
and pre-addressed envelope included with this package to:

Prairie Research Associates (PRA) Inc.
363 Broadway, Suite 500
Winnipeg, MB R3C 3N9

Or you can fax your completed survey using the following numbers:

1-800-717-5456 (toll-free) or (204) 989-2454

**EVALUATION OF THE
OFFICIAL LANGUAGES IN EDUCATION PROGRAM
QUESTIONNAIRE**

The Department of Canadian Heritage contracted Prairie Research Associates (PRA) Inc., an independent research company, to conduct the evaluation of the Official Languages in Education Program (OLEP). This program was established in 1970 and supports the activities of the provinces and territories to promote minority-language and second-language instruction. The Program is made up of four components:

- ▶ **Federal-provincial/territorial bilateral agreements.** These agreements assist provinces and territories in providing members of official language minority groups (francophones living outside Quebec and anglophones living in Quebec) with an education in their first language and in providing all Canadians with an opportunity to learn English or French as a second language, at the primary and secondary level.
- ▶ **Special Investment Measures relating to francophone school governance and French-language post-secondary education.** This type of funding was designed to provide short-term assistance in meeting specific needs in relation to school governance and access to post-secondary education in certain provinces and territories.
- ▶ **The Summer Language Bursary Program.** This program offers an opportunity for young Canadians to learn English or French as a second language. This program also supports young Francophones from official language minorities to improve their capacity in French.
- ▶ **Official-Language Monitor Program.** This program offers an opportunity for students at the post-secondary level to work in a classroom as monitors to assist in the learning of a second language or of French as a first language.

This questionnaire is being sent to organizations involved in education to gather their opinions and perceptions in relation to OLEP's relevance and impact. The individual completing this survey must be authorized to speak on behalf of his or her organization. Your organization was selected from a list of organizations developed by the Department of Canadian Heritage. Your participation in this consultation is important and we would greatly appreciate if you could take a few minutes to complete this survey. All information provided is strictly confidential and will only be presented in aggregate form. The ID number located on this page is only being used to facilitate the management of the survey process.

Should you have questions regarding this survey, please feel free to contact François Dumaine from PRA Inc. at our toll-free number 1-866-422-8468 or at (613) 233-5474.

**Please return this questionnaire in the attached envelope or by fax,
using the toll-free fax number 1-800-717-5456 or (204) 989-2454.**

**We would appreciate receiving the completed survey no later than
February 7, 2003.**

1. How would you define your organization? Please select one of the following options:
- organization representing parents ₀₁
- organization representing school boards ₀₂
- organization representing teachers ₀₃
- other organization involved in education
please describe: _____ ₆₆
- other organization involved in the area of official languages
please describe: _____ ₆₆
2. What is your main level of activity?
- local (indicate in which province or
territory) _____ ₀₁
- provincial (indicate which province or
territory) _____ ₀₂
- national ₀₃

Relevance of the Official Languages in Education Program

OLEP transfers financial resources to provinces and territories to support minority-language education and to provide young Canadians with an opportunity to learn English or French as a second language. The following questions relate to the relevance of the program, that is to say, of its various components.

3. To what extent is the support provided by the federal government for minority-language education relevant in the current context?
- ₁ ₂ ₃ ₄ ₈
- Completely Somewhat Somewhat Very No
irrelevant irrelevant relevant relevant opinion
4. What is the main factor motivating your opinion?
- _____
- _____
- _____
5. To what extent is the support provided by the federal government for the regular second-language program (core) relevant in the current context?
- ₁ ₂ ₃ ₄ ₈
- Completely Somewhat Somewhat Very No
irrelevant irrelevant relevant relevant opinion
6. What is the main factor motivating your opinion?
- _____
- _____
- _____

7. To what extent is the support provided by the federal government for French immersion programs relevant in the current context?

- | | | | | |
|------------------------------------|------------------------------------|------------------------------------|------------------------------------|------------------------------------|
| <input type="radio"/> ₁ | <input type="radio"/> ₂ | <input type="radio"/> ₃ | <input type="radio"/> ₄ | <input type="radio"/> ₈ |
| Completely irrelevant | Somewhat irrelevant | Somewhat relevant | Very relevant | No opinion |

8. What is the main factor motivating your opinion?

As part of the Special Investment Measures under OLEP, selective agreements have been signed with certain provinces and territories to implement French school governance or to improve access to French post-secondary education.

9. To what extent is the support provided by the federal government for the implementation of French school governance relevant in the current context?

- | | | | | |
|------------------------------------|------------------------------------|------------------------------------|------------------------------------|------------------------------------|
| <input type="radio"/> ₁ | <input type="radio"/> ₂ | <input type="radio"/> ₃ | <input type="radio"/> ₄ | <input type="radio"/> ₈ |
| Completely irrelevant | Somewhat irrelevant | Somewhat relevant | Very relevant | No opinion |

10. What is the main factor motivating your opinion?

11. To what extent is the support provided by the federal government for French post-secondary education relevant in the current context?

- | | | | | |
|------------------------------------|------------------------------------|------------------------------------|------------------------------------|------------------------------------|
| <input type="radio"/> ₁ | <input type="radio"/> ₂ | <input type="radio"/> ₃ | <input type="radio"/> ₄ | <input type="radio"/> ₈ |
| Completely irrelevant | Somewhat irrelevant | Somewhat relevant | Very relevant | No opinion |

12. What is the main factor motivating your opinion?

13. Can you think of other important needs related to official languages in education that are not currently addressed through OLEP? What are they?

Impact of the Official Languages in Education Program

Evaluation of the Official Languages in Education Program

CONFIDENTIAL WHEN COMPLETED

If your organization is primarily involved in the area of official language minority education,

please proceed to question 14.

If your organization is primarily involved in the provision of English or French as a second language,

please proceed to question 38.

Official Language Minority Education

14. Please choose the statement(s) that best reflect your situation:

- Our organization is involved in official language minority education for anglophones
- Our organization is involved in official language minority education for francophones

The following list describes some of the key factors that may affect the quality of education. Please indicate what you perceive to be the progress achieved over the past 10 years in addressing each of these factors in your area or community.

	Much worse	Worse	No progress	Better	Much better	Please elaborate
15. Preparation for schooling	<input type="radio"/> -2	<input type="radio"/> -1	<input type="radio"/> 0	<input type="radio"/> +1	<input type="radio"/> +2	_____ _____
16. School accessibility	<input type="radio"/> -2	<input type="radio"/> -1	<input type="radio"/> 0	<input type="radio"/> +1	<input type="radio"/> +2	_____ _____
17. Range of courses offered at the secondary level	<input type="radio"/> -2	<input type="radio"/> -1	<input type="radio"/> 0	<input type="radio"/> +1	<input type="radio"/> +2	_____ _____
18. Teacher's training	<input type="radio"/> -2	<input type="radio"/> -1	<input type="radio"/> 0	<input type="radio"/> +1	<input type="radio"/> +2	_____ _____
19. Extracurricular activities	<input type="radio"/> -2	<input type="radio"/> -1	<input type="radio"/> 0	<input type="radio"/> +1	<input type="radio"/> +2	_____ _____
20. Infrastructure (facilities, equipment, lab, etc.)	<input type="radio"/> -2	<input type="radio"/> -1	<input type="radio"/> 0	<input type="radio"/> +1	<input type="radio"/> +2	_____ _____
21. Distance education	<input type="radio"/> -2	<input type="radio"/> -1	<input type="radio"/> 0	<input type="radio"/> +1	<input type="radio"/> +2	_____ _____
22. Learning resources	<input type="radio"/> -2	<input type="radio"/> -1	<input type="radio"/> 0	<input type="radio"/> +1	<input type="radio"/> +2	_____ _____
23. Specialized services (e.g., remedial educators, francisation, etc.)	<input type="radio"/> -2	<input type="radio"/> -1	<input type="radio"/> 0	<input type="radio"/> +1	<input type="radio"/> +2	_____ _____
24. Overall assessment	<input type="radio"/> -2	<input type="radio"/> -1	<input type="radio"/> 0	<input type="radio"/> +1	<input type="radio"/> +2	_____ _____

CONFIDENTIAL WHEN COMPLETED

25. To what extent is this progress attributable to OLEP?

- | | | | | |
|------------------------------------|------------------------------------|------------------------------------|------------------------------------|------------------------------------|
| <input type="radio"/> ₁ | <input type="radio"/> ₂ | <input type="radio"/> ₃ | <input type="radio"/> ₄ | <input type="radio"/> ₈ |
| Not at all
attributable | To a
small extent | Somewhat
attributable | Strongly
attributable | No
opinion |

26. Please elaborate:

27. How adequate is the instruction provided to official language minorities in establishing a solid foundation for post-secondary education?

- | | | | | |
|------------------------------------|------------------------------------|------------------------------------|------------------------------------|------------------------------------|
| <input type="radio"/> ₁ | <input type="radio"/> ₂ | <input type="radio"/> ₃ | <input type="radio"/> ₄ | <input type="radio"/> ₈ |
| Very
inadequate | Inadequate | Adequate | Very
adequate | No
opinion |

28. How adequate is the instruction provided to official language minorities in establishing a solid foundation for the labour market?

- | | | | | |
|------------------------------------|------------------------------------|------------------------------------|------------------------------------|------------------------------------|
| <input type="radio"/> ₁ | <input type="radio"/> ₂ | <input type="radio"/> ₃ | <input type="radio"/> ₄ | <input type="radio"/> ₈ |
| Very
inadequate | Inadequate | Adequate | Very
adequate | No
opinion |

29. Is official language minority education adequately promoted toward parents whose children are eligible for the program?

- ₁ Yes ₂ No

Please elaborate: _____

The following list describes some of the key factors that may affect the quality of **post-secondary education**. Please indicate what you perceive to be the progress achieved over the past 10 years in addressing each of these factors in your area or community.

	Much worse	Worse	No progress	Better	Much better	Please elaborate
30. Relevance of programs offered	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
31. Range of courses offered	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
32. Number of institutions in minority communities	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____

33. Infrastructure (facilities, equipment, labs, etc.) ₋₂ ₋₁ ₀ ₊₁ ₊₂ _____

34. Learning resources ₋₂ ₋₁ ₀ ₊₁ ₊₂ _____

35. Distance education ₋₂ ₋₁ ₀ ₊₁ ₊₂ _____

36. Overall assessment ₋₂ ₋₁ ₀ ₊₁ ₊₂ _____

37. To what extent is this progress attributable to OLEP?

- ₁ ₂ ₃ ₄ ₈
- Not at all To a Somewhat Strongly No
attributable small extent attributable attributable opinion

If your organization is not involved in second-language instruction, please proceed to question 53.

Second language

38. Does your involvement in second-language instruction relate mostly to English or French?
₁ French as a second language ₂ English as a second language
39. How would you describe the learning outcomes of students involved in the regular (core) second language program offered in the schools located in your area or community?
₁ ₂ ₃ ₄ ₈
- Very inadequate Inadequate Adequate Very adequate No opinion
40. How would you describe the learning outcomes of students involved in the immersion programs offered in the schools located in your area or community?
₁ ₂ ₃ ₄ ₈
- Very inadequate Inadequate Adequate Very adequate No opinion
41. In your opinion, to what extent is the comprehension of and appreciation for the culture associated to the second language adequately reflected in the second language program(s) offered?
₁ ₂ ₃ ₄ ₈
- Very inadequate Inadequate Adequate Very adequate No opinion

CONFIDENTIAL WHEN COMPLETED

The following list describes some of the key factors that may affect the degree of learning of a second language. Please indicate what you perceive to be the progress achieved over the past 10 years in addressing each of these factors in your area or community.

	Much worse	Worse	No progress	Better	Much better	Please elaborate
42. Access to immersion programs	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
43. Quality of learning resources	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
44. Teachers' training	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
45. Opportunities for cultural enrichment	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
46. Number of hours provided for second language instruction	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
47. Number of grades offering second language instruction	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
48. Other: _____	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
49. Other: _____	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____
50. Overall assessment	<input type="radio"/> ₋₂	<input type="radio"/> ₋₁	<input type="radio"/> ₀	<input type="radio"/> ₊₁	<input type="radio"/> ₊₂	_____

51. To what extent is this progress attributable to OLEP?

<input type="radio"/> ₁	<input type="radio"/> ₂	<input type="radio"/> ₃	<input type="radio"/> ₄	<input type="radio"/> ₈
Not at all attributable	To a small extent	Somewhat attributable	Strongly attributable	No opinion

52. In your opinion, how adequate is the promotion of second language instruction toward targeted populations?

<input type="radio"/> ₁	<input type="radio"/> ₂	<input type="radio"/> ₃	<input type="radio"/> ₄	<input type="radio"/> ₈
Very inadequate	Inadequate	Adequate	Very adequate	No opinion

Please elaborate: _____

In considering the OLEP globally, to what extent, in your opinion, has the program contributed to advancing the following broad objectives:

Not at all	Somewhat	No opinion	Sufficiently	A lot	Please elaborate
-------------------	-----------------	-------------------	---------------------	--------------	-------------------------

53. The recognition of, appreciation for, and use of both official languages

₋₂ ₋₁ ₀ ₊₁ ₊₂

54. Cultural enrichment of Canadians

₋₂ ₋₁ ₀ ₊₁ ₊₂

55. Increased vitality of official language minority groups

₋₂ ₋₁ ₀ ₊₁ ₊₂

56. Strengthened employability of Canadians

₋₂ ₋₁ ₀ ₊₁ ₊₂

57. Strengthened competitiveness of Canadians

₋₂ ₋₁ ₀ ₊₁ ₊₂

58. Building closer links among official language communities

₋₂ ₋₁ ₀ ₊₁ ₊₂

59. In light of the responses you provided thus far, can you think of changes that could improve the OLEP?

Thank you for responding to this survey.
You can send your survey back using the pre-stamped
and pre-addressed envelope included with this package to:

Prairie Research Associates (PRA) Inc.
363 Broadway, Suite 500
Winnipeg, MB R3C 3N9

Or you can fax your completed survey using the following numbers:

1-800-717-5456 (toll-free) or (204) 989-2454

**Evaluation of the Official Languages in Education Program
Moderator's Guide for the Discussion with the Focus Group on
Second-Language Students**

Good morning/afternoon. Thank you for agreeing to participate in this meeting. My name is _____ and I'm with *Prairie Research Associates*. Our firm is an independent research company with offices in Winnipeg and Ottawa.

We've been hired by the Department of Canadian Heritage to evaluate the Canadian government's Official Languages in Education Program (OLEP). You probably aren't familiar with that name, but the program has been around for almost 30 years now. This federal program provides financial support to schools that offer second-language courses such as those you've had the advantage of taking.

Our firm is conducting a series of surveys and consultations to gather information and opinions from the people for whom the program was designed and from those who are implementing it. By sharing your thoughts and experiences, you can help the Department of Canadian Heritage gain a better understanding of how well the program is working and improve it for future participants.

You've been invited here today because you've taken courses in French as a second language during your schooling. Together, we'll be discussing a number of questions concerning the second-language education you've received through your years at school, your attitude towards official languages, your plans for the future, etc.

We'll be recording these discussions so that we can make accurate notes on your opinions. Your responses, however, will be kept strictly confidential. None of your comments will be linked to you; they will be compiled, then reported in aggregate form.

Before we start the discussion, I'd like to go over the general format for the meeting.

- ▶ First, it's important that you all talk about how you feel about the issues we will be discussing. Regardless of what anyone else might say, if you feel differently, please say so. There are no right or wrong answers.
- ▶ Second, it's important that each of you has the opportunity to speak, so I may occasionally ask specific people to talk. Feel free to comment on what others have to say. That is important to us.
- ▶ Finally, please talk one at a time and avoid straying away from the topic at hand.

But first, I'd ask each of you to fill out this little questionnaire dealing with the same topics we'll be discussing.

Does anyone have any questions?

[Administer the questionnaire.]

Introduction

To start, let's go around the table and have people introduce themselves. Tell me something about yourselves. How long have you been taking courses in French as a second language? Have you always lived here? What are you planning on doing next year: Getting a post-secondary education? Getting a job? Travelling?

One of the goals of the program we're evaluating is to make it possible for young Canadians to learn their second language. First, I'd like us to discuss the knowledge of French you have acquired at school.

1. How would you describe your ability to:
 - Read French?
 - Understand French?
 - Write in French?
 - Speak French?
2. Did you get this ability from the second language courses that you have attended in school?
3. What do you know about French culture? Did your courses in French as a second language enable you to become familiar with this culture?
4. Do you use your second language outside school? If so, in what context?
5. Have you ever thought of enrolling in an immersion program or have your parents ever thought of enrolling you?
 - Then what explains your decision not to enrol or to drop out after enrolling?
6. Now let's think about what will happen after you've finished high school.
 - Do you feel that using French will be part of your life after you leave school?
 - To you plan to upgrade your French after you leave high school? In what way?
 - Do you think you will ever be required to know and use French at work?
7. On the whole, are you satisfied with the education you've received in French as a second language?
 - Are there some things you're not satisfied with?
 - Do you have any suggestions to make French as a second language education better for the students yet to come?
8. Let's get back to the Official Languages in Education Program for a moment. This program was created to support the goals of Canada's Official Languages Act, which is to recognize and promote the equality of French and English and to support the development of official-language minorities. If the federal government is financially supporting the school

you are attending, it is to meet these goals. As young citizens of Canada, what is your opinion on the following broad issues:

- To what extent are French and English being recognized and used in your community and, more broadly, throughout Canada?
 - Have relations between French- and English-speaking Canadians changed over the past five years? Are they familiar with each other's culture or are they interesting in getting to know it? Do you think the situation is different now from what it was five years ago?
9. Given the education you've received, do you feel you'll be able to make a contribution to advancing the Official Languages Act's broad objectives:
- The recognition and use of both official languages?
 - The vitality of minority communities?
 - The cultural understanding of both official-language communities?
10. Lastly, do you have anything to add?

Thank you for taking part in this discussion group. Your thoughts will help us reflect on what Canadians think about the Official Languages in Education Program and suggest changes to make it even better.

Evaluation of the Official Languages in Education Program Moderator's guide for minority Francophone student focus group

Hello. Thank you for accepting our invitation to this meeting. My name is _____ and I work for *Prairie Research Associates*, an independent research firm with offices in Winnipeg and Ottawa.

The Department of Canadian Heritage has retained our services to evaluate the Government of Canada's Official Languages in Education Program (OLE). I am sure you do not know the program by that name, but it is an initiative dating back close to 30 years. This program provides financial support to French-language schools in this province and to Francophone school boards and postsecondary institutions.

Our firm is conducting a series of studies and consultations to gather information and opinions from those who benefit from the program or implement it. By sharing your thoughts and experiences with us, you can help the Department of Canadian Heritage to better understand how the program works and to improve it for future recipients.

We have invited you here today because you are completing secondary school in French in your province. We will discuss a number of topics together relating to the education you received while at school, your views on the official languages, your plans for the future, etc.

We will be recording the discussions to ensure that we accurately capture your opinions. Your answers will however be kept strictly confidential. None of the comments will be attributed to you personally. The comments will be compiled and forwarded as a whole.

Before we begin our discussion, I would like to explain the general format of the meeting.

- ▶ First of all, you must state your own opinion on the questions discussed. Regardless of what other people think, you should say so if you disagree. There are no right or wrong answers.
- ▶ Secondly, it is important that every one of you has the opportunity to speak. Also, I might ask one specific person to speak at times. Feel free to comment on the ideas expressed by other group members. That is important to us.
- ▶ Finally, I would ask you not to speak all at the same time and to stay on topic.

Do you have any questions?

Introduction

Let's start by introducing ourselves one at a time. Tell me a little bit about yourself. Have you always lived here? What school do you go to and how many years have you been there? What are your plans for next year? Postsecondary education? A job? Travel?

1. Do you speak French:
 - ▶ outside class, at school?
 - ▶ outside school, with your friends and family?

2. One of the objectives of the program we are evaluating is to allow official-language minorities (Anglophones in Quebec and Francophones elsewhere in Canada) to receive an education in their language. I would like to hear your opinions on the following questions.
 - ▶ Have you been able to receive your education in your language, from primary school up until now?
 - ▶ Are you comfortable functioning in French in Canada with the education you have received?
 - ▶ Do you think you will speak or write in French after you finish school?
 - ▶ In your opinion, how important is the French language in general?
 - ▶ Which language do you identify with now, as you are finishing secondary school?

3. Let's move on to another aspect of the education you received. In principle, you are entitled to receive an education of equal or comparable quality to what the majority receives in English-language schools.
 - ▶ Do you have any concerns that some aspects of your education may not be equal or comparable to programs offered in English in your region?
 - ▶ What about the subjects you took other than language and culture, such as math, science, computer science and history: was the quality of education you received equal to that offered in English-language schools?
 - ▶ What about other aspects of school life such as the teachers, programs of study, instructional material, specialized support services (remedial teachers, etc.), the infrastructure (gymnasium, laboratories, computers,...): once again, did you receive services of equal or comparable quality to that offered to the Anglophone majority?

4. Did you decide to attend minority-language schools or was that your parents' choice?
 - ▶ If it was your parents' choice, did you agree with them?
 - ▶ If you had school-aged children yourself now, would you send them to minority-language schools?

5. On the whole, are you satisfied with the education you received?
 - ▶ Are there some things you are not satisfied with?
 - ▶ Do you have any suggestions to improve French-language education for school children in the future?

6. Now that we have discussed what you were able to learn at French-language schools, the skills you acquired, tell me a bit about your plans for the relatively near future (postsecondary education, a job, travel ...).

- ▶ Are you planning to pursue postsecondary education? If so, in which language? Where? Explain your choice.
- ▶ Do you intend to look for a job? If so, in what field? Where? Why? Will you be able to work in French?
- ▶ Does the education you received enter into your decision?

7. Let us return to the Official Languages in Education Program again. This program was created to further the objectives of Canada's *Official Languages Act*, that is to promote the recognition and equal status of English and French and foster the development of official-language minorities. That is why the federal government provides financial assistance to the schools you attend. As young Canadians, what are your opinions on the following general topics?

- ▶ To what extent are English and French recognized and used in your community and in Canada as a whole?
- ▶ Is the French linguistic minority strong? Has the Government of Canada's support fostered its vitality? By vitality, we usually mean the number members (demographics), the minority's recognition (its status) and the organizations it includes (media, associations, schools, etc.).
- ▶ Have the ties among Francophone Canadians changed over the last five years? Are they familiar with each other's culture or interested in learning about it? Do you see any change in this regard from five years ago?

8. Based on the education you received, do you think you will be able to contribute to the broad objectives of the *Official Languages Act*, namely:

- ▶ the recognition and use of both official languages,
- ▶ the vitality of your minority community,
- ▶ cultural understanding between the two official-language communities.

9. In closing, is there anything else you would like to add?

Thank you for taking part in this discussion group. Your thoughts will help us describe what Canadians think of the Official Languages in Education Program and suggest changes to improve it.