



CBC/RADIO-CANADA'S LANGUAGE OBLIGATIONS

Communities Want to See Themselves and Be Heard Coast to Coast!



Report of the Standing Senate Committee
on Official Languages

The Honourable Claudette Tardif, Chair
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The Honourable Andrée Champagne, P.C.,
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Pierre De Bané, P.C.
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Ex officio members of the Committee:

The Honourable Senators Claude Carignan, P.C. (or Yonah Martin) and James S. Cowan (or Joan Fraser)

Other Senators who have participated from time to time in this study:

The Honourable Senators Bellemare, Boisvenu, Buth, Callbeck, Comeau, P.C. (retired), Dawson, Demers, Marshall, McInnis, Ringuette, Rivard and Segal

Staff Members:

Marie-Ève Hudon, Analyst from the Parliamentary Information and Research Service of the Library of Parliament

Daniel Charbonneau, Committee Clerk

Order of Reference

Excerpt from the *Journals of the Senate* of Thursday 21 November 2013:

The Honourable Senator Tardif moved, seconded by the Honourable Senator Ringuette:

That the Standing Senate Committee on Official Languages be authorized to examine and report on CBC/Radio-Canada's obligations under the *Official Languages Act* and some aspects of the *Broadcasting Act*;

That the documents received, evidence heard and business accomplished on this subject by the committee since the beginning of the First Session of the Forty-first Parliament be referred to the committee; and

That the committee report from time to time to the Senate but no later than June 30, 2014, and that the committee retain all powers necessary to publicize its findings for 90 days after the tabling of the final report.

The question being put on the motion, it was adopted.

Gary W. O'Brien

Clerk of the Senate

Acronyms

AAJ	Association acadienne des journalistes
AAAPNB	Association acadienne des artistes professionnel.le.s du Nouveau-Brunswick
ACELF	Association canadienne d'éducation de langue française
ACF	Assemblée communautaire fransaskoise
ACFA	Association canadienne française de l'Alberta
ACO	Alliance culturelle de l'Ontario
AFN	Association des francophones du Nunavut
AFO	Assemblée de la francophonie de l'Ontario
AFY	Association franco-yukonnaise
APF	Association de la presse francophone
APFC	Alliance des producteurs francophones du Canada
ARC	Alliance des radios communautaires
CBC	Canadian Broadcasting Corporation
CCF	Conseil culturel fransaskois
CJP	Conseil jeunesse provincial (Manitoba)
CRTC	Canadian Radio-television Telecommunications Commission
CYF	Canadian Youth for French
ELAN	English Language Arts Network
FANE	Fédération acadienne de la Nouvelle-Écosse
FCCF	Fédération culturelle canadienne-française
FCFA	Fédération des communautés francophones et acadienne du Canada
FFCB	Fédération des francophones de la Colombie-Britannique
FFTNL	Fédération des francophones de Terre-Neuve et du Labrador
FJFNB	Fédération des jeunes francophones du Nouveau-Brunswick
FSL	French as a second language
LPIF	Local Programming Improvement Fund
OLMCs	Official-language minority communities
QCGN	Quebec Community Groups Network
QELPC	Quebec English-language Production Council
RDI	Réseau de l'information
SNA	Société nationale de l'Acadie
SRC	Société Radio-Canada

Preface

In the fall of 2011, the members of the Standing Senate Committee on Official Languages agreed to undertake a study on CBC/Radio-Canada's obligations under the *Official Languages Act* and some specific aspects of the *Broadcasting Act*. Many of our members feel very strongly about this far-reaching issue, which is important to stakeholders who are interested in the evolution of English and French in Canadian society.

In the past, our committee has conducted a number of studies regarding the public broadcaster's role and its respect for its language obligations. We first addressed the issue in our 2005 study on francophone and Acadian communities in Nova Scotia. We addressed it again in our 2009 report on francophone arts and culture. The issue came up again during our visit to anglophone communities in Quebec, which led to a report being tabled in the Senate in 2011. This is the first time, however, that our committee has taken an in-depth look at the key role that this federal institution plays in the advancement of Canada's linguistic duality and the development of official-language minority communities.

As part of this study, we met with more than 40 witnesses (represented by 81 spokespersons) at public hearings held in Ottawa. Testimony was heard over the course of approximately two years, during which time other studies were also conducted and Parliament prorogued. We attempted to obtain as complete a picture as possible of the situation in all regions of the country. Provincial and territorial stakeholders delivered testimony that was at times poignant, at times hopeful, and often well documented. We heard from witnesses who spoke from the heart as they described the important role that the public broadcaster plays in the lives of Canadian anglophones and francophones. Some witnesses made a plea for help by pointing out that any cuts to public broadcasting services could have a negative impact on the survival and vitality of anglophone and francophone minority communities in the long term.

We listened attentively during the public hearings to determine whether or not CBC/Radio-Canada is meeting the requirements of the *Official Languages Act* and the *Broadcasting Act*. We want to express our sincere thanks to all the witnesses who agreed to participate in these hearings. In particular, we wish to thank the representatives of CBC/Radio-Canada, who worked with our members and staff throughout the study. We would like to express our sincere thanks to the outgoing Chair, Maria Chaput, for her outstanding contribution to this study and for fostering a positive working environment with her colleagues.



Claudette Tardif
Chair



Andrée Champagne, P.C.
Deputy Chair

Over the past two years, the Standing Senate Committee on Official Languages has been studying CBC/Radio-Canada's respect for its language obligations under the *Official Languages Act* and some aspects of the *Broadcasting Act*. More than 40 witnesses (represented by 81 spokespersons) were heard during the public hearings.

This is the first time that the Senate Committee has taken an in-depth look at the key role this federal institution plays in the advancement of Canada's linguistic duality and the development of official-language minority communities. In light of recent events, ranging from financial pressures and demographic changes to emerging new technologies and competitive market conditions, it is clear that the public broadcaster faces numerous challenges, including difficulties meeting its language obligations.

The Senate Committee's study examined various issues, from the offer of services in English and in French, equivalent quality of coverage, reflection of regional diversity and communications with the public, to measures to enhance the vitality of English and French linguistic minority communities and advance linguistic duality. The Senate Committee attempted to obtain as complete a picture as possible of the situation in all regions of the country.

During the public hearings, many witnesses spoke on whether or not Part VII of the *Official Languages Act* applies to the public broadcaster's programming. Opinions on this matter are diametrically opposed. CBC/Radio-Canada believes that the *Official Languages Act* applies only to its non-programming activities. The Commissioner of Official Languages is of the opinion that the broadcaster's language obligations extend to decisions about programming and that he has the authority to investigate these decisions for possible violations of Part VII of the *Official Languages Act*. The question was placed before the Federal Court and a ruling is pending.

The Senate Committee wishes to point out that it was a Senate initiative to strengthen the binding nature of Part VII of the *Official Languages Act*. The debates leading up to its amendment in 2005 show that the legislative intent was to ensure federal institutions take measures that have a real impact on the development of official-language minority communities and on the advancement of linguistic duality. CBC/Radio-Canada, like all federal institutions that are subject to the *Official Languages Act*, cannot evade its responsibilities.

The testimony heard over the past two years has highlighted the urgent need for CBC/Radio-Canada to act in a manner that does not hinder the development of these communities, particularly francophone minority communities. The Corporation must therefore demonstrate that it takes the needs of these communities into account in its decision-making process, its consultation and reporting mechanisms, and its programming.

The Senate Committee's report is divided into three chapters. The **first chapter** defines CBC/Radio-Canada's obligations under the *Broadcasting Act* and the *Official Languages Act*. The **second chapter** summarizes the key arguments of the witnesses who appeared before the Senate Committee. The **third chapter** sets out the Senate Committee's findings with regard to the public broadcaster's respect for language

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obligations and presents 12 recommendations to CBC/Radio-Canada and the Minister of Canadian Heritage and Official Languages on what improvements are needed. In making its recommendations, the Senate Committee first considered the conditions of licence issued to the Corporation by the Canadian Radio-television and Telecommunications Commission. It then highlighted the importance for the Corporation to act in the spirit of the *Official Languages Act*.

Although the public broadcaster has made progress over the years, it still faces many challenges when it comes to official languages. Witness testimony highlighted the following nine themes:

- **First**, it was recognized that CBC/Radio-Canada plays a key role in the development and vitality of official-language minority communities. The Corporation provides a vital French presence throughout the country, promoting partnerships in various sectors affecting the development of these communities. The Corporation must increase dialogue among the various components of the Canadian Francophonie and maintain a French presence throughout the country.

In its report, the Senate Committee recommends that CBC/Radio-Canada take concrete and positive measures to enable all francophones across Canada to see, hear and read about themselves in French.

- **Second**, the issue of reflecting the reality of official-language minority communities, both in the regions and on the national network, as well as across all platforms, dominated the public hearings. What was heard most often was that these communities want “to see, hear and read about themselves” on the airwaves. For this to happen, regional and national content must be better aligned.

In its report, the Senate Committee recommends that CBC/Radio-Canada promote greater collaboration between its regional stations and its national network and facilitate exchanges from one station to another, one platform to another and one network to the other in order to reflect regional diversity and realities of official-language minority communities more effectively in national programming.

- **Third**, the offer of services of equivalent quality in English and in French is vital given that the Corporation is a single institution made up of two separate language networks. The Corporation must be a leader in the advancement of linguistic duality. That said, many witnesses pointed out significant differences between the corporate cultures of the Corporation’s English and French networks and brought up the two solitudes. The public broadcaster needs to do more to facilitate exchanges between the two networks.

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In its report, the Senate Committee recommends that CBC/Radio-Canada ensure that all anglophones and francophones have access to programming of equivalent quality in all regions of Canada. It also recommends that CBC/Radio-Canada increase opportunities for collaboration between its English and French networks.

- **Fourth**, many witnesses called for changes to existing consultation mechanisms and the corporate culture so that the Corporation is more aware of the needs of official-language minority communities.

In its report, the Senate Committee recommends that CBC/Radio-Canada demonstrate how feedback from consultations with official-language minority communities was taken into consideration in its decision-making process. It also recommends that CBC/Radio-Canada demonstrate how its corporate culture has taken into consideration the realities and challenges unique to those communities.

- **Fifth**, young people must be the focus of the Corporation's strategies, and various measures can be taken to attract and hold their attention. It was recognized that young Canadians are increasingly embracing the Internet, social media and new electronic platforms. But the very heart of their message was how important it is for the public broadcaster to embody linguistic duality, offer local programming that reflects who they are and be aware of what they need and expect.

In its report, the Senate Committee recommends that CBC/Radio-Canada consult with young Canadian anglophones, francophones and francophiles to determine what they expect, what they need and how best to reach them across all of its platforms (radio, television and the Internet).

- **Sixth**, the Corporation is an ideal platform for artists working in English and French linguistic minority communities. Its primary role is to develop, broadcast and promote the many artistic talents in the country.

In its report, the Senate Committee recommends that CBC/Radio-Canada commit to reflecting the artistic and cultural talents of anglophone and francophone minority communities in its national programming, across all of its platforms (radio, television and the Internet). It also recommends that CBC/Radio-Canada allocate a reasonable portion of its programming expenditures to independent producers in francophone minority communities.

- **Seventh**, its transition to the digital world and its use of new platforms are both a challenge and an opportunity for the public broadcaster to meet the expectations of audience of all ages and all backgrounds. However, testimony showed that

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traditional media was still essential, especially in a minority context, where obstacles to Internet access still remain.

- **Eighth**, reporting challenges continue, especially when assessing the performance of CBC/Radio-Canada in terms of official languages.

In its report, the Senate Committee recommends that CBC/Radio-Canada review its reporting mechanisms to clearly and appropriately assess its performance in terms of official languages.

- **Ninth**, CBC/Radio-Canada's role with respect to official-language communities cannot be looked at separately from other players in the broadcasting system. Community media and new francophone channels will certainly have an impact on the offer of services. The public hearings highlighted the need for greater collaboration between the Corporation and community media.

In its report, the Senate Committee recommends that CBC/Radio-Canada explore ways to increase collaboration with community media in all regions across the country in order to reflect regional diversity more effectively.

Given the uncertain budgetary context in which the Corporation has been operating for some time, many representatives from English and French linguistic minority communities wonder what the future holds for them. Many of them feel that these financial requirements should not distract the public broadcaster from its primary mission, which is to be at the heart of their development and to advance both official languages across the country. Support for local programming was unanimously seen as key to enhancing the vitality of these communities.

Recognizing that the elimination of the Local Programming Improvement Fund could have a negative impact on official-language minority communities, the Senate Committee recommends in its report that targeted financial assistance be provided to CBC/Radio-Canada so that it can continue to support local production in official-language minority communities after 31 August 2014.

While the Canadian Radio-television Telecommunications Commission has just set new conditions of licence for CBC/Radio-Canada over the next five years, a number of stakeholders will be watching to see that it meets its language obligations. As testimony from the Senate Committee's public hearings showed, the public broadcaster must redouble its efforts to meet its official languages obligations. The purpose of the recommendations to CBC/Radio-Canada and the Minister of Canadian Heritage and Official Languages is to move forward and make improvements. The Senate Committee will closely monitor the public broadcaster's actions in light of the recommendations in this report. Radio-Canada's tagline "ICI Radio-Canada" must reflect *everyone* in Canada in *every way*.

CBC/Radio-Canada's Language Obligations

Communities Want to See and Hear Themselves Coast to Coast!

Introduction

CBC/Radio-Canada (the Corporation) celebrated its 75th anniversary in 2011. It was at that time that the Standing Senate Committee on Official Languages (Senate Committee) began its public hearings. The Senate Committee held hearings over a period of approximately two years, covering two parliamentary sessions, at the same time as it conducted a number of other studies.

These public hearings were held for a number of reasons. First, the very make-up of the public broadcaster—an English service called the Canadian Broadcasting Corporation (CBC) and a French service called the Société Radio-Canada (SRC)—makes it a real driving force in the advancement of Canada's linguistic duality. Second, its role with respect to the development of official-language minority communities (communities) has been recognized many times. It should be noted that, in many regions of the country with anglophone majorities, the SRC is alone in providing French-language radio and television services. In Quebec, the CBC is often alone in providing regional programming to anglophone communities in their language.

When the Senate Committee launched its public hearings, CBC/Radio-Canada had just released the strategy it developed to guide its actions through 2015.¹ The public broadcaster had also reached a turning point: the renewal of its licences by the Canadian Radio-television and Telecommunications Commission (CRTC). Initially set for September 2011, the public hearings finally got underway in November 2012.² The licences were last renewed 13 years ago. As we will see later in this report, the CRTC finally announced the new licensing conditions and expectations for the public broadcaster in the spring of 2013. They will be valid for the next five years. The Senate Committee's report takes the CRTC's recent decision into account.

In light of recent events, it has become increasingly clear that the public broadcaster is facing many challenges, ranging from financial pressures and demographic changes to emerging new technologies and competitive market conditions, all while increasingly powerful integrated media empires are coming to the fore. The hearings also brought to light the multitude of challenges associated with language requirements and the need to reflect regional diversity.

The challenges that the public broadcaster is facing in the area of official languages are nothing new. If we look at the public record over the past three decades, it seems that respect for language obligations has always been on the agenda. In the late 1970s, a committee of inquiry found that the Corporation had not facilitated communication

between anglophones and francophones and that it had not met the specific needs of various regions.³ In the mid-1980s, when the Task Force on Broadcasting Policy was carrying out its work,⁴ official-language minority communities insisted that CBC/Radio-Canada take their specific needs into account. They mentioned the importance of seeing and hearing themselves on the airwaves, particularly on the national network. The communities emphasized the vital role that regional stations play in their development. Similar language issues were raised at the hearings the CRTC held recently on CBC/Radio-Canada's licence renewal and at the hearings it held in the early 2000s.⁵ Parliamentary committees of both the Senate⁶ and the House⁷ of Commons have examined this issue several times. The CRTC⁸ and the Office of the Commissioner of Official Languages⁹ have also been called upon to examine the public broadcaster's role and its respect for linguistic duality. The issue has even found its way before the courts.¹⁰



It is in this context that the Senate Committee began its own study on whether or not the public broadcaster is respecting its language obligations. Specific terms of reference were drawn up in order to clearly identify the pertinent issues regarding respect for both official languages.¹¹ The original goals of the study were as follows.

- **To determine whether CBC/Radio-Canada is meeting the requirements of the *Broadcasting Act*,¹² specifically regarding:**
 - **The offer of services in both official languages:** Are the CBC and the SRC providing coverage in both official languages all across Canada and on all of their platforms (television, radio and Internet)?
 - **Equivalent quality:** Are the CBC and the SRC providing coverage of equivalent quality in English and French on all of their platforms (television, radio and Internet)?
 - **Reflection of regional diversity:** Are the CBC and the SRC meeting the specific needs of official-language minority communities in the regions, both on the national and regional networks and on all of their platforms (television, radio and Internet)? Are the CBC and the SRC encouraging independent producers to participate in the production of French-language programs outside Quebec and English-language programs within Quebec?
- **To determine whether CBC/Radio-Canada is meeting the requirements of the *Official Languages Act*,¹³ specifically regarding:**
 - **Communications with and services to the public:** Are the CBC and the SRC meeting the requirements of Part IV of the *Official Languages Act* by ensuring communications with and services to the public in both official languages?
 - **Vitality of official-language minority communities and advancement of linguistic duality:** Are the CBC and the SRC meeting the requirements of Part VII of the *Official Languages Act* by taking positive measures to enhance the vitality of official-language minority communities and advance linguistic duality?

In total, more than 40 witnesses (represented by 81 spokespersons) appeared before the Senate Committee as part of this study. Witnesses included CBC/Radio-Canada and CRTC representatives, the Minister of Canadian Heritage and Official Languages, the Commissioner of Official Languages, researchers, youth, community representatives in most provinces and territories, and other stakeholders. The Senate Committee tried to obtain as complete a picture as possible of the situation in all regions of the country. Although the public broadcaster has made progress over the years, it still faces many challenges when it comes to official languages. As part of its study, the Senate Committee focused on a number of issues that can be divided into nine themes.

The **first** is CBC/Radio-Canada's role in the communities' development and vitality: its vital French presence and its partnerships. The **second** is the importance of reflecting the reality of the communities on the regional and national networks, as well as on all platforms. The **third** is the offer of services in both official languages, which includes the importance of offering services of equivalent quality and embodying the principle of linguistic duality, given that the Corporation is a single institution made up of two separate language networks. The **fourth** is the importance of consultation and of a corporate culture that is in tune with the communities' needs, particularly in times of fiscal restraint. The **fifth** is the place of young people on the public broadcaster's airwaves and strategies for the Corporation to attract and hold their attention. The **sixth** is the place of anglophone and francophone artists. The **seventh** is the challenges faced by and the opportunities available to CBC/Radio-Canada as it transitions to the digital world and as it uses traditional platforms and new technologies to fulfill its mandate. The **eighth** theme focuses on the challenges associated with reporting. The **ninth** is the place of other players in the Canadian media, including community media and the emergence of new francophone channels.

This report is divided into three chapters. The **first chapter** defines CBC/Radio-Canada's obligations under the *Broadcasting Act* and the *Official Languages Act*. The **second chapter** summarizes the key arguments of the witnesses who appeared before the Senate Committee in connection with each of the nine themes above. The **third chapter** sets out the Senate Committee's findings with regard to the public broadcaster's respect for language obligations and presents recommendations to CBC/Radio-Canada and the Minister of Canadian Heritage and Official Languages on what improvements are needed.

"CBC/Radio-Canada's services make a unique contribution to achieving the principles underlying federal language policy, namely national equality of English and French, respect for language rights and the vitality of [official-language minority communities]."

**Graham Fraser, Commissioner of Official Languages,
Brief to the CRTC, 9 October 2012, para. 8.**

"As a national public broadcaster, the [Corporation] should be a pan-Canadian service that reflects and serves the needs of all Canadians in both official languages regardless of where they live."

**CRTC, Broadcasting Decision
CRTC 2013-263, 28 May 2013, para. 15.**

Chapter 1 – CBC/Radio-Canada's official languages obligations

The last time the *Broadcasting Act* was thoroughly reviewed by the federal government was in 1991. At that time, a number of linguistic elements were added directly to the public broadcaster's mandate. The concept of regional reflection was also at the heart of the new law. The public broadcaster's important role with respect to official-language minority communities was recognized shortly thereafter, in 1994, when the Corporation was added to the list of designated institutions responsible for the implementation of sections 41 and 42 of the *Official Languages Act*. This chapter defines CBC/Radio-Canada's language obligations under these two acts. It describes the mechanisms that allow the Corporation to meet its language obligations and outlines the financial and regulatory context surrounding the implementation of these obligations.

1.1 The Broadcasting Act

The *Broadcasting Act* describes what is expected of the Canadian broadcasting system, including CBC/Radio-Canada's radio and television services. Three aspects of the *Broadcasting Act* that relate to respect for official languages are the delivery of services in both languages, the equivalent quality of services in both languages and the reflection of regional diversity.

- **Offer of services in both official languages:** "the programming provided by the Corporation should ... be in English and in French, reflecting the different needs and circumstances of each official language community, including the particular needs and circumstances of English and French linguistic minorities."
- **Equivalent quality:** "the programming provided by the Corporation should ... strive to be of equivalent quality in English and in French."
- **Reflection of regional diversity:** "the programming provided by the Corporation should ... reflect Canada and its regions to national and regional audiences, while serving the special needs of those regions."¹⁴

The box below sets out the elements that must currently characterize the programming provided by the national public broadcaster.

CBC/Radio-Canada's Mandate Pursuant to section 3(1)(m) of the <i>Broadcasting Act</i>
<ul style="list-style-type: none">• be predominately and distinctively Canadian;• reflect Canada and its regions to national and regional audiences, while serving the special needs of those regions;• actively contribute to the flow and exchange of cultural expression;• be in English and French, reflecting the different needs and circumstances of each official language community, including the particular needs and circumstances of English and French linguistic minorities;• strive to be of equivalent quality in English and in French;• contribute to shared national consciousness and identity;• be made available throughout Canada by the most appropriate and efficient means and as resources become available for the purpose; and• reflect the multicultural and multiracial nature of Canada.

The Act states that CBC/Radio-Canada "should provide radio and television services incorporating a wide range of programming that informs, enlightens and entertains."¹⁵ However, it does not directly mention the new types of services currently provided by the public broadcaster, such as web and social media services. Some witnesses who appeared before the Senate Committee commented on this omission and expressed their desire for a thorough review of the *Broadcasting Act*.¹⁶ In fact, section 3 has not been changed since the Act was passed in 1991.

Most representatives of official-language minority communities who testified before the Senate Committee acknowledged that the existence of regional stations allowed the public broadcaster to serve some of "the special needs of those regions." A few areas where the SRC signal is still not available were pointed out during the Senate Committee's public hearings. It seems that the offer of services in French is still lacking in some parts of the country, especially where the francophone population is relatively small.

The Senate Committee heard many negative comments about the objectives to "reflect Canada and its regions to national and regional audiences" and to "contribute to shared national consciousness and identity." A CRTC representative stated that, from a strictly quantitative point of view, the public broadcaster seems to have exceeded, in a number of cases, the various expectations and licensing conditions put in place in 2000.¹⁷ However, from a qualitative point of view, testimony before the Senate Committee took a completely different direction. Several witnesses criticized the lack of regional reflection on the airwaves. According to the CRTC representative, this is an obligation that the Corporation must meet.¹⁸ That is why the CRTC identified "regional

reflection" and "reflection of official-language minority communities" as key issues for its public hearings in the fall of 2012.¹⁹ Many organizations representing those communities also made their views known to the CRTC on that subject. These issues are addressed in greater detail in chapter 2, "Key findings of the study."



1.2 The Official Languages Act

As a federal institution, the Corporation must meet the obligations set out in the *Official Languages Act*. Part IV, which deals with communications with and services to the public, and Part VII, which addresses the vitality of official-language minority communities and the advancement of linguistic duality, are two components of the *Official Languages Act* that present the biggest challenges.

- **Communications with and services to the public:** "Any member of the public in Canada has the right to communicate with and to receive available services from federal institutions ... in either official language."
- **Vitality of official-language minority communities and advancement of linguistic duality:** "The Government of Canada is committed to enhancing the vitality of the English and French linguistic minority communities in Canada and supporting and assisting their development; and fostering the full recognition and use of both English and French in Canadian society."²⁰

On its website, CBC/Radio-Canada clearly states that the *Official Languages Act* applies only to its non-programming activities.²¹ As we will see later on in this report, the Commissioner of Official Languages and several witnesses who appeared before the Senate Committee believe otherwise. Most of the comments made at the public hearings dealt with failures to implement Part VII of the *Official Languages Act*, specifically with respect to reflecting communities on the airwaves and consulting with communities. The Executive Director of the Association acadienne des artistes professionnel.le.s du Nouveau-Brunswick (AAAPNB) summed up the situation:

So we need a catch-up plan for our regions and positive discriminatory policies or else we will not get there.²²

Comments on the implementation of Part IV dealt mainly with the inconsistent quality of services received in one language or the other and the Corporation's failure to respond in the public's language of choice. These issues are addressed in greater detail in chapter 2, "Key findings of the study."

The Senate Committee did not focus on other parts of the *Official Languages Act*. Few comments were made about a lack of respect for other parts of the law, as shown by the overview of complaints received by the Office of the Commissioner of Official Languages below.

1.2.1 Overview of complaints received by the Office of the Commissioner of Official Languages

One way to determine whether the Corporation is meeting its commitments under the *Official Languages Act* is to take a look at the complaints lodged with the Office of the Commissioner of Official Languages. Table 1 shows the number of complaints received over the past seven years.

Table 1 – Linguistic Performance of CBC/Radio-Canada based on Complaints received by the Office of the Commissioner of Official Languages, 2006–2013

Year	Number of Complaints Received	Services to the Public (Part IV)	Language of Work (Part V)	Equitable Participation (Part VI)	Development and Advancement (Part VII)
2006–2007	4	4	–	–	–
2007–2008	5	4	–	–	1
2008–2009	884	2	–	–	882 ^a
2009–2010	4	2	–	–	2
2010–2011	11	3	–	–	8
2011–2012	6	4	–	–	2
2012–2013	6	5	–	–	1

Note: a. Of the 882 complaints, 876 related to CBEF Windsor.

Source: Data provided to the analyst of the Standing Senate Committee on Official Languages by the Office of the Commissioner of Official Languages, 23 November 2012 and 14 May 2013.

As Table 1 shows, the complaints filed against CBC/Radio-Canada pertained only to Parts IV and VII of the *Official Languages Act*. The year 2008–2009 marked a turning point in the number of complaints received about the public broadcaster. That year, the Commissioner of Official Languages investigated 876 complaints concerning budget cuts to CBEF, the station in Windsor, Ontario. The Commissioner sought legal recourse in Federal Court in the summer of 2010.

1.2.2 Court action: *Commissioner of Official Languages v. CBC/Radio-Canada*

The Commissioner asked the Federal Court to review the legality of CBC/Radio-Canada's actions in connection with its obligations under Part VII of the *Official Languages Act*. The two parties have opposing views on the scope of Part VII and the Commissioner's power to investigate the Corporation's programming decisions. The Commissioner told the Senate Committee in October 2011:

I have never argued that our jurisdiction covered their journalistic decisions, it covers their obligations as a crown corporation.²³

Programming and Part VII of the *Official Languages Act*

The parties did not agree on the definition of "**programming**." CBC/Radio-Canada believed that the *Official Languages Act* applied only to its non-programming activities and that the CRTC had exclusive jurisdiction over this matter under the *Broadcasting Act*. The Commissioner was of the opinion that the broadcaster's language obligations extended to decisions about programming and that he had the authority to investigate these decisions for possible violations of Part VII of the *Official Languages Act*.

The Federal Court issued an order in May 2012.²⁴ The judge recognized that the Federal Court and the CRTC have concurrent jurisdiction over official languages, but that the CRTC is in a better position than the Court to assess the impact of CBC/Radio-Canada's programming decisions.²⁵ In his interlocutory decision, the judge stated:

In my opinion, the process of renewing the Corporation's licences is the forum favoured by Parliament for discussions to be held on the decrease in local or regional French-language programming. For the time being, I must assume that the CRTC will give particular attention to the applicants' criticisms of the Corporation. This is part of its mandate as regulator of the broadcasting system.²⁶

The Federal Court therefore decided to stay the proceedings until the CRTC made a decision.²⁷ The Court added that, once a decision had been made, either party could then ask to resume proceedings, if necessary.

The parties met with the judge in August 2013 to request that he issue a final order respecting possible breaches of Part VII and the Commissioner's power to investigate CBC/Radio-Canada's programming decisions. The deadline for submissions was set for 15 November 2013. A ruling is expected in the coming months.

1.3 Existing mechanisms

Throughout the hearings, witnesses identified various mechanisms that would allow CBC/Radio-Canada to play a stronger role in providing services to official-language minority communities and advancing linguistic duality. Below is a brief description of the existing mechanisms, as well as a summary of the comments made before the Senate Committee. While other measures do exist, our analysis is limited to those that were the focus of comments at the public hearings.

1.3.1 Strategy 2015: *Everyone, Every way*

CBC/Radio-Canada's five-year strategy entitled *Everyone, Every way*²⁸ (Strategy 2015) has three thrusts: **national programming**, **regional programming** and **digital programming**. The Corporation is committed to using a multi-platform approach to improve its services in the regions, including the services it provides to official-language minority communities. Strategy 2015 was raised repeatedly before the Senate Committee because it is one of the main elements on which the public broadcaster has based its approach for the coming years. Despite the commitments set

out in the five-year plan, several witnesses said that they want the Corporation to have an even stronger presence in the regions.

1.3.2 Reporting

CBC/Radio-Canada reports its expenses, goals, results and performance to Parliament or to the CRTC through a variety of mechanisms. There are three mechanisms for reporting specifically on official languages: the Corporation's annual report, the CRTC's report, and the report on the implementation of the *Official Languages Act*.



1.3.2.1 The Corporation's annual report

CBC/Radio-Canada submits an annual report in which it sets out its main achievements and presents a review of the year in terms of administration, programming and funding. Part of the annual report is also devoted to the implementation of Strategy 2015. Very few witnesses referred to this mechanism at the public hearings because, overall, it contains very little information about the implementation of the public broadcaster's language obligations. Florian Sauvageau, Professor Emeritus at Laval University, made less than flattering comments about the report, calling it a public relations document.²⁹

1.3.2.2 The CRTC's report

The Corporation is required to submit an annual report on how it is fulfilling its licensing conditions and its obligations under the *Broadcasting Act*. The report contains information on whether it fulfilled the expectations and licensing conditions set by the CRTC and the results achieved. The report pertains to the English- and French-language radio and television networks, and the affiliated stations (e.g., CBC News, Réseau de l'information, etc.). Up until this year, the report on French-language television contained a section on "any adjustments made to address the needs of French-speaking Canadians outside Quebec."³⁰ The Corporation reported on measures taken with respect to the official-language minority communities. At the Senate Committee's public hearings, only one CRTC representative referred to this mechanism.³¹ The Corporation's reporting obligations to the CRTC were amended with the coming into force of its new licence on 1 September 2013. The changes are noted in Appendix B.

1.3.2.3 Implementation of the *Official Languages Act*

From 1994 to 2011, the Corporation was required to submit an annual report to Canadian Heritage regarding the implementation of Part VII of the *Official Languages Act*. The Corporation also had to submit an annual review to the Treasury Board Secretariat regarding the implementation of Parts IV, V and VI of the *Official Languages Act*. In 2011–2012, the Corporation's reporting obligations were consolidated. Since then the Corporation has had to submit a long report (every three years) and a short report (the other two years) on the implementation of its obligations under Parts IV, V, VI and VII of the *Official Languages Act*. In 2010–2011, the Corporation presented six expected results regarding the implementation of Part VII:

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- Creation of lasting changes in CBC/Radio-Canada's organizational culture; employees and management are aware of and understand their responsibilities regarding section 41 of the *Official Languages Act* and official-language minority communities;
- Creation of lasting relationships between the federal institution and official-language minority communities; federal institution and the communities understand each other's needs and mandates;
- Official-language minority communities' culture reflects a broad understanding of the federal institution's mandate; the communities receive up-to-date and relevant information about the federal institution's programs and services;
- Cooperation with multiple partners to enhance official-language minority communities' development and vitality and to share best practices;
- Official-language minority communities are part of the federal institution's regular clientele and have adequate access to its programs and services; the communities' needs (e.g., geographic dispersion and development opportunities) are taken into account; and
- Full integration of the official-language minority communities' perspective and section 41 of the *Official Languages Act* into the federal institution's policies, programs and services; the reporting structure, internal evaluations and policy reviews determine how to better integrate communities' perspective.³²

Information on the implementation of Part VII in 2011–2012 and 2012–2013 is available on the Corporation's website.³³ However, the information is not as detailed as it was in previous years. For example, the two most recent reports do not include the expected results regarding the implementation of Part VII. The report was 93 pages long in 2010–2011, but only 9 pages long in 2011–2012 and 11 pages in 2012–2013.

The 2011–2012 report states right off the bat that the *Official Languages Act* does not apply to the Corporation's programming activities and that the programming information provided serves only to explain the Corporation's outreach activities and partnerships with official-language minority communities. The report notes that the Corporation's actions are part of Strategy 2015. The 2012–2013 report makes the same remarks on Strategy 2015, but is silent on the application of the *Official Languages Act* to programming activities.

The reports outline the results of various initiatives undertaken by the Corporation to enhance the vitality of official-language minority communities. They refer to ongoing dialogue and greater collaboration with these communities and present measures taken to advance English and French in Canadian society. Lastly, the reports present achievements with a regional impact.

1.3.3 Regions' Panel

The regions' panel is one of the mechanisms CBC/Radio-Canada uses to consult people in the regions. The panel brings together opinion leaders from various parts of the country who can meet



with organizations representing official-language minority communities from time to time. At the Senate Committee's public hearings, a Corporation representative said that the panel was one of the mechanisms through which the Corporation takes into account the communities' views.³⁴ Yet the President of the Fédération des communautés francophones et acadienne du Canada (FCFA) is critical of the panel:

The problem with the panel, however, is that the francophones on it are there as individuals, not as community representatives. Furthermore, this panel is hardly an accountability mechanism requiring the corporation to show how it took the needs and priorities expressed by francophones into account.³⁵

The President of the Assemblée de la francophonie de l'Ontario (AFO) added:

There is a regional committee, which does not necessarily represent our community, and which consists of individuals who do not necessarily have any connection with the official organizations or networks, as a result of which the messages are not transmitted.³⁶

Other witnesses from various regions in Canada also argued that this mechanism does not adequately meet the expectations of official-language minority communities.

1.3.4 Other forms of consultation

Witnesses said that regular, formal meetings between Corporation officials and representatives of official-language minority communities were held to varying degrees, depending on the region. The General Manager of Regional Services at Radio-Canada described the situation as follows:

Through francophone associations, we also have regular meetings where we hear their questions and issues and tell them about our programming and actions with the communities ... Each of our directorates has also held, and continues to hold, regular meetings with the community to hear about the issues, questions and needs of those communities and to be aware of what is going on in each of our regions so that we can respond to that with the programming we put forward on radio, television and the Internet.³⁷

Several witnesses from official-language minority communities said that meetings with Corporation representatives, whether from headquarters in Ottawa or the regions, were sporadic. No mention was made, however, of a formal consultation process until the CRTC's new conditions of licence were imposed.

1.3.5 Agreement for the Development of Arts and Culture

The Collaboration Agreement for the Development of Arts and Culture in the Francophone Minority Communities provides for cooperation between federal institutions active in the arts and culture sector and arts and culture groups in the Canadian Francophonie. The first agreement was signed in 1998. The most recent agreement was signed in September 2013.³⁸ The SRC has, since 2000, been one of the six federal signatories participating in this initiative.³⁹

The Office of the Commissioner of Official Languages called this agreement a useful tool for everyone.⁴⁰ The Fédération culturelle canadienne-française (FCCF), a party to the agreement, was satisfied with the dialogue made possible by this tool, but criticized the lack of transparency in quantifying the public broadcaster's contribution to arts and culture in the Canadian Francophonie. In a speech before the CRTC in November 2012, a representative of the FCCF described the organization's communications with the Corporation as follows:

The SRC regularly provides us with comprehensive anecdotal documentation on the impact that it is having on our communities. However, the SRC seems less inclined to quantify its efforts or oversee progress based on mutually decided indicators. This approach seems to be consistent with some of the information provided by the SRC at its hearings in that the SRC provides plenty of one-off examples but rarely provides data and progress indicators.⁴¹

The following box highlights the common challenges facing the arts and culture sector identified in the agreement.

Artistic and cultural sector issues according to the Collaboration Agreement for the Development of Arts and Culture in the Francophone Minority Communities (2013–2018)
<ul style="list-style-type: none">• Canada-wide access to arts and culture for citizens;• Increased visibility and outreach of artists and artistic and cultural organizations and industries;• The development of markets and audiences, in Canada and abroad, for Canadian Francophonie arts and culture;• Recognition and integration of Canada's cultural diversity;• Support for creation;• Human and financial capacity of artistic and cultural organizations in the Canadian Francophonie;• Support for the professional development and training of artists and cultural workers;• Research on arts and culture in the Canadian Francophonie;• The artistic and cultural places and infrastructures in the Canadian Francophonie;• Use of digital technologies to support the creation and distribution of Canadian Francophonie arts and culture.

The agreement is set to expire on 31 March 2018.

1.3.6 Local Programming Improvement Fund

The Local Programming Improvement Fund (LPIF) was created in 2008 to support local programming outside metropolitan areas. Special conditions were created for minority language markets. The following box sets out the CRTC's definition of local programming.

CRTC's definition of local programming

The CRTC defines **local programming** as: "programming produced by local stations with local personnel or programming produced by locally-based independent producers that reflects the particular needs and interests of the market's residents."

Last year, the CRTC reviewed the LPIF. As part of this review, the CRTC had to determine whether the LPIF would be maintained, modified or abolished. On 19 July 2012, it made its decision: the LPIF would remain in place but would be phased out by 31 August 2014.⁴² The Senate Committee would like to emphasize that three CRTC commissioners disagreed with the majority decision and presented a minority opinion.⁴³ With regard to official languages, a commissioner reported that nearly a third of the stakeholders who supported the public broadcaster's eligibility for the LPIF came from official-language minority communities. Yet the majority decision did not mention the impact that this decision would have on the fulfillment of the CRTC's language obligations. Another commissioner argued that abolishing the LPIF would have a negative impact on the development and vitality of those communities.

CBC/Radio-Canada has been receiving this funding since 2008, which has allowed it to take specific measures regarding the services offered in the regions. Among other things, the LPIF has made it possible to improve regional news coverage seven days a week; develop partnerships with independent producers working in minority communities; broadcast special events, programs and documentaries featuring official-language minority communities (e.g., the *Luc et Luc* variety show in the Acadian region, coverage of the Festival du Voyageur in Manitoba, and coverage of the Francothon in Saskatchewan); and strengthen the network's regional presence (e.g., *Tout le monde en parlait*, a show produced by regional stations and broadcast on the network). The President of the Société nationale de l'Acadie (SNA) pointed out that the LPIF made it possible for the Corporation to have political commentators able to present the views of the Canadian Francophonie on *Le Club Ex*, which airs daily on the Réseau de l'information (RDI).⁴⁴

The witnesses who appeared before the Senate Committee were unanimous in saying that support for local programming was key to enhancing the vitality of official-language minority communities. Provincial and territorial organizations talked about the progress that has been made in the development of francophone and Acadian communities as a result of the LPIF and about the negative impact that eliminating the fund would have on the SRC's regional programming. They all, without exception, criticized the fund's imminent disappearance. Following the announcement in July 2012, the FCFA said that it was shocked and that the CRTC had made a bad decision that could have a major impact on local programming in French. The FCFA has asked the Minister of Canadian Heritage and Official Languages to push for a review of the decision.⁴⁵ The FCCF also criticized the decision, saying that the CRTC did not take into account the devastating effects the elimination of this fund would have on the communities, particularly on the artists, artisans and cultural workers in media arts

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and the television production industry. The FCCF has asked the Minister of Canadian Heritage and Official Languages to review the decision,⁴⁶ but the government has not taken any action in this regard.

The English-speaking communities of Quebec have not been able to benefit from the LPIF because of the eligibility criteria used by the CRTC. The Executive Director of the English Language Arts Network (ELAN) explained the reason for this. He said:

Cities to be considered eligible for local programming had to have populations under 1 million, and we know that the entire English-speaking population of Quebec is under 900,000, if based on first official language spoken; 600,000 if based on mother tongue. CRTC, for reasons practically impossible to understand, chose a definition based on language understood and suddenly inflated Montreal's English-language population to 2 or 3 million, which made us ineligible for the Local Programming Improvement Fund.⁴⁷

CBC/Radio-Canada recognized that it was able to increase its presence in the regions as a result of the LPIF. A letter sent to the Senate Committee by the Corporation's head of government relations stated:

We were disappointed that the CRTC decided in July to phase out this program, particularly because the fund was clearly achieving its objective of strengthening local television stations in every region of the country. While we remain committed to improving our local services, there is no question that this decision will have an effect. We will have to adjust how we deliver our services, the territory our journalists will be able to cover, and our presence in Canadian communities.⁴⁸

The Corporation had to develop a plan to manage the budget constraints resulting from the elimination of the LPIF. A note issued to Corporation staff in October 2012 stated:

We've made a decision to protect as much as possible the initiatives that the LPIF allowed us to implement ... It funded the addition of weekend news in most of our markets in both French and English, it allowed us to add late night local news at CBC, extend by 30 minutes our supper-hour news shows in several markets, and enhance our coverage of local events, sports, weather. These things will be protected. But that means that other priorities will be affected by this drop in funding.⁴⁹

The LPIF represented an investment of \$47.1 million a year for the Corporation. The Corporation estimates that its revenue shortfall between now and 2013–2014 will be \$28.4 million as a result of the gradual elimination of the LPIF, and it has set out some of the ways it plans to deal with the situation. Some of the measures that will directly affect official-language minority communities include the reduced regional contribution to shows such as *Belle-Baie* (produced in Moncton) and *Caméra boréale* (produced in Regina).⁵⁰ The Corporation's 2012–2013 annual report set out the priorities that will be affected by the coming elimination of the LPIF:

Some of the LPIF funded improvements to services will be maintained. However, given the magnitude of the reduction, other priorities will be affected such as: English Services' local service extension strategy, the cross-cultural programming fund and French Services' non-news programming in the regions.⁵¹

The issues associated with local programming and services for official-language minority communities were two of the topics addressed at the CBC/Radio-Canada licence renewal hearings in November 2012 before the CRTC. These same issues were also raised before the Senate Committee. They will be discussed in greater detail in chapter 2, "Key findings of the study."

1.4 CBC/Radio-Canada licence renewal

The Senate Committee's public hearings were held separately from those of the CRTC. The CRTC's role involves supervising all the broadcasting industry players, including CBC/Radio-Canada, and ensuring that the objectives set out in the *Broadcasting Act* are met. When licences are renewed, the CRTC holds licensees to account, imposes conditions on them and sets out expectations to help them fulfill their mandates. CBC/Radio-Canada's previous licences were announced in January 2000 and were set to expire on 31 August 2007. The public broadcaster's licences were renewed administratively on a temporary basis while the CRTC reviewed its approach in light of the rapidly evolving broadcasting landscape and the challenges facing the broadcasting industry.



The CBC/Radio-Canada licence renewal process was first scheduled for September 2011 but was then postponed until mid-November 2012. Over 8,000 interventions were filed with the CRTC by individuals, the public and private sectors, community organizations, parliamentarians and interested groups. Some of these interventions pertained specifically to the language component of the public broadcaster's mandate. Some of the witnesses who appeared before the CRTC were asked to appear before the Senate Committee. In addition, public consultations were held in the summer of 2011, when English-speaking and French-speaking Canadians had the opportunity to share their opinions on various issues, such as their expectations for the future, local programming, and the offer of service in English and French and its relevance.⁵²

The CRTC therefore had a wealth of information from which to conduct its analysis of the situation. The official-language minority communities had high expectations of the CRTC, as demonstrated by the testimony of the President of the SNA:

When we say that the CRTC must absolutely compel Radio-Canada to carry out its mandate, I mean the CRTC must be told to take measures that will make the officers and teams of Radio-Canada's national network realize that it may be true that they are not doing what is necessary and that it is time for them to do so and that there will be consequences if they fail to do so.⁵³

The Corporation indicated to the CRTC that it was willing to make compromises in order to address the official-language minority communities' complaints. In the final

reply it submitted in December 2012, the Corporation suggested that it be subject to specific conditions with regard to production in the communities and the perceptions that francophones and anglophones living in minority communities have about its programming.⁵⁴ The Corporation spoke out against having to meet specific quotas regarding the reflection of official-language minority communities on the airwaves and proposed consultation measures with which those communities were not completely satisfied.⁵⁵

On 28 May 2013, the CRTC finally issued its decision regarding the CBC/Radio-Canada licence renewals.⁵⁶ This decision is crucial to interpreting the public broadcaster's existing and future language obligations. It sets out the new conditions of licence and expectations, which are valid for the next five years, from 1 September 2013 to 31 August 2018.

The CRTC examined how the Corporation could fulfill its mandate while taking into account the rapidly evolving broadcasting landscape, the specific challenges facing the Corporation in its role as a public broadcaster, the commitments set out in Strategy 2015 and the expectations of the various stakeholders. The CRTC readily acknowledged that the Corporation plays an important role in the lives of Canadians. The licensing conditions that the CRTC set will make it possible to ensure that the Corporation:

- strengthens its leadership as a pan-Canadian service that reflects and serves the needs of all Canadians in both official languages regardless of where they live;
- continues to be a significant contributor to the cultural life of Canada through the promotion of Canadian music and the creation of Canadian programs; and
- plays a greater role in the lives of Canada's youngest citizens through Canadian children's programming.⁵⁷

It is interesting to note that the CRTC indicated that English- and French-language broadcasting operate under different conditions. This led the CRTC to consider the realities of the Corporation's two networks separately and to take into account the specificity of each official-language minority community when establishing the licensing conditions.⁵⁸ That said, while the licensing conditions of the English- and French-language networks were set out in two separate decisions (Decision CRTC 2000-1 and Decision CRTC 2000-2) in 2000, this time they are incorporated into a single decision (Decision CRTC 2013-263). The regulatory body reaffirmed the following basic principles from the *Broadcasting Act*: to serve the needs of Canada and its regions; to offer equivalent quality programming in English and in French; and to reflect the different needs and circumstances of each official-language community.⁵⁹ The CRTC established minimum levels of certain types of programming and expenditures and encouraged the Corporation to exceed them.

The attention paid to official-language minority communities in this decision is important. It seems that most of what these communities said at the CRTC's public hearings was heard. Many measures were proposed to ensure that communities are receiving adequate services. These include:

- a balanced schedule;
- specific levels of programming reflecting the communities;
- independent productions produced in the communities;
- specific levels of local programming in the markets that serve the communities;
- the communities' reflection in information programming;
- balanced news programming;
- consultations with the communities; and
- stricter reporting requirements.⁶⁰



Appendix B sets out the conditions of licence and expectations for official-language minority communities in the 2000 licensing decision, their expectations during the licensing renewal process that occurred in the fall of 2012, the suggestions made by CBC/Radio-Canada to meet those expectations, and the conditions imposed by the CRTC in the spring of 2013. The information pertains only to the two major networks—the CBC and the SRC—and is not exhaustive. It deals only with the aspects that have more of a direct impact on communities. We see that:

- In 2000, the CRTC paid a great deal of attention to regional reflection on CBC's airwaves. With regard to French-language services, the CRTC's main concern was the balance of the SRC's program schedule. At that time, there were no conditions or expectations requiring the networks to consult with the official-language minority communities.
- At the public hearings held in the fall of 2012, the official-language minority communities expressed particular concern about not being consulted and not being reflected on the airwaves. They also made demands with regard to closer relationships between the two language communities, exchanges among francophones in Canada, the broadcasting of arts and culture, children's programming, the governance of the Corporation, the services offered in the regions, and accountability. The Corporation committed to respond to some but not all of the concerns voiced by those communities.
- In its spring 2013 decision, the CRTC put more emphasis than usual on issues with more of a direct impact on official-language minority communities. For the first time, consultation with these communities was included in the licensing conditions. Reporting requirements were strengthened. Given that the LPIF is being phased out, clear conditions were set for local programming and for mitigating the impact the loss of this fund would have on communities. According to the CRTC:

[T]hese positive measures, taken together, will ensure that the CBC serves [official-language minority communities] as envisaged by the Act.⁶¹

In addition to strengthening the message concerning the application of language obligations under the *Broadcasting Act*, the measures put forward by the CRTC seem to encourage greater respect for the requirements in Part VII of the *Official Languages Act*.

1.5 Budget cuts

It is difficult to analyze the CRTC's decision regarding the renewal of the public broadcaster's licences without taking into account the budgetary context within which the Corporation is operating.

In March 2012, the federal government announced that CBC/Radio-Canada's parliamentary appropriations would be reduced by \$115 million over the next three years. At that time, the Corporation made a commitment to compromise Strategy 2015 as little as possible. In light of the budgetary circumstances, the Corporation indicated that it would still have to scale back its ambitions in a number of areas. It published a three-year plan that sets out the steps that will be taken.⁶²



In general, the Corporation committed to doing the same things with fewer employees and without reducing its presence in the regions. It will maintain that presence mainly through digital technologies and its multi-platform offering. The Corporation plans to eliminate 650 jobs by 2015. These cuts come on top of a fiscal recovery plan implemented in 2009 to address a \$171-million shortfall in revenue, as well as budget cuts resulting from the elimination of the LPIF. In its recent decision, the CRTC granted the Corporation temporary access to radio advertising revenues to help it cope with financial pressures.

When considering the Corporation's recent budget decisions, the Senate Committee heard statements from witnesses who had questions and concerns, and who did not understand what was going on. Without exception, the witnesses stated that they were not consulted by the Corporation before these decisions were announced. Some witnesses, such as the FCFA, the AAAPNB, the AFO, the Quebec English-language Production Council (QELPC), the Assemblée communautaire francosaskoise (ACF) and the Association acadienne des journalistes (AAJ) called for stable and sufficient funding to allow the broadcaster to properly fulfill its mandate. Others, such as the Minister of Canadian Heritage and Official Languages, emphasized the importance of providing a quality product even with less revenue.⁶³ In a report published in 2009, the CRTC stated that CBC/Radio-Canada plays a most important role in the vitality of official-language minority communities and recognized that the Corporation is facing a number of challenges. It said:

The Commission considers it important that the CBC have the means to continue serving these communities. The government may wish to take note of the challenges that the CBC will have to contend with over the following years and encourages it to consider solutions that would enable it to provide the best possible service to official-language minority communities.⁶⁴

In short, despite the existing mechanisms, work still needs to be done in order for CBC/Radio-Canada to fully meet its official languages obligations. Circumstances such as the elimination of the LPIF, budget cuts and a lack of consultation could compromise the Corporation's ability to fully meet its obligations under the *Broadcasting Act* and the *Official Languages Act*. The new licensing conditions imposed by the CRTC will help to build the road to a future where these obligations cannot be ignored. The issues that CBC/Radio-Canada needs to address are discussed in the next chapter.

"In Nova Scotia, people refer to SRC as "Radio-Montréal". This nickname clearly reflects how the province's Acadians and francophones feel: an insignificant story from Montreal gets preferential treatment over an important story in Nova Scotia ... In short, Nova Scotia's Acadians don't recognize themselves in Radio-Canada programming: they don't see, hear or read about themselves."

**Fédération acadienne de la Nouvelle-Écosse,
Brief to the Senate Committee, 6 November 2012, para. 9–10.**

"There is no regional reflection in English in Quebec outside the local news weather and sports ... We would like to see a greater diversity of programming on all Montreal channels, including regional reflection in drama, children's and documentary production. Of course, we want more [English-language] production in Quebec. The lack of regional reflection on [SRC/]CBC is a very serious issue for us."

**Quebec English-language Production Council,
Proceedings, 14 May 2012, pp. 51 and 53.**

Chapter 2 – Key findings of the study

The Senate Committee has heard from many witnesses over the past two years. This chapter summarizes the Senate Committee's main findings with regard to CBC/Radio-Canada's fulfillment of its official languages obligations. These findings cover nine themes: community development; reflection of communities and regional realities on the airwaves; offer of services in both official languages; consultation; youth; artists; new platforms; reporting; and other media.

2.1 CBC/Radio-Canada at the heart of community development

Witnesses were unanimous in recognizing that CBC/Radio-Canada plays a key role in enhancing the vitality of official-language minority communities, and supporting their development in two areas: the vital presence of French and partnerships.

2.1.1 A vital French presence

The public hearings showed that the Corporation plays a major role in promoting the French fact in Canada. To illustrate the importance of this responsibility, the President of the FCCF said:

... the Canadian francophonie cannot survive, grow and thrive unless it is heard, seen and experienced.⁶⁵

In some places in Canada, the SRC is the only French news media available, whether on television or radio. The public broadcaster's presence is therefore considered essential.

All of the witnesses who spoke on behalf of francophone and Acadian communities recognized that the SRC plays a vital role in **maintaining a French presence throughout the country**. The following excerpt from the testimony given by the President of the FCFA provides a good summary of how these communities feel about the SRC:

As a francophone living in Saskatchewan, I cannot picture myself waking up one morning and not being able to tune in to Radio-Canada because it does not exist. I cannot even wrap my head around the idea; it is just unfathomable.⁶⁶

Organizations in the Yukon and Nunavut told the Senate Committee that francophones in these two territories began to mobilize because they wanted access to the Corporation's French signal. The Vice-President of the Board of Directors of the Association des francophones du Nunavut (AFN) indicated that people began taking action as a result of a desire to watch *La Soirée du hockey*. She made the following comment about the situation:

This goes to show that access to media plays a major role even for a smaller number of people. This unifying initiative sped up the creation of what is known today as the Association des francophones du Nunavut.⁶⁷

In the Yukon, the Association franco-yukonnaise (AFY) mobilized to the point where it became the owner of the antenna and the broadcasting certificate for the radio frequency in Whitehorse.⁶⁸ The SRC provides the Première Chaîne signal in exchange for the use of the AFY's transmitter. These two cases show just how vital a role the SRC plays in bringing communities together.

Many witnesses mentioned that coverage of local events by journalists, reporters or video journalists in the regions was important to ensuring that the official-language minority communities' realities are reflected. When speaking about the important role that journalists working at some of the regional stations play, the Commissioner of Official Languages mentioned their role as social animators twice.⁶⁹ In Saskatchewan, the SRC's participation in the celebrations surrounding the Year of the Fransaskois was well received since it enabled the community to become better known across the country.⁷⁰

2.1.2 A key partner

CBC/Radio-Canada maintains partnerships in many sectors affecting the communities' development, such as arts and culture, independent production, community media and education. These **partnerships** were deemed to be essential to enhancing the vitality of these communities. Many witnesses felt that the dissolution of these partnerships could jeopardize many of the communities' activities.

The Corporation's presence is first felt in the **arts and culture** sector, whether through the Collaboration Agreement for the Development of Arts and Culture in the Francophone Minority Communities or the broadcasting of cultural events. With regard to the broadcasting of such events, many witnesses from francophone and Acadian communities emphasized the key role that the public broadcaster plays in the area of

entertainment. For example, the President of the Alliance culturelle de l'Ontario (ACO) said:

We believe that Radio-Canada contributes to the development and outreach of arts and culture in French-speaking Ontario because it works together with the community as a whole to promote the province's artistic and cultural activities. Radio-Canada establishes numerous partnerships with the community, in particular by signing major agreements with organizations such as the Regroupement des éditeurs canadiens-français, the Association des auteures et auteurs de l'Ontario français, the Association des professionnels de la chanson et de la musique, Réseau Ontario and Théâtre Action. These partnerships have made it possible to extend the outreach of events and activities such as the Gala Trille Or, Contact ontariois and the Prix des lecteurs. Franco-Ontarian artists such as Damien Robitaille and Andréa Lindsay owe some of their success to the promotional work orchestrated by Radio-Canada in particular.⁷¹

The President of the FCCF said that the SRC's regional stations play an important role in this regard and that a number of these partnerships have directly benefited artists by increasing the promotion and visibility of their work.⁷² The organizations from Saskatchewan had positive things to say about partnerships with the SRC, which made it possible to record shows, hold training workshops for artists and produce sound recordings, among other things.⁷³ Some of these partnerships could, however, be compromised by the phasing out of the LPIF. This issue will be addressed later in subsection 2.4.3, "The effects of budget cuts on communities."

As required under its licensing agreement, the Corporation commits year after year to supporting **independent production** in the regions. It maintains partnerships with many independent producers working in minority communities. As indicated in a letter to the Senate Committee:

Between 1997 and 2011, overall budgets for regional independent productions supported by Radio-Canada totaled \$221 million; of those productions, Radio-Canada allocated 45 per cent of its resources to independent productions in the regions of Quebec and 55 per cent to independent productions outside Quebec.⁷⁴

Witnesses pointed out the vital support that the SRC provides for independent production in francophone minority communities. The CBC also maintains similar partnerships to support independent production and broadcast cultural events in Quebec but to a lesser extent. In general, anglophone communities want the public broadcaster to do more to support local production in the various regions of Quebec since this sector has been in decline for the past 10 years or so.⁷⁵ The challenges related to independent production will be addressed in greater detail in section 2.4, "The place of artists."

CBC/Radio-Canada also maintains partnerships with some **community media organizations**. The 2011–2012 annual report on the implementation of Part VII of the *Official Languages Act* indicates that the SRC renewed its agreement with the Alliance des radios communautaires du Canada (ARC) but did not specify the nature of that

agreement.⁷⁶ In a letter sent to the Senate Committee, the ARC made a few comments in this regard:

Other than a sponsorship by SRC during our annual gala as well as a few ad hoc agreements with some of our member radio stations on installing their transmission antennas inside CBC/Radio-Canada transmission towers, there is NO other cooperation or partnership agreement between our two organizations.⁷⁷

That said, a number of witnesses mentioned the important role that community media plays and its relationship with CBC/Radio-Canada. This issue will be discussed in greater detail in subsection 2.9.1, "The place of community media and its relationship with CBC/Radio-Canada: greater collaboration?"

Finally, the Corporation has partnerships in the area of **education**. It has ties with groups such as the Association canadienne d'éducation de langue française (ACELF) and participates in projects in French-language schools. As education representatives pointed out, schools in francophone minority communities have a dual mission: to encourage the development of young francophones' identities and support the success of francophone students. The SRC's presence seems to be essential to helping French-language schools fulfill this dual mission in several ways. Francophone organizations, particularly in the Yukon, have shown an interest in promoting the SRC in schools.⁷⁸ In the words of the President of the ACELF, the future of francophone communities depends on an important local news network.⁷⁹ In his opinion, the SRC plays a vital role in helping to provide a francophone context to young people; this institution must therefore be supported. He said:

... the French-language education within our communities will either be Frenchified or disappear, and we don't want the latter.⁸⁰

A Manitoban youth confirmed that the meaningful relationship between the SRC and francophone schools helps to encourage young people to access news and entertainment in French.⁸¹

On the English side, the 2011–2012 annual report on the implementation of the *Official Languages Act* indicates that the CBC worked with a number of anglophone organizations in Quebec to produce the "My Quebec Roots" video contest for high school students.⁸² CBC/Radio-Canada indicates in the report that the contest has given anglophone students throughout the province a voice to express their communities' stories. The Director General of the Quebec Community Groups Network (QCGN) spoke about this initiative before the Senate Committee:

This is an interesting production but it will be presented on websites. This will not be presented on CBC television.⁸³

Educational institutions in majority communities have a positive view of CBC/Radio-Canada's role. In an open letter to the Minister of Canadian Heritage and Official Languages, of which the Senate Committee received a copy, five member organizations of the French Second Language (FSL) Partner Network indicated that CBC/Radio-Canada could help FSL teachers "bring French-language resources and

entertainment into the classroom."⁸⁴ This is an "effective and helpful method for encouraging students to embrace and engage with linguistic duality."⁸⁵

Overall, francophone and Acadian communities are committed to maintaining a good relationship with the Corporation in all sectors. The same is true for anglophone communities in Quebec, who feel that a good relationship with the Corporation provides opportunities to enhance their vitality and ensure their long-term development.



2.2 Reflecting the communities on the airwaves

All of the community organizations also agreed on the importance of reflecting the official-language minority communities' realities on the airwaves, an issue that pertains to the work being done by both the regional stations and the national network. The testimony given before the Senate Committee showed that francophone and Acadian communities have a strong desire for the Corporation to reflect the reality of all francophones across the country. Anglophone communities in Quebec also share this desire for the Corporation to reflect regional diversity. The strongest criticism was of CBC/Radio-Canada's national network. This issue will be addressed in greater detail in subsection 2.2.2, "Reflecting regional diversity: not just in the regions." The following section deals with what is being done with respect to the regional stations.

2.2.1 Seeing, hearing and reading about themselves

What the Senate Committee heard most often at the public hearings is that official-language minority communities want to **see, hear and read about themselves** on the public broadcaster's airwaves. Whether on the radio, television or Internet, they want to have access to content that reflects who they are. The regional stations play a key role in this regard.

This report will first present an overall view of the regional stations currently operating across the country. **On the English side**, the CBC currently has regional television stations in all of the provinces and territories except the Yukon and Nunavut. Regional radio stations are available across the country in English. That said, some anglophone communities in Quebec do not have access to their own unique regional signal. The Executive Director of ELAN mentioned the specific case of a community that does not have access to the CBC's regional signal. He was talking about Wakefield, which is near the Ontario border:

One ongoing problem with CBC is that the entire Ontario border receives the service from Ontario. Communities like Wakefield do not get a signal from Quebec so they feel completely isolated from the rest of the community. Wakefield was recently involved in a project about young voices that was discussed on CBC, but they could not receive the program because they get programming from Ontario.⁸⁶

On the French side, the SRC has regional television stations in seven provinces. Nova Scotia, Newfoundland and Labrador, and Prince Edward Island's television

services are grouped with Radio-Canada Acadie, which is located in Moncton, New Brunswick. The Yukon is affiliated with the regional station in Vancouver, British Columbia. No regional French television station is available in the Northwest Territories and Nunavut. With regard to radio, French services are available in all the provinces except Newfoundland and Labrador. The Executive Director of the Fédération des francophones de Terre-Neuve et du Labrador (FFTNL) said that this lack of service was unfortunate.⁸⁷ The three territories do not have access to a regional radio signal in French. However, very short program segments are available in French on CBC Radio One. For example, the Yukon gets short segments of the program *Rencontres* and all three territories get short segments of *Boréal Hebdo*. Finally, some areas such as Jasper National Park in Alberta have access to English-language radio services but not French services.⁸⁸

In its **Strategy 2015**, the Corporation recognized that its **regional presence** was a priority. As a result, the Corporation committed to strengthening its presence in the regions beyond news, particularly in underserved markets. Despite the budget cuts announced last year, the Corporation took steps to maintain its regional presence. When the phasing out of the LPIF was announced, the Corporation reiterated its desire to protect regional services.

In general, the official-language minority communities seem fairly satisfied with how their realities are reflected on regional radio and television stations. There has been very little criticism related to how the communities, whether anglophone or francophone, are reflected on the **radio**. In Quebec, the Executive Director of ELAN described English-language radio services as follows:

In terms of radio, we said that, unlike television, the CBC's Radio One, 2 and 3 networks all create significant local content, particularly in arts and culture, music and variety programming. Montreal and Quebec City are quite well represented.⁸⁹

However, he reminded the Senate Committee that local production outside these two major centres is limited.⁹⁰ On French radio, the programs broadcast on the regional stations during prime-time hours, which are the morning and drive-home hours, are regional productions. The General Manager of Regional Services at Radio-Canada spoke about a strong regional focus:

On Première Chaîne, 100 per cent of prime-time hours — specifically, the morning and drive-home periods — are regional productions.⁹¹

That said, there has been some criticism of a few specific cases related to French-language radio services. First, Newfoundland and Labrador and the three territories obviously criticized the fact that local realities are not properly reflected since the French radio signal they receive comes from elsewhere. The Senate Committee's attention was also drawn to another specific case, that of the CBEF Windsor radio station, which is currently involved in the court action between the Commissioner of Official Languages and CBC/Radio-Canada. According to the President of the AFO, the loss of local radio programs has deeply hurt the vitality of the francophone community in Windsor.⁹² Local production at that station has gone from 36.5 hours to 5 hours a

week over the past few years. The President of S.O.S. CBEF, an organization formed as a result of the SRC's 2009 budget cuts to the regional station in Windsor, summarized the situation as follows:

In short, the quality of CBEF's services is not equal to that of the services that anglophones have on CBC in Windsor, and many francophones in our region have turned to the anglophone media since the cutbacks in order to get more comprehensive news coverage in our region.⁹³

Many francophone organizations approached the CRTC to ask that the SRC be required to guarantee a minimum of 25 hours a week of local programming on the CBEF Windsor radio station from now on. Instead, the Corporation proposed a minimum of 10 hours per week so that cuts would not have to be made to other stations' local programming. In its spring 2013 decision, the CRTC finally ruled on this matter by requiring the station to broadcast a minimum of 15 hours per week of local programming, which corresponds to the minimum number of hours currently delivered by other radio stations in the communities. Organizations representing the communities reacted to this announcement by saying that it was a step in the right direction.

With regard to the reflection of official-language minority communities on **television**, the most scathing criticisms came from communities whose province or territory did not have its own regional station. In Nova Scotia and Newfoundland and Labrador, for example, francophones said that they did not really feel as though the programming provided by Radio-Canada Acadie reflected their reality.⁹⁴ The Executive Director of the Fédération acadienne de la Nouvelle-Écosse (FANE) said that she felt that the community was very poorly served by the SRC.⁹⁵ Francophones in the Yukon feel the same way. They do not recognize themselves in the programming delivered by the SRC's station for British Columbia and the Yukon.⁹⁶ These communities feel as though they are doubly marginalized because their realities are not reflected on the national network or on the regional station. A representative of the FCFA had this to say on the subject:

I can tell you that as far as Newfoundland and Labrador goes, the contrast is quite striking. They said they feel as though they are just as much of a minority vis-à-vis Moncton as they are vis-à-vis Montreal.⁹⁷

That said, even the large provinces such as Ontario feel as though the cultural and linguistic identity of the francophone community is not adequately reflected on certain regional radio stations.⁹⁸

The issue of whether minority communities are reflected on regional television stations in Quebec was not addressed directly at the Senate Committee's public hearings. Most of the comments made by both the anglophone minority and the francophone majority in Quebec pertained to the Corporation's willingness to better reflect regional diversity on the network.

2.2.2 Reflecting regional diversity: not just in the regions

CBC/Radio-Canada network heads are located in Toronto on the English side and in Montreal on the French side. Witnesses were unanimous in saying that they **do not feel as though the national programs aired during prime time reflect their realities**. That is true on both the English and French sides. The official-language minority communities want content that reflects who they are and they want to know more about the realities of every region of the country. The Senate Committee has addressed this issue in previous studies,⁹⁹ as shown in the box below.

Content that reflects the communities: a regular finding in the Senate Committee's reports

In discussing reflection on SRC airwaves, both Acadian and francophone communities spoke of the "**Montrealization**" and "Quebecization" of the airwaves and even of "Radio-Canada Montreal." The anglophone communities, for their part, spoke of the "**Torontoization**" of the airwaves and expressed their wish that the CBC gave more prominence to regional content that reflects who they are. These comments come up year after year since the *Broadcasting Act* came into force. This Act provides that the Corporation must "reflect Canada's regions" and "reflect ... the different needs and circumstances of each official language community, including the particular needs and circumstances of English and French linguistic minorities." The issue of community representation in the Corporation programming has been raised before the Senate committee in the past. In its report on francophone arts and culture published in 2009, the Senate committee made a recommendation in this regard. The government did not respond to it directly but recognized the need to meet the television needs of Acadian and francophone communities. It recognized the role the Crown corporation must play in this regard. It noted that it respected the independence of the Radio-Canada in terms of programming and that it expected the Corporation to act on the Senate committee's recommendation. In its 2001 report on Quebec's English-speaking communities, the Senate Committee again stressed the importance for the public broadcaster to improve the reflection of official-language minority communities in its programming.

2.2.2.1 Conditions, expectations and perceptions

In the licensing agreement signed in 2000, the CRTC set out an expectation for the SRC with regard to the network's regional production for programs other than news. The SRC committed to broadcasting **17 to 30 hours of regional production per year** between 6 p.m. and midnight, and the CRTC encouraged the SRC to go in that direction. The CRTC issued an expectation regarding the annual weekly average of regional programming on the network, which was set at **5 to 7 hours per week**. Table 2 shows that the SRC always exceeded expectations in this regard, except in 2003–2004.

Table 2 – Regional Productions Broadcast on the Network between 6 p.m. and Midnight, French-Language Television, 2000–2001 to 2012–2013

Year	Number of Hours – Regional Productions on the Network in the Evening (Expectation: 17–30 hours ^a)	Weekly Average – Regional Programming on the Network (Expectation: 5–7 hours ^b)
2000–2001	n.d.	6.0
2001–2002	20.0	5.0
2002–2003	32.0	5.0
2003–2004	33.0	5.8 ^c
2004–2005	42.0	6.0
2005–2006	40.0	7.0
2006–2007	36.2	7.6
2007–2008	38.5	7.8
2008–2009	67.5	9.2
2009–2010	53.9	9.8
2010–2011	42.0	10.0
2011–2012	95.0	10.0
2012–2013	98.0	10.0

Notes: a. From 2000–2001 to 2003–2004, the expectation was 17 hours a year. As of 2004–2005, the expectation was 30 hours a year.

b. From 2000–2001 to 2002–2003, the expectation was 5 hours a week. From 2003–2004 to 2005–2006, the expectation was 6 hours a week. As of 2006–2007, the expectation was 7 hours a week.

c. The CBC did not meet the expectations of its licence.

Source: CBC/Radio-Canada, CRTC annual reports.

With the exception of the first year that its licence came into effect, the SRC has always exceeded its weekly average for regional programming broadcast on the network. The rise in the number of hours of regional productions broadcast on the network in the evening was made possible by the LPIF. Indeed, the number of hours almost doubled between 2007–2008 and 2008–2009, when the LPIF came into effect. A follow-up sent to the Senate Committee showed that production centres in francophone minority communities produce an average of 6 to 11 hours of local programming every week, whereas the CBC produces 5 hours of programming a day in Quebec City in order to meet the needs of communities outside Montreal.¹⁰⁰

Under the new licensing conditions established in May 2013, French-language television is now required to broadcast at least **5 hours per week** of programs produced in the regions, including Atlantic Canada, Ontario, Western Canada, the North and Quebec (excluding Montreal). The CRTC expects each of these regions to be properly represented and encourages the SRC to exceed the minimum levels set out in the conditions of licence. Appearing before the Senate Committee, the CRTC's Executive Director of Broadcasting explained what the regulatory agency intended by imposing these minimum levels:

In several areas where there had been the risk of a loss of service, we chose to implement minimal conditions in order to ensure that the provision of service would not fall below these minimums. Of course the minimum levels were put in

place taking into account the various risks of loss of revenue and market changes over the licence period, which is five years. We therefore expect that these conditions will at least be reached, and if everything goes well, surpassed.¹⁰¹

For English-language television, the CRTC did not issue a clear condition or expectation under the former licence concerning regional production on the network. The only expectation concerned the broadcast of priority regional programming produced more than 150 km from Toronto during prime time, that is, a commitment of 5 to 6 hours per week on average. The CBC always met this condition. In the spring of 2013, the CRTC imposed on the CBC a minimum of **14 hours per week** of local and regional programming in metropolitan markets and a minimum of **7 hours per week** in non-metropolitan markets, including one hour of non-news programming.

However, witnesses pointed out a major inconsistency. On the one hand, it seems as though the SRC generally met the expectations set out by the CRTC. The General Manager of Regional Services at Radio-Canada said:

Radio-Canada provides French-speaking Canadians across the country with a space where they can come together and see themselves reflected. That is why I believe that, thanks to our regional strategy, francophones from all regions now have a stronger voice on our national networks.¹⁰²

On the other hand, the majority of the witnesses from the various regions said that they were dissatisfied with the way their region was reflected on the network. Criticisms were made on all sides. It therefore seems as though there is a significant discrepancy between the expectations set out by the CRTC, the public broadcaster's current discourse and the desires of the official-language minority communities.

On the French side, the communities spoke out against the fact that Canadian Francophonie is all too often limited to a Quebec—and particularly a Montreal—perspective, without taking into account what is happening in francophone minority communities. This lack of reflection on the Corporation's French network was even criticized in Quebec, where coverage of what is happening in Montreal seems to be much greater than coverage of what is happening in the various regions of the province. This finding was confirmed by Florian Sauvageau,¹⁰³ a representative of the ARC¹⁰⁴ and a young representative of Quebec's Francophonie.¹⁰⁵ The testimony given by the Executive Director of the Association de la presse francophone (APF) sums up how the francophone communities feel about being poorly reflected on the Corporation's airwaves:



We understand the imperatives of ratings, markets and a Montreal-based population, but we do find it disappointing that the national channel, funded by Canadian taxpayers, has programming that is so focused on Montreal with respect to content and people.¹⁰⁶

A representative from the Acadian community added:

That is the entire social problem: we are constantly invisible on Radio-Canada. So how can we get recognized when we cannot even see ourselves?¹⁰⁷

This perception seems to apply to all programming, from news programs such as *Le Téléjournal* to entertainment programs such as *Tout le monde en parle*. For years now, francophone and Acadian communities across the country have been calling for the SRC to better reflect their realities. In a study published in 2009, the Commissioner of Official Languages recognized that French-language television production is highly focused on Montreal and that it seems difficult to showcase regional productions by CBC/Radio-Canada or independent producers that are of national interest.¹⁰⁸ That same year, the CRTC recognized in a report that the representation of official-language minority communities on screen “is essential to ensuring a suitable quality of service”¹⁰⁹ and agreed to study this issue when it came time to renew the SRC’s licences.

Acadian groups conducted studies that focused specifically on how the official-language minority communities are reflected in news programming. In April 2007, the SNA published a study that sought to measure the representation of the Canadian Francophonie, specifically that of Atlantic Canada’s Acadian region, on the RDI.¹¹⁰ The study was conducted after the program *Atlantique en direct* was dropped. Prior to the fall of 2006, this program devoted 1.5 hours of national network airtime to the news in the four Atlantic provinces. Since that time, news from these regions has been incorporated into the rest of the RDI’s program schedule. The SNA’s study showed that Acadia’s place on the RDI’s airwaves has decreased over time. Witnesses who appeared before the Senate Committee indicated that, in general, Acadia has less of a place on the SRC’s airwaves than it did in the past.

In April 2009, the Research Chair in Acadian Studies published a study comparing *Le Téléjournal*, which airs on the French network (Radio-Canada) and *The National*, which airs on the English network (the CBC).¹¹¹ The purpose of this study was to analyze the content of the national news programs broadcast on CBC/Radio-Canada’s English and French networks from both a qualitative and quantitative perspective. The study found the following:

In short, no matter what language they speak, Canadians looking for an overall view of their country are better served by the English-language network. This is also true for Quebecers in the regions, since Radio-Canada news is largely Montreal-centric. This confirms our assumptions. The regions are largely ignored by the national news program *Le Téléjournal*, which often gives greater coverage to Quebec news of even the slightest importance at the expense of Canadian news. It is also obvious that when it comes to news items of equal importance, the Quebec item will be covered, while the item from other Canadian provinces won’t be.¹¹²

Another study that was conducted recently by a student at Carleton University’s School of Journalism and Communication came to the same conclusions.¹¹³ Speaking of *Le Téléjournal*, Corporation executives were of the opinion that using just one program to measure Radio-Canada’s fulfillment of its mandate was spurious.¹¹⁴ In a letter to the

Senate Committee, the Corporation's head of government relations noted that journalistic decisions and programming are protected by the *Broadcasting Act*.¹¹⁵

Given these constraints, the study's assessment of the SRC's performance in a program such as *Le Téléjournal* is based on perceptions rather than on clear and specific performance indicators. Yet the testimony was clear: official-language minority communities want to see themselves better reflected in the news. As part of the CRTC's public hearings, the FCFA asked that a minimum percentage (15%) of *Le Téléjournal's* content come from the regions. However, the SRC opposed such a quota for the above-mentioned reasons. The CRTC confirmed the SRC's interpretation of the situation in its spring 2013 decision by recognizing that imposing specific levels of regional programming for news could represent an undue infringement on the Corporation's journalistic independence.¹¹⁶

Appearing before the Senate Committee, representatives of the Corporation said that *Le Téléjournal* continues to evolve to better showcase Canadian reality. The SRC's Executive Director of News and Current Affairs backed up this point, providing percentages on news coverage from outside Quebec on *Le Téléjournal*:

I am pleased to tell you that there has been progress over the past year. Last year, we were at 9.4 per cent, whereas now we stand at 10.3 per cent. Those are the numbers for regional stations outside Montreal. If we include our national correspondents, then the percentage goes up to 13.6 per cent for the year 2012–2013. That is significant progress.¹¹⁷

This same witness also spoke about the Corporation's new strategy that focuses on "telling the country's story," which aims in part to "make sure that topics of national interest can be brought to the regions" and to "increase not only the amount of coverage, but the quality of coverage as well."¹¹⁸

Nonetheless, representatives from francophone and Acadian communities pointed out that the perception that they are not reflected on the national network is not based solely on how they are reflected on *Le Téléjournal*. A representative of the AAJ said that the position given to Quebec on public affairs programs is "overwhelming."¹¹⁹ In his opinion, high-quality information is diversified information.¹²⁰ The Executive Director of FANE spoke about how little attention is paid to Acadian artists on variety shows.¹²¹ Many witnesses criticized CBC/Radio-Canada for using the need for journalistic independence as an excuse for failing to properly reflect official-language minority communities in its programming. The President of the SNA had this to say on the subject:

Every time we ask for a higher profile on the national network, we are told that Radio-Canada is not responsible for the content of the programs of Guy A. Lepage or Fabienne Larouche. The situation is so serious that, when we see on the network a series like *Belle-Baie*, which has been filmed in Acadia, or when *La petite séduction* comes to see us, Acadians feel they have hit the jackpot.¹²²

On the English side, community organizations in Quebec insisted that the public broadcaster better reflect the regions in its television programming produced in Toronto. Anglophone communities in Quebec also do not feel as though their realities

are being adequately represented on the CBC's national network. Witnesses criticized the minimal coverage of the realities of communities outside Montreal on the Corporation's English network. They said that they wanted access to content that was relevant to the entire anglophone community. The Executive Director of ELAN specified that the definition of regional reflection was restrictive because it applied only to production, not to content.¹²³

Nevertheless, the English network seems to be doing better than its French counterpart when it comes to reflecting Canada's regional diversity according to Marie-Linda Lord, from the University of Moncton. In her opinion:

I believe the CBC used the regional resources a lot better. Unlike the CBC, Radio-Canada is not in the habit of doing that.¹²⁴

2.2.2.2 Limited financial and human resources

The official-language minority communities feel as though coverage of events specific to their province or territory is still minimal, often because **financial and human resources are limited in the regions**. Witnesses from Western Canada, the North and Atlantic Canada criticized the lack of French coverage of news and events in the communities. They also spoke about the difficulties associated with covering small, often scattered, communities. Representatives from the Yukon and Newfoundland and Labrador would like additional resources to be allocated. The testimony of the President of the FCFA provides a good summary of what is actually happening and how most community organizations feel about it:

The producers, the hosts, the reporters and the administrators maintain excellent relations with the communities and listen to them. But the [regional] stations have too few resources, given their mandate and the area they have to cover ... When we ask our communities to identify the weaknesses in our regional coverage, the answer very often revolves around the ability of Radio-Canada to travel in order to cover an event in Prince Albert, in Lethbridge, in Prince George, or in St-Pierre-Jolys in Manitoba ... You know, in Sherbrooke, they may manage to produce six hours of local programming. The same amount of money might be used to produce only 20 minutes of programming back home. It takes two and a half hours for a journalist from Saskatoon — which is the closest office — to reach Prince Albert. For the same two-minute segment, a team will have to spend five hours on the road and then come back to set up — all of that for two minutes of programming. In Sherbrooke, things are a bit closer.¹²⁵

When only one video journalist is available to cover a given region and that person is absent, there is no news in French. The public hearings showed that, in some regions of Acadia, such as St. John's, Newfoundland, and Chéticamp, Nova Scotia, national reporter positions have been vacant for months, which hinders the Corporation's ability to provide proper coverage of what is happening in the regions. According to the President of the Association canadienne-française de l'Alberta (ACFA), the LPIF improved the situation by making more travel to the regions possible.¹²⁶ That said, the President of the ACFA also mentioned that she was concerned about the effect that the budget cuts would have on the ability of the SRC's teams to travel within her

province.¹²⁷ The Executive Director of FANE also spoke about the logistical and financial challenges associated with covering events in the communities:

Journalists will no longer necessarily be able to travel [in the afternoon] since that means overtime and journalists will no longer be paid overtime. As you know, for a large majority of our organizations, launches and press conferences are held on the weekend, in the evening, or at least in the afternoon.¹²⁸

Representatives from Alberta criticized the high turnover of SRC staff, which results in more ad hoc relationships with the community.¹²⁹ Representatives from Newfoundland and Labrador spoke about the token staff at the regional stations, where many positions have been eliminated.¹³⁰ Representatives from Nova Scotia spoke about the effect that the high staff turnover has on francophones' trust in the Corporation and about the need for that relationship of trust with the community to be rebuilt every time there is a change in staff.¹³¹ Representatives from Saskatchewan suggested that a minimum number of positions be maintained in the regions in order to prevent the quality of local stations from deteriorating.¹³²

In short, provincial and territorial organizations said that they would like the SRC to ensure that resources are allocated to all of the regions, that it plan to systematically replace reporters when they are on leave or when positions become vacant, and that it increase resources to ensure that reporters can travel throughout the region. In November 2012, the SRC announced the creation of two national reporter positions, one in Moncton, New Brunswick, and one in Edmonton, Alberta. This change should "provide greater visibility to the Atlantic provinces and Acadia at the national level" and, according to Michel Cormier, the SRC's executive director of news, "provide a regional look at national and international subjects."¹³³ The General Manager of Regional Services at Radio-Canada also told the Senate Committee that the CBC had created a new roaming reporter position to provide better coverage of anglophone communities in Quebec.¹³⁴

Despite these announcements, the official-language minority communities told the Senate Committee that they do not feel as though these changes will be enough to reverse the trend. A table included in a letter sent by the Corporation's head of government relations showed a huge imbalance in terms of journalist resources in each region.¹³⁵

2.2.2.3 Alignment of content

A number of witnesses found that there is a need to **better align regional and national content**. The President of the AFO recognized that there is an urgent need to cover local news at a national level and gave the example of the local news integration initiative, a recent measure implemented by the public broadcaster. This initiative allows local stations to integrate more local news with the national channels. He said that this initiative should be promoted further.¹³⁶ Florian Sauvageau indicated in his testimony that there is a need for a better balance between national and local content.¹³⁷ He expanded on that thought by saying:

At its regional stations, Radio-Canada must also endeavour to cover local news at the national level. It is not the same as covering a local news item in a community. That type of coverage is a true reflection of what is happening locally, but if your aim is to interest a national audience, you have to rethink your news item; you have to put it in a context that people understand. Otherwise, it does not work.¹³⁸

The General Manager of Regional Services at Radio-Canada said:

Every one of our news broadcasts offers its audience and viewers local, national and international content, which is made available precisely through content-sharing across the country. Our regional audiences have that service and receive content that reflects the country as well as their local community.¹³⁹

In its various corporate documents, CBC/Radio-Canada gives examples of programs that have made it possible to better reflect the realities of the official-language minority communities on the national network. These examples include *Tout le monde en parlait*, *C'est ça la vie* and *La petite séduction*, some episodes of which were produced in the regions. In its 2011–2012 annual report on the implementation of the *Official Languages Act*, the Corporation gave examples of how it made increased use of the Internet and social networks to reach regional audiences.¹⁴⁰ Incidentally, it was mainly initiatives funded by the LPIF that were mentioned at the public hearings. Speaking of *La petite séduction*, the Executive Director of the Fédération des francophones de la Colombie-Britannique (FFCB) indicated that there are positives and negatives associated with this type of commitment:

As recently as last summer, the program *La petite séduction* made its way to Maillardville and Victoria. This showed that content from outside Quebec can be popular, but unfortunately, it put a lot of pressure on our communities in terms of time and money. It is unfortunate that something that could promote visibility still requires communities to assume the full responsibility.¹⁴¹

Despite these recent advances, the testimony showed that the Corporation needs to develop the habit of making better use of the resources available in the regions, while leaving more room for varied editorial content that reflects the views of all areas of the country. In short, the official-language minority communities want to see, hear and read about themselves, not just see, hear and read about what is happening in Toronto or Montreal.

2.3 Offer of services in English and French

Almost all of the witnesses who appeared before the Senate Committee said that the public broadcaster has a role to play in fostering dialogue and bringing Canada's linguistic communities closer together. However, a number of ways that the Corporation fails to meet its mandate were raised at the public hearings. These shortcomings relate to target audience, corporate culture, the offer of services of equivalent quality and respecting the principle of linguistic duality.

2.3.1 Who is the target audience?

The CRTC recognized in the licensing agreement signed with the Corporation in 2000 that:

... the important thing is for the CBC to fulfill its mandate by showcasing the cultural diversity of Quebec and Canada and by meeting the needs of Francophone and Francophile viewers across the country.¹⁴²

The decision issued by the CRTC in May 2013 recognized that the public broadcaster serves all Canadians in both official languages. The decision stated that the Corporation's programming must reflect the different needs and circumstances of each official language community. Its news and information programs are supposed to reflect the country's regions and promote respect and understanding between them. Programming produced in the official-language minority communities is part of a balanced program schedule. A minimum level was set for broadcasting programs produced in Atlantic Canada, Ontario, Western Canada, the North and Quebec (excluding Montreal). Together, these requirements will lead to greater respect of the language obligations set out in the *Broadcasting Act* as well as Part VII of the *Official Languages Act*.

However, based on the testimony given, the Corporation does not seem to have fully succeeded in meeting the expectations of francophones across Canada. A requirement to **increase dialogue among the various components of the Canadian Francophonie** does not appear anywhere in the CRTC's decision. The Canadian Francophonie is very diverse and made up of Quebeckers, francophone and Acadian communities, francophiles and a growing number of francophone immigrants. From a language point of view, Canadian society today is more diverse than ever. The presence of French is not limited to Canadians whose **mother tongue** is French, defined as the first language learned and still understood. French can be found in all four corners of the country.

When providing services to anglophones and francophones, federal institutions rely on the variable of **first official language spoken**, which takes into account knowledge of the official languages, mother tongue and language spoken at home, in that order. This variable is used to do the calculations necessary to enforce the *Official Languages (Communications with and Services to the Public) Regulations*.¹⁴³



Another variable that is often used is **knowledge of language**. Many witnesses pointed out that the public broadcaster cannot ignore the **growing pool of people who are interested in and who understand French**. Most of the provincial and territorial organizations that appeared before the Senate Committee used census data regarding knowledge of French to describe the francophone presence in their province or territory. Table 3 provides an overview of the Francophonie in Canada according to various characteristics and based on the most recent census data.

**Table 3 – Overview of the Francophonie in Canada
According to Various Characteristics, 2011**

Province or Territory	Mother Tongue – French		First Official Language Spoken – French		Knowledge of Official Languages – French	
	Number	%	Number	%	Number	%
N.L.	3,020	0.6	2,100	0.4	23,580	4.6
P.E.I.	5,685	4.1	4,810	3.5	17,135	12.4
N.S.	34,585	3.8	30,330	3.3	94,310	10.4
N.B.	240,455	32.5	235,695	31.9	312,270	42.2
Que.	6,231,600	79.7	6,684,125	85.5	7,375,900	94.4
Ont.	561,155	4.4	542,390	4.3	1,438,785	11.3
Man.	47,670	4.0	41,365	3.5	104,630	8.8
Sask.	18,930	1.9	14,290	1.4	47,000	4.6
Alta.	81,085	2.2	71,370	2.0	238,770	6.6
B.C.	70,760	1.6	62,195	1.4	298,695	6.9
Y.T.	1,630	4.8	1,485	4.4	4,505	13.4
N.W.T.	1,165	2.8	1,080	2.6	3,760	9.2
Nun.	450	1.4	480	1.5	1,240	3.9
Total – Canada	7,298,180	22.0	7,691,705	23.2	9,960,590	30.1
Total – Canada not including Quebec	1,066,580	4.2	1,007,580	4.0	2,584,690	10.2

Source: Statistics Canada, *French and the Francophonie in Canada – Language, 2011 Census of Population*, Catalogue no. 98-314-X2011003, Ottawa, October 2012.

The number of francophones in Canada is between 7.3 million and almost 10 million people depending on the variable used. The difference in numbers is astounding. Nearly one-third of the people who claim to be able to carry on a conversation in French live outside Quebec. These figures show that there is a significant pool of people who are interested in and who understand French in a number of different locations. In many cases, the difference between the number of people whose first language learned and still understood is French and the number of francophiles doubles or even triples. In the case of Newfoundland and Labrador, the number of francophones is eight times higher depending on whether we look at mother tongue or knowledge of French.

Right now, there is a movement within francophone and Acadian communities to show that Canada's francophone population is diverse and that many social factors contribute to its vitality. Réjean Beaulieu, a francophone who has been living in British Columbia for many years, spoke about the anglophone, immigrant and francophile populations in his province:

I do not think that Radio-Canada truly understands the relationship of these people with French.¹⁴⁴

The President of S.O.S. CBEF confirmed this statement. Coming from an exogamous family herself, she maintained that the rate of assimilation in southwestern Ontario is one of the highest in Canada and that the SRC plays a key role in preserving the French language and culture.

CBC/Radio-Canada's Language Obligations

This enables francophones here to listen to local news in French. Radio-Canada helps them learn the vocabulary to discuss current affairs in French. This enables them to stay connected to the regional francophone community. It is also a tool for the transmission of Canadian culture, which obviously reflects the two founding peoples of our marvellous country.¹⁴⁵

Speaking of statistics, she said:

I told you that I came from a francophone family but was raised in English. According to Statistics Canada, I am not francophone, but I am a francophone in my heart.¹⁴⁶

A newcomer to Canada and member of Canadian Youth for French (CYF), an organization that brings together young English-speaking Canadians who are interested in pursuing FSL post-secondary studies, talked about how CBC/Radio-Canada helped her learn both official languages:

... I managed to keep up my French mainly thanks to Radio-Canada. I continue to watch *Téléjournal* on Radio-Canada and *The National* on CBC. First of all, these programs helped me to improve my French and English, and they help me learn more about my country and better understand the issues facing Canadian society.¹⁴⁷

At this point, a distinction should likely be made between the target audience and the number of francophones who actually watch Radio-Canada TV. Florian Sauvageau provided a point of view that differed from those of the other witnesses by pointing out that the SRC must still remain relevant in Quebec and that it is difficult to find solutions to the complaints of francophones in minority communities:

... more than 90 per cent of the French-language TV audience lives in Quebec. How does an organization serve its majority audience, while reaching French speakers outside Quebec who do not see themselves reflected in overwhelmingly Quebec-focused institutions? Nevertheless, that is Radio-Canada's dilemma and the mandate imposed on it. To liken it to a mission impossible is not that farfetched.¹⁴⁸

In her first appearance before the Senate Committee, the General Manager of Regional Services at Radio-Canada shared a similar view, admitting that there are competing pressures between the larger Quebec audience and the need to serve audiences outside Quebec.¹⁴⁹ In her second appearance, she spoke more strongly about the potential for all French speakers to be on air and tell their stories. The Executive Vice-President, French Services, pointed out that the SRC's resources are allocated in a way that "goes well beyond any definition of a French-speaker."¹⁵⁰

It is true that, if francophones living in minority communities are few in number and do not see themselves in the content, the Corporation will not really see an improvement in its ratings. At the public hearings, it was suggested that the public broadcaster take steps to improve relationships between francophones across Canada. In this regard, the General Manager of Regional Services at Radio-Canada recognized that the LPIF helped bring francophone communities closer together:

CBC/Radio-Canada's Language Obligations

These local stories resonated with other francophones across the country, since these broadcasts drew record ratings for regional productions.¹⁵¹

For his part, the Executive Vice-President, French Services, noted that the Corporation's multi-platform approach allows it to have a regional presence on the Web and resonates with francophones in every region of the country.¹⁵²

However, the main message that came out of the public hearings was that these efforts are not enough to truly bring together francophones across the country. This lack of regional reflection even prompted the President of the SNA to say that he felt like a second-class citizen.¹⁵³ A representative from British Columbia said that she did not want the SRC to consider francophones in minority communities to be a lost cause.¹⁵⁴ The Executive Director of the Conseil culturel fransaskois (CCF) said that she thinks the SRC considers minority communities to be a burden.¹⁵⁵

From the testimony, there seems to be different perspectives as to what the Corporation should do with regard to the network and the regional stations. The President of the FCFA commented on this by saying:

In the communities' eyes, Radio-Canada often seems to be content with the notion that the network is for Quebec. For things that interest francophones elsewhere in the country, they have the regional stations ... Considering the fact that our communities represent 14 per cent of the francophone population of Canada, this presence on the network is still nowhere near strong enough. News items from Quebec and Montreal still have a disproportionate place on *Le Téléjournal* and it is still rare to see news that would show Quebecers that there are francophones anywhere else in the country. We remain all but invisible.¹⁵⁶

Yet, some witnesses were of the opinion that this imbalance between content from Quebec and elsewhere does not even serve the interest of francophones in Quebec.¹⁵⁷ A representative of the AAJ said that this imbalance often serves to drive away francophones living in minority communities:

In so doing, they manage to take interesting national news and make it uninteresting to the listeners and viewers of the 12 other provinces and territories outside Quebec. As a result, many francophones turn to other media. This is troubling because the alternative, more often than not, is anglophone, especially in the Atlantic provinces.¹⁵⁸

Most provincial organizations recognized that Quebeckers are not really aware of their realities because of the sporadic presence of francophones in minority communities on the network. People in Quebec know very little about francophone and Acadian communities because they rarely ever hear about them.

In short, **people want the national network to do a great deal more to bring together francophones from across the country**. It now remains to be seen whether the new licensing conditions imposed by the CRTC will improve this situation. The organizations representing the official-language minority communities who commented on this decision feel that it is at least a step in the right direction.

2.3.2 Focusing on services of equivalent quality

The public hearings showed that the services offered in English and French are not always equivalent everywhere. Witnesses criticized the difficulty they have getting services in the language of their choice from people other than reporters at some of the Corporation's regional offices.¹⁵⁹ Some francophone communities are at a disadvantage when it comes to the Corporation's service offering in English and French. The French service offering remains rather limited in some locations. Some communities feel as though they are getting good service from the SRC, while others believe they are being ignored. In some cases, the regional television signal is not even available and francophone communities have to rely on the signal from Montreal, not to mention the fact that broadcast times for news programming vary across the country. Sometimes, as is the case in Saskatchewan, regional news coverage is broadcast at almost impossible times.¹⁶⁰ How can the quality of service be equivalent given this imbalance?

2.3.2.1 Limited services in the North

An important finding of the public hearings is that **very limited services are offered in French in northern Canada**. The AFY told the CRTC that:

There is a clear imbalance between the services provided in English and French in the Canadian North. Because of the very structure of CBC/Radio-Canada, the situation is not comparable. On the English side, CBC North broadcasts programs for the North produced by people from the North for a northern audience. On the French side, there is no SRC North, no specific budget, no office and no proper programs. This region of the country quite simply does not exist in French.¹⁶¹

In the territories, the French program *Boréal Hebdo* has been broadcast on CBC radio for about 20 years. This program provides news coverage of the realities of Aboriginal communities in northern Quebec and the three territories. Since September 2012, the program has included local news from Iqaluit, Yellowknife, Inuvik and Whitehorse.¹⁶² However, the program's slot on the schedule leaves something to be desired. In Nunavut, the program is broadcast on Fridays at 11:05 p.m. In the Yukon, it is broadcast at 10:00 p.m. It is difficult to talk about equivalent quality services when the program is broadcast so late at night. In a follow-up letter to the Senate Committee, the AFN specified that *Boréal Hebdo* is now broadcast on the community radio station, CFRT 107.3 FM, on Sundays at 11:00 a.m.¹⁶³ The organization asked the Corporation to change the time that the program is broadcast on its airwaves, but the Corporation did not respond.¹⁶⁴ According to the Vice-Chair of the AFN Board of Directors, many francophones do not even know that this program exists.¹⁶⁵ Appearing before the Senate Committee in December 2013, the General Manager of Regional Services at Radio-Canada said that a few months ago the SRC began discussions with the CBC to clarify the mandate for *Boréal Hebdo*.¹⁶⁶ Measures will be taken in the coming months based on the outcome of these discussions.

In the Yukon, the program *Rencontres* has been broadcast on the radio by CBC North since the mid-1980s. It is hosted by volunteers and produced by the AFY, which covers the technical costs through an agreement with CBC North. The program is broadcast at

a more reasonable time, on Saturdays at 5:00 p.m. Before the Senate Committee, the President of the AFY called for support in training the volunteers who help produce the program.¹⁶⁷ Every week, CBC North also broadcasts *Les 5 minutes de CBC*, which focuses on news in the francophone cultural community and French music. Again, it is difficult to talk about equivalent quality services when French programming is limited to only five minutes.

Many witnesses expressed a desire for the SRC to significantly improve the services offered to francophones in the North. The President of the FCCF described the current situation as deplorable.¹⁶⁸ The President of the FCFA also weighed in:

The lack of a Radio-Canada presence in the [N]orth is also a significant shortcoming. You know as well as I do that the Arctic is a region that is developing rapidly and the French-speaking population is increasing with every census. The population is professional and highly educated; it wants to be informed and entertained in its own language. Of the three communities, the only one that is at the moment connected — in a minor way — to the corporation's French-language services is in Yukon, which has the services of a television journalist working for Radio-Canada in British Columbia ...The French-speaking communities in the Northwest Territories and Nunavut get their information from CBC North or the Radio-Canada signal from Montreal. In the context of equal coverage, you will surely agree that there should be a Radio-Canada Nord, just as there is a CBC North.¹⁶⁹

By way of example, the AFY has been calling for the creation of an SRC news office in Whitehorse for many years. To date, this request has been ignored. Before the Senate Committee, the President of the AFY entreated the SRC to maintain the only francophone video journalist position in the Yukon, since that is the only way of assuring news coverage for the territory in French.¹⁷⁰ She suggested that the SRC work with the CBC to come up with a plan to replace the sole francophone video journalist when she is absent.¹⁷¹

In short, the Yukon is served by the British Columbia regional station, but receives more limited services than its provincial counterpart. Francophones in Nunavut and the Northwest Territories are limited to the signal from Montreal. The only opportunity they have to see themselves reflected on the air is on a one-hour program broadcast late at night. The decision issued by the CRTC in the spring of 2013 at least recognized this inequality. In fact, the CRTC expects the SRC to include communities located in the North when it holds its consultations in the regions.¹⁷²

2.3.2.2 Language quality on the airwaves

The issue of the **quality of French** used on the airwaves was raised a number of times at the public hearings. Although the Corporation has journalistic standards and practices with respect to language¹⁷³ and has developed internal guidelines on the quality of French,¹⁷⁴ some witnesses said that they would like to see improvements in this regard. According to Florian Sauvageau, the French used in news and public affairs programming should be impeccable.¹⁷⁵ The General Manager of Regional Services at Radio-Canada is of the opinion that using proper French and maintaining a level of



quality of French are priorities.¹⁷⁶ Young francophiles who appeared before the Senate Committee pointed out that it is important that the level of language proficiency on the public broadcaster's airwaves be high enough to be called perfect.¹⁷⁷ Young francophones from both Quebec and s said that the standardization of French did not encourage the use of regional accents. One of these young people felt that it would be beneficial for youth to be exposed to regional accents:

If news readers used their regional accents more, for example, that would interest them more and show greater respect for the francophone minority.¹⁷⁸

In short, it seems as though the Corporation has a long way to go when it comes to offering the same quality of services in English and French across the country.

2.3.3 CBC/Radio-Canada as a leader in the advancement of linguistic duality

A number of witnesses felt that the CBC and the SRC should be a **leader in the advancement of linguistic duality**. Whether at the local or national level, on the radio, television or Internet, people are calling for the Corporation to build bridges between its two networks. Based on the testimony given, existing exchange initiatives do not seem to be broad enough in scope, and organizations working in official-language minority communities are often not aware of these initiatives. Witnesses felt that the corporate cultures of the two networks were too distinct.

2.3.3.1 Two networks, two cultures

The *Broadcasting Act* states that "English and French language broadcasting, while sharing common aspects, operate under different conditions and may have different requirements".¹⁷⁹ At the same time, the Act stipulates that the public broadcaster's programming should "strive to be of equivalent quality in English and in French."¹⁸⁰ At the public hearings, many witnesses pointed out **significant differences between the corporate cultures of the Corporation's English and French networks**.

The differences are particularly obvious when we compare the two networks' late-night newscasts. In response to a question in this regard, the Corporation's head of government relations told the Senate Committee that it was misleading to compare the content of programs such as *Le Téléjournal* and *The National* because "they both have their own teams that make content decisions in order to meet the needs of their audiences—which are very different."¹⁸¹ Florian Sauvageau, author of the report of the Task Force on Broadcasting Policy that was published in 1986, also recognized that it was misleading to compare the Corporation's English and French networks. That said, he maintained that the SRC does not provide enough coverage of news items from English Canada.¹⁸²

To many, the organization struggles to reflect a shared commitment by the two networks to linguistic duality. The CRTC did not openly address this issue in its May 2013 decision. Yet many witnesses criticized the fact that there is too much of a distinction between the Corporation's two networks and said that the distinction hampers the Corporation's ability to fully advance this Canadian value. The young francophile who is the head of the CYF shared his opinion in this regard:

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... when I look at CBC and Radio-Canada, we see CBC in English and Radio-Canada in French and the two worlds do not coexist in a world where we have the majority. In my ideal world, where everybody speaks both languages, it would be just one unit where it would show us. This unit would be the thing that teaches us how to communicate together, the two linguistic solitudes.¹⁸³

The President of the FCFA also brought up the two solitudes in her testimony:

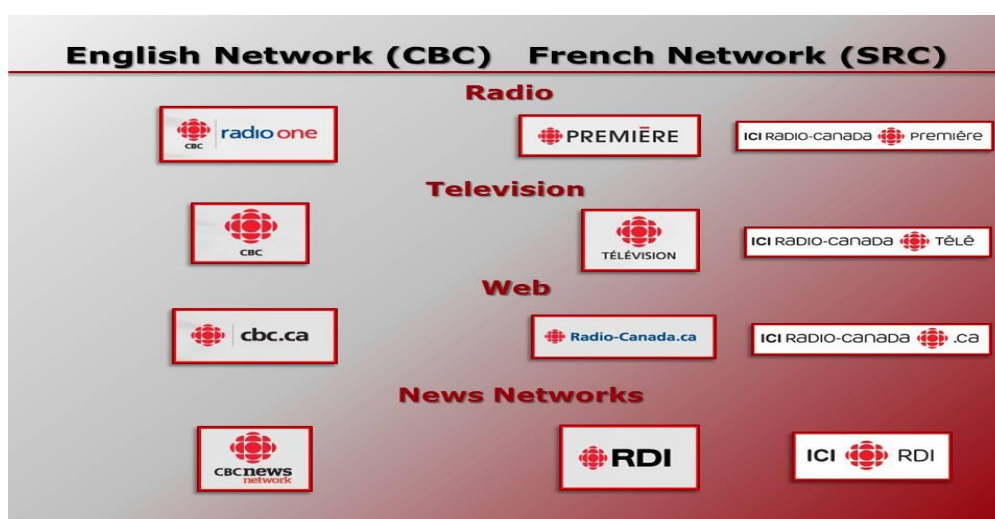
This commitment to linguistic duality applies just as much to CBC as it does to Radio-Canada. But the fact that there are still two solitudes in a number of regions cannot be denied. When it comes to the CBC, it is as though our communities do not exist, most of the time. And yet, if ever we had an ideal agent to build bridges and foster a better understanding between English-speaking and French-speaking Canadians, it is indeed CBC/Radio-Canada.¹⁸⁴



This comment echoes that of the Corporation's former Vice-President of English Services, Richard Stursberg, who published a book in 2012 in which he paints a picture of mutual blindness between the English and French networks.¹⁸⁵ It also echoes the opinion of former Senator Pierre De Bané, who had the opportunity on numerous occasions and in various forums to express his thoughts concerning the Corporation's failure to contribute to "shared national consciousness and identity."¹⁸⁶

One example of the different corporate cultures of the English and French networks is the brand. In late spring 2013, numerous debates were held in the media and the public arena regarding the proposed changes to the SRC's brand. At that time, the term "ICI" was adopted to designate all of the SRC's platforms. Figure 1 shows the difference between the two networks. On the English side, the term "CBC" appears everywhere. On the French side, the use of "Radio-Canada" is brand new, and "ICI" is the first and foremost term used to tie its various platforms together.

Figure 1 – Comparison of CBC/Radio-Canada's English and French Network Brands



Sources: CBC/Radio-Canada, *Annual Report 2012–2013*, "CBC/Radio-Canada Services"; CBC/Radio-Canada, *New Brand Architecture – CBC/Radio-Canada French Services*.

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According to Réjean Beaulieu, there is a need to rethink the two networks in order to encourage them to share more content and ideas. He said:

I think it is time to rethink Radio-Canada and CBC. The walls separating the two organizations are incredibly thick. As I see it, the people at CBC should be perfectly bilingual, and the idea that the news is different depending on which side of the wall you are on is a strange and unacceptable state of affairs.¹⁸⁷

An anglophone witness suggested using existing content on both networks to encourage discussion between the two language communities:

CBC generates a good deal of interesting content about the English-speaking community in Quebec and it could be an important partner in a linguistic duality project. By aggregating existing content, translating parts of it and repackaging it for a francophone audience, we can use the power and versatility of the Internet to enter into an interesting conversation with the francophone majority.¹⁸⁸

Overall, people seem to want to encourage CBC/Radio-Canada to change its corporate culture and increase the amount of national news that it broadcasts on both networks. That way, English-speaking Canadians will better understand francophones, and French-speaking Canadians will be more aware of the realities of Canada's anglophones.

These expectations are in line with the requirements in the *Broadcasting Act* to contribute to "shared national consciousness and identity." They are directly tied to the obligations in Part VII of the *Official Languages Act* regarding the advancement of both official languages. And, as the following box shows, they directly affect the commitment recently reiterated by the federal government in its *Roadmap for Canada's Official Languages 2013–2018*¹⁸⁹ recognizing that the official languages are a fundamental part of Canadian identity and an asset for all Canadians.

Official languages, Canadian identity and the Government of Canada's commitment

In the words of the Minister of Canadian Heritage and Official Languages: "French and English, Canada's official languages, are an invaluable asset to all Canadians. They are a part of our history and identity. They allow us to express our culture in all its diversity and highlight Canadian excellence around the world." (The Honourable James Moore, 2013).

2.3.3.2 Increasing collaboration between the CBC and the SRC

CBC/Radio-Canada's 2011–2012 and 2012–2013 annual reports on the implementation of the *Official Languages Act* describe several collaborative, multi-platform initiatives between CBC and Radio-Canada.¹⁹⁰ The Corporation's 2012–2013 annual report¹⁹¹ and a letter that the Corporation's head of government relations sent to the Senate Committee also describe projects involving the sharing of music collections and the co-production of unifying events, such as the celebration of the public broadcaster's 75th

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anniversary in the fall of 2011 and the broadcasting of the 2014 Winter Olympic Games.¹⁹² The letter also stated:

While CBC and Radio-Canada serve different audiences, we continually look for opportunities for the two services to work together in providing programming of common interest to Canadians. When an investigate team for one network breaks an important national story, they will, where possible, also file their story in the other language for broadcast on the other network.¹⁹³

In the licensing agreement signed in 2000, the CRTC set out an expectation to encourage the CBC and the SRC to work together. The CBC therefore committed to broadcasting a minimum of **40 hours per year** of co-productions and exchanges between the English- and French-language television services, and the CRTC encouraged the CBC to maximize that collaboration. The SRC did not make any such commitment. In its spring 2013 decision, the CRTC reiterated that English- and French-language broadcasting, while sharing common aspects, operate under different conditions and may have different requirements, and it did not set out any conditions or expectations with regard to exchanges between the two networks. Table 4 shows that the Corporation almost always exceeded the expectations set out in its previous licensing agreement with regard to exchanges between the English- and French-language networks, except for in 2007–2008 and 2008–2009.

Table 4 – Exchanges Between English- and French-Language Television Services, 2000–2001 to 2012–2013

Year	Number of Hours of Co-Productions and/or Exchanges by Year	
	Broadcast on English Network (Expectation: 40 hours)	Broadcast on French Network (Expectation: 0 hours)
2000–2001	520.0	37.0
2001–2002	83.5	45.0
2002–2003	80.5	41.0
2003–2004	60.0	93.4
2004–2005	55.0	39.0
2005–2006	48.0	34.0
2006–2007	42.5	92.8
2007–2008	3.0 ^a	146.3
2008–2009	6.0 ^a	127.2
2009–2010	61.0	128.2
2010–2011	307.0	172.0
2011–2012	391.5	143.0
2012–2013	435.0	130.0

Note: a. The CBC did not meet the expectations of its licence.

Source: CBC/Radio-Canada, CRTC annual reports.

However, just because the Corporation exceeded the expectations does not mean that its performance was flawless. First, for some years, there was a significant imbalance between the number of hours of co-productions and/or exchanges between the two networks. Second, many witnesses who appeared before the Senate Committee were of the opinion that **the public broadcaster needs to do more to promote exchanges between the two networks**. That said, the general impression was that

the CBC is doing better than the SRC in this area. This is also the impression of the Corporation's former Vice-President of English Services, Richard Stursberg, who wrote in his book that efforts to present both of the country's linguistic communities to each other were made primarily by the CBC.¹⁹⁴ This could be because the CRTC set out clear expectations for the English network, but not for the French network.

Representatives from Ontario mentioned the program *Cross-Canada Checkup* as a good example of a success story.¹⁹⁵ Some witnesses pointed out that there used to be a fund for cross-cultural programming, which allowed the Corporation to increase the number of exchanges between its two networks. However, this fund has disappeared as a result of budget cuts. In a letter sent to the Senate Committee, the Corporation said that it was committed to promoting cross-cultural programming.¹⁹⁶ Despite these commitments, many witnesses still feel as though more collaboration is needed between the English and French networks.

2.4 The importance of consultation

Consultation was another dominant theme of the public hearings. The official-language minority communities do not feel as though their needs are being properly taken into account by the public broadcaster. This feeling has only grown stronger given that the Corporation has been operating in an environment of fiscal restraint for a few years now. Many witnesses called for changes to existing mechanisms and to the corporate culture. Many comments were also made about the effects that budget cuts are having on the communities.



2.4.1 Existing mechanisms fall short

Many representatives of the Canadian Francophonie pointed out that there is no formal consultation mechanism that would allow the SRC to better understand the realities and needs of francophone and Acadian communities at the national and local levels. In general, these communities do not seem satisfied with the existing mechanisms, despite the fact that they felt the Corporation's collaboration with the regional stations was fairly good. They were unhappy with the random, ad hoc way that the consultations are held.

The 2010–2011 annual report on the implementation of the *Official Languages Act* notes that regular consultations were held between the Corporation and the official-language minority communities and that many partnerships occurred both on the English and French sides.¹⁹⁷ In its 2011–2012 report, the Corporation stated:

By participating in meetings with [official-language minority communities], CBC/Radio-Canada has a better understanding of community needs, can get inspired and has opportunities to share successes and challenges. With good internal official languages governance, we ensure that information gathered during meetings with or about [the communities] become part of our decision-making process. Whatever the financial context, CBC and Radio-Canada will continue working together on projects that promote understanding, cohesion and mutual respect between Francophones and Anglophones.¹⁹⁸

Although this finding seems positive on paper, the official-language minority communities do not seem to support it. They do not feel as though their needs are reflected in the decisions made by the public broadcaster. They want to be consulted before decisions are made, not just after the fact. The President of the AFO had this to say about the recent cuts made by the public broadcaster:

When a corporation enters a community saying that they have thought of the solution and that we have nothing more to say, that is a problem. When we hear the issue of priority versus budget, if there have been consultations and we are concerned about the national mandate, perhaps priorities would be stated differently, with a view to putting priorities forward in this national relationship.¹⁹⁹

Witnesses reported that, in a case such as that of CBEF in Ontario, many problems could have been avoided had the Corporation taken the time to consult the francophone community in Windsor before deciding to eliminate the programs produced locally at the regional station. The Vice-President of S.O.S. CBEF had this to say on the topic:

... if we had been consulted before the cuts were made, perhaps you would have found some solutions.²⁰⁰

The President of S.O.S. CBEF questioned the public broadcaster's priorities, saying:

We cannot justify cutbacks on the basis of opportunity cost because I do not think it is a question of money but rather of priorities ... [W]e have had serious cutbacks here in Windsor and other investments have subsequently been made, investments in the Internet, in Espace Musique and in opening stations elsewhere in Canada. We see cutbacks on the one hand and investments on the other, and that is the basis for my comment about priorities.²⁰¹

Throughout the public hearings, the official-language minority communities continued to call for the **implementation of a formal consultation mechanism** in keeping with the obligations set out in Part VII of the *Official Languages Act*. They were of the opinion that the Corporation has a duty to consult them.²⁰² Francophone and Acadian communities want to be involved in the process. The President of the ACF said:

We should sit down to discuss it, to determine how to proceed in partnership. It is not that we want to impose our will on Radio-Canada, but we want to tell them that we really want radio and television and Radio-Canada's various services to reflect a community that is building the identity, language and culture ...²⁰³

According to the Executive Director of the FFCB, the implementation of such a consultation mechanism would promote two-way communication, generate original ideas and lead to more relevant services.²⁰⁴ A representative of anglophone communities in Quebec described how he saw the obligations set out in Part VII of the *Official Languages Act*:

CBC/Radio-Canada's Language Obligations

We would like federal government institutions to understand that they have to look at the content of their decisions, not the process of their decisions, to support the official language minority in Quebec ... [S]ections 41 and 42 must be inside their decisions ...²⁰⁵

With regard to the Corporation's consultation obligations, this same representative said:

As to CBC, why does CBC, which includes the Montreal station CBMT, not have a consultation process for the official language minorities? Rather, they have a regional process that includes Montreal along with Regina, Halifax and everybody else. They meet community leaders once a year, ask them their opinions, and that is the end of it. They do not ask what kind of programming they should be doing, what they can do to encourage film making in Montreal that shows the English community not only in Quebec but to the rest of Canada as well. Those kinds of things we do not hear.²⁰⁶

However, not all anglophone organizations share this opinion. The Executive Director of ELAN spoke about the implementation of a working group that brings together various federal institutions and anglophone communities in order to figure out how to implement section 41 of the *Official Languages Act*, among other things.²⁰⁷ However, he did not comment on how CBC/Radio-Canada is meeting its obligations in that regard. With regard to Part VII, the only comment made by the Director General of QCGN pertained to the way anglophone communities are reflected and ways of increasing the amount of content that reflects who they are.²⁰⁸

CBC/Radio-Canada continues to believe that its decisions with regard to programming and potential cuts are not subject to Part VII of the *Official Languages Act*. The Federal Court will perhaps rule on this issue in the coming months. In the meantime, the Corporation maintains that the existing consultation mechanisms, along with those proposed to the CRTC, will be sufficient to meet the official-language minority communities' needs. In order to address the concerns expressed by the communities, the Corporation made a commitment to the CRTC to hold public hearings at least once every two years in three regions: Acadia, Ontario and Western Canada.²⁰⁹

In its spring 2013 decision, the CRTC went a bit further, for the first time setting out clear licensing conditions with regard to the consultation of communities. As a result, for the next five years, the two networks must:

... hold formal consultations at least once every two years with [official-language minority communities] in each of the regions of Atlantic Canada, Ontario, Western Canada, the North and Quebec to discuss issues that affect their development and vitality. For the French-language services, the relevant regions are Atlantic Canada, Ontario, Western Canada and the North. For the English-language services the relevant region is Quebec. Consultations shall include independent producers from communities.²¹⁰

The Corporation will also be required to report on these consultations by showing how its decision-making process took into account feedback from the official-language minority communities. Most anglophone and francophone community organizations

reacted positively to this announcement. The 2012–2013 review on the implementation of the *Official Languages Act* notes that the first regional public meeting was held in Moncton in March 2013.²¹¹ The General Manager of Regional Services at Radio-Canada noted that a second meeting was held in Windsor in the fall of 2013 after new programming began in the region.²¹²

2.4.2 A corporate culture out of touch with the needs of official-language minority communities

One common opinion that stood out during the testimony was that the Corporation's existing governance structure is inadequate not only for advancing the two languages, but also for taking the needs of official-language minority communities into account. These communities want to see a **cultural shift within the entire organization**. They want to work with the Corporation to change mindsets. In other words, they want to be part of the solution.

One representative from Ontario said that it was important for the majority to hear the minority and know that they exist.²¹³ This statement was echoed by a witness from Newfoundland and Labrador, who felt that a presence on the airwaves helps increase not only the visibility but also the legitimacy of official-language minority communities.²¹⁴ Réjean Beaulieu said that he hoped the governance structure of CBC/Radio-Canada would duly recognize the linguistic minority situation and put an end to majority community control.²¹⁵ He suggested that the Corporation's administrators start becoming involved in social media to stir up the interest of francophone minority communities and to better understand their realities.²¹⁶ In his opinion, the example has to come from the top.²¹⁷ The President of the SNA recommended a bottom-up approach instead. He had this to say about Strategy 2015, entitled *Everyone, Every way*:

Although we are convinced that senior management wants to make that statement a reality, that view is not shared by the lower levels at Radio-Canada, by the hosts, researchers, directors and others who generally do not know enough about the country they are committed to serving to look beyond the professionals alongside them. In fact, it appears that all these craftspeople view Radio-Canada much more as a regional station than the national network it is supposed to be.²¹⁸

The President of the FCFA testified before the Senate Committee that she had already approached the Corporation about this and offered training to help its artists better understand the lives of francophones in minority communities:

A while ago, we talked to Radio-Canada about the idea of educating hosts, journalists and researchers, so that they can understand those communities. We even said that — if needed — we were prepared to work with them and develop that aspect of television and radio host education. However, that suggestion was not implemented ... We are convinced that, if we could provide entertainers and television personalities with an orientation session, and if we could meet with them and educate them about this issue, things would once again change tremendously.²¹⁹

The President of the SNA acknowledged that such a measure would be difficult to implement, unless there was a well-established strategy.²²⁰ The Executive Director of the AAAPNB said that CBC/Radio-Canada's corporate culture must promote greater decision-making authority in the regions, which would help improve how official-language minority communities are reflected on the national network.²²¹ She suggested to both the Senate Committee and the CRTC that the government should set aside a seat on CBC/Radio-Canada's board of directors for a representative of the Canadian francophone community.²²² The President of the AFY agreed.²²³ According to the President of the SNA, the community was represented in the past when Clarence LeBreton, an Acadian from New Brunswick, sat on the board.²²⁴ According to an AAJ representative, the Corporation must decentralize the production of its programs:

Gaining a clear understanding of a community's reality is not a complicated proposition. You have to go there; you have to be there and live there. It would be unrealistic to ask Montreal journalists, researchers and directors to understand what news affects people in Acadia. That is why Radio-Canada must create more national positions in the Atlantic provinces and decentralize production of those programs.²²⁵

It appears to be extremely important to create opportunities on the anglophone side to open a dialogue with the francophone majority. The public broadcaster is a suitable vehicle to facilitate this dialogue. The Executive Director of ELAN twice acknowledged that the French network does not seem to have an interest in advancing anglophone minority communities.²²⁶ The Director General of the QCGN agreed, adding:

[Journalists from Radio-Canada] never come to our events.²²⁷

A QELPC representative noted that there is a lack of knowledge about the communities' realities because of the existing governance structure:

The CBC has an official language minority organization, but it is entirely located in Radio-Canada because they only see official language minority issues as being French outside of Quebec. They do not have anyone in CBC, meaning the English side of the operation, dealing with Montreal in terms of being an official language minority. That is an example where there is a problem with CBC, as far as we are concerned.²²⁸

That said, several provincial organizations representing official-language minority communities had positive things to say about the quality of their relationships with producers, hosts and journalists at the regional stations. This was the case in Ontario, Alberta and Saskatchewan, among other places. However, the existence of positive relationships at some regional stations does not mean that CBC/Radio-Canada's corporate culture is in tune with the communities' needs. Overall, witnesses felt that there was still work to be done in this respect. However, the closing testimony from representatives of the Corporation and the CRTC before the Senate Committee in December 2013 provided a sense of optimism in this debate. Both witnesses recognized that over the past year progress has been made toward a better understanding of these issues.²²⁹

2.4.3 The effects of budget cuts on communities

Over the past year, a number of community organizations have reacted to the announcement of budget cuts and the phasing out of the LPIF by explaining that this could **negatively affect the development of official-language minority communities**. A number of witnesses said they expected the impact of the Corporation's decisions on regional services to be minimal.



The Senate Committee held its public hearings before the spending cuts had been made public. Nevertheless, some witnesses told the Senate Committee about some measures that could have an impact on official-language minority communities. The Executive Director of the FCCF said that simply documenting the cuts was a difficult process and that information was trickling in.²³⁰ Witnesses noted the loss of four positions at Radio-Canada Acadie, the elimination of the communications director position at Radio-Canada Saskatchewan and the potential elimination of programs produced in the regions as well as certain cultural partnerships. The ACF, which celebrated the Year of the Fransaskois in 2012, was shocked by the elimination of the communications director position.²³¹ In a follow-up email to the Senate Committee, the FCCF mentioned the situation in Saskatchewan and said that the communications director at the Winnipeg office would take over and that, according to the SRC, this type of administrative decision had already been put into practice in other provinces.²³²

The vast majority of witnesses acknowledged that the public broadcaster faces difficult choices when it comes to making budget cuts. What should the priorities be? Where can it save money? Every single one of the witnesses from official-language minority communities emphasized that it was important to be consulted before—not after—decisions are made. They said that, in the future, they want the Corporation to consult them so they can identify their priority needs. Some witnesses said they were relieved to see an effort to maintain a local presence.²³³ According to the Corporation, 89% of the total cutbacks implemented over the past four years were absorbed by the network and 11% were absorbed by the regions.²³⁴

Nevertheless, witnesses told the Senate Committee that cuts in the regions are doubly damaging. According to the Executive Director of the FCCF, the cuts affecting official-language minority communities can have a disproportionate impact:

*What does eliminating one station mean for hundreds or thousands of jobs at a macro level? When this is the only station in Saskatchewan, we feel that it makes all the difference.*²³⁵

The Executive Director of the AFO added:

*The Radio-Canada people will tell you they have only cut 11 per cent in the regions and 89 per cent in Montreal. That it is probably true, but the reason why they have not cut more in the regions is that there was nothing more to cut ... There is a necessary minimum in order to produce local programming, and when you implement cuts, there is nothing left.*²³⁶

Marie-Linda Lord, from the University of Moncton, said that budget cuts could potentially affect how francophones are reflected on the airwaves:

The budget cuts could well reduce us to this daily *Téléjournal* at 6 p.m., and that is all we will have, whereas we currently have *La Revue Acadienne*, which is a comedy program; we have a talk-show called *Luc et Luc*. So we have a diverse range of cultural offerings as well, whereas all we will wind up with is this absolutely essential news broadcast. That is the choice that has to be made if that is all that is left for us, but that is definitely not enough to reflect the cultural specificity of a francophone population in one of Canada's regions ...²³⁷

The Executive Director of the FFTNL spoke about the tangible effects these cuts could have and spoke about reduced travel budgets for reporters:

In Newfoundland, it is rare for a Radio-Canada reporter to leave the St. John's area more than once a year.²³⁸

In its spring 2013 decision, the CRTC said it was confident that the effects of eliminating the LPIF would be mitigated by the licensing conditions imposed on the Corporation, which include offering a balanced programming schedule, offering specific levels of regional programming, ensuring that official-language minority communities are reflected in news programs and fulfilling its consultation and reporting requirements:

The Commission is confident that it has put in place a series of measures that establish a regulatory framework in order to create and offer local and relevant programming to these communities. These measures will mitigate the impact of the LPIF's phase-out on [official-language minority communities]. Moreover, the Commission has imposed specific measures that will ensure the [Corporation]'s ongoing commitment to these communities.²³⁹

In short, community representatives are wondering what is in store for them in light of the recent budget cuts and the elimination of the LPIF. Many of them feel that these financial requirements should not distract the public broadcaster from its primary mission, which is to be at the heart of their development and the advancement of both official languages across the country.

2.5 Youth: a target audience

Many witnesses pointed out that young people, who represent the future, must be the focus of CBC/Radio-Canada's strategies. The Senate Committee took the initiative to invite youth representatives to testify so that the Committee could get their perspective on the Corporation's linguistic obligations. It met with young francophone and anglophone members of minority communities, francophiles, and francophones from Quebec. These witnesses had varied profiles. Some of them accessed the Corporation's content on all of its platforms, including radio and television. Others used only the newer platforms, such as the Internet and social media. The public hearings raised some interesting points.

2.5.1 Services for youth

In a study published in 2009,²⁴⁰ the Commissioner of Official Languages examined the place of French on the air, particularly with regard to youth programming. He noted that television viewership among young people was increasing, despite the emergence of new platforms that are very attractive to this target group. The Commissioner said that the production of Canadian programming for children dropped steadily between 1999 and the mid-2000s, especially in terms of original programming in French. During this period, the CRTC decided to introduce youth programming production requirements for broadcasting licences instead of credit incentives. In his opinion:

Programs aimed at children and youth are important for passing on language and culture at an early age. Francophone youth in particular need programs in which they can see themselves reflected.²⁴¹

The Commissioner recommended that the CRTC and the SRC take measures to encourage increased production and broadcasting of French programming for children and young people.

In the licence issued in 2000, it was recognized that CBC/Radio-Canada has a unique responsibility to provide programming for children (under 12) and youth (aged 12 to 17).²⁴² The CRTC set very clear licensing expectations and conditions. On the francophone side, the SRC committed to broadcasting **20 hours per week** of programming for children and youth, and **4 hours per week** of original Canadian programming for children under 12. Since its licence took effect in 2000, the SRC has nearly always met objectives (except for 2003–2004, 2006–2007 and 2012–2013) and sometimes even surpassed expectations, as Table 5 shows. However, a steady drop in the number of hours dedicated to programming for youth aged 12–17 has been noted since 2004–2005.

**Table 5 – Children and Youth Programming,
French Television, 2000–2001 to 2012–2013**

Year	Average Number of Hours – Children	Average Number of Hours – Youth	Total – Children and Youth (condition: 20 hours)	Hours – Children's Original Canadian Programming (condition: 4 hours)
2000–2001	23.0	3.0	26.0	5.0
2001–2002	19.0	3.0	22.0	4.0
2002–2003	21.0	2.0	23.0	5.0
2003–2004	16.9	3.5	20.4	1.0^a
2004–2005	17.0	6.0	23.0	4.0
2005–2006	16.8	3.2	20.0	4.1
2006–2007	21.6	2.8	24.4	2.1^a
2007–2008	22.0	2.7	24.7	4.2
2008–2009	22.9	0.7	23.6	4.1
2009–2010	26.0	1.0	27.0	4.3
2010–2011	20.0	1.0	21.0	4.0
2011–2012	21.8	0.3	22.1	4.1
2012–2013	19.7	0.3	20.0	3.1^a

Note: a. The SRC did not meet the conditions of its licence.

Source: CBC/Radio-Canada, CRTC annual reports.

CBC/Radio-Canada's Language Obligations

In its initial request filed with the CRTC at the public hearings held in the fall of 2012, the SRC asked for its youth programming requirements to be eliminated. To explain its decision, the SRC said it wanted to move toward putting this type of programming on the Internet. It then changed its mind in response to pressure from some stakeholders. At the end of the public hearings in December 2012, the SRC suggested that its requirement be decreased to **10 hours per week** for programming aimed at children under 12 and that it dedicate a total of **100 hours per year** to original Canadian children's programming.²⁴³ That cut the requirement from its 2000 licence in half.

On the English side, in its licence issued in 2000, the CBC had to broadcast at least **15 hours per week** of Canadian programming for children under 12 and **5 hours per week** of programming for youth aged 12–17. Since the licence came into force, the CBC has surpassed the objectives for children's programming but has constantly decreased the share devoted to original Canadian programming, as shown in Table 6. As to youth programming, the CBC has not met its conditions of licence over the past seven years.

**Table 6 – Children and Youth Programming,
English Television, 2000–2001 to 2012–2013**

Year	Average Number of Hours – Children (condition: 15 hours/week)		Average Number of Hours – Youth (condition: 5 hours/week)
	Original Canadian	Total	Total
2000-2001	3.5	30.4	6.0
2001-2002	3.8	32.3	6.7
2002-2003	2.6	31.5	8.5
2003-2004	3.2	31.9	6.1
2004-2005	3.1	32.3	6.2
2005-2006	1.1	30.8	5.6
2006-2007	1.35	27.0	3.0^a
2007-2008	1.6	22.0	2.69^a
2008-2009	0.6	22.81	2.69^a
2009-2010	1.3	32.2	0.7^a
2010-2011	1.3	31.8	0.24^a
2011-2012	1.0	31.4	0.55^a
2012-2013	0.76	23.8	0.38^a

Note: a. The CBC did not meet the conditions of its licence.

Source: CBC/Radio-Canada, CRTC annual reports.

As part of its licence renewal before the CRTC in the fall of 2012, the CBC committed to broadcasting **15 hours per week** of programming for children under 12.²⁴⁴ Ultimately, neither of the two networks committed to producing programming for youth aged 12 to 17.

In its spring 2013 decision, the CRTC reiterated that the Corporation was responsible for providing informative, educational and entertaining programming for Canadian children and youth. It also considered that an appropriate commitment was important. That is why, in spite of the suggestions made by the Corporation, the CRTC imposed a rather strict condition of licence requiring the networks to broadcast at least **15 hours per week** of programming aimed at children under 12 and set out an expectation of **5 hours per week** for programming aimed at youth aged 12 to 17.²⁴⁵ These

conditions apply to the two networks. Furthermore, the CRTC expects that these hours be reasonably allocated between programs for pre-school and school-aged children.²⁴⁶ The CRTC imposed new conditions of licence for the production of original Canadian programming aimed at children under 12. The conditions were set at a minimum of **100 hours per year** for the French network and a minimum of **one hour per week** for the English network.²⁴⁷

CBC/Radio-Canada did not target youth in its Strategy 2015. However, the Corporation's plan includes a commitment to "multimedia extension and integration" and a desire to increase its regional presence using a multimedia approach.²⁴⁸ The SRC's existing multimedia offering for youth consists of a youth zone on its website. The CBC is the same. The websites offer links to games, videos and television programs. Certain television programs are also rebroadcast on the website. These platforms generally target children under 12.

It is harder to find content that reflects youth aged 12–17 and meets their needs. Some youth who appeared before the Senate Committee suggested that the Corporation find ways to get individuals from this age group involved and to offer them content that reflects their realities. Testimony from a delegate of the Conseil jeunesse provincial (CJP) in Manitoba shed some light on the interests of young people in this age group:

[T]he average teenager will watch *Le Téléjournal* only if he knows that one of his friends will be appearing on television that evening.²⁴⁹

Another witness spoke about strong competition from specialty channels, which makes it more challenging to attract the youth market.²⁵⁰ The Corporation tends to use social media to reach the younger generation of people aged 18 to 34. Social media, mobile devices and the Internet were said to be essential.

2.5.2 Attracting young people's interest

The Senate Committee is aware that **young Canadians are increasingly embracing the Internet, social media and new electronic platforms**. It noted this fact in its October 2012 study on the use of Internet, new media and social media.²⁵¹



Over the past year, a number of witnesses mentioned it was important for the public broadcaster to maintain a presence where young people are: online, on tablets, on smart phones and on television and radio. It is no surprise that many witnesses said that social media, mobile devices and the Internet were essential. Young people identify with these media and use them primarily to consume their information in French, as long as the content is made by and for young people and reflects who they are. If they cannot relate to the public broadcaster's programming, they will not hesitate to seek information and entertainment from community media, anglophone media or social media. The President of the Fédération des jeunes francophones du Nouveau-Brunswick (FJFNB) summed up the situation in this way:

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Radio-Canada and every other media organization must clearly follow and adjust to the technological changes we experience every day, or else the public and especially the young people who mostly manage to adapt to those changes will find those organizations obsolete and will pay them only brief or superficial attention. Regardless of the content or quality of a story, if it is not in a familiar format or a medium already being used by Canadians, it may well fall on deaf ears.²⁵²

Other witnesses who appeared before the Senate Committee said that CBC/Radio-Canada should use the Internet and new media to attract younger generations. Florian Sauvageau said that, if the Corporation wants to ensure it has a place in the future, the Internet is the way forward.²⁵³ A CJP delegate from Manitoba said that web tools must remain accessible and free of charge in order to retain the interest of the younger generation.²⁵⁴ Provincial organizations also recognized how important it is for the Corporation to maintain an online presence and to attract the interest of young people. An organization from British Columbia felt it would be useful for the SRC to maintain contact with francophones and francophiles.²⁵⁵

Recent studies by CEFRIO²⁵⁶ and the CRTC²⁵⁷ have shown that young people are partial to new technologies but that they have not completely abandoned other platforms. The following box summarizes the key findings of these two institutions.

Youth and new technology according to the CRTC and the CEFRIO

According to CEFRIO's figures from 2012, the **Internet** is the main source of information for people between 18 and 34 years of age in Quebec. Those figures agree with the CRTC's, which show that 98% of people between 18 and 34, francophones and anglophones alike, used the Internet in 2012. From 35 years of age and up, according to CEFRIO, **television** is the main source of news and current events. In the population as a whole, the Internet is consistently increasing its position while that of television is declining. The **written press** is a bigger information source than television for those up to 24 years of age, according to CEFRIO. **Radio** remains marginal as an information source for all ages except those over 65. People keeping up with news and current events online generally visit websites such as CBC/Radio-Canada's, except for those from 18–24 years of age, who prefer **social media**.

The Corporation launched new tools, such as the web TV platform Tou.tv in partnership with about 20 broadcasters and producers. This platform offers free, on-demand French-language content to all Canadians. The Tou.tv example was cited a number of times as a key way to attract the interest of young Canadians.

Although new platforms are admittedly important to the younger audience, there does not appear to be an immediate decrease in the use of traditional platforms. A number of young Canadians said they were interested in content on the radio and television. A young francophone from Quebec summarized the challenge facing the

Corporation, saying that it must **provide better links among its different platforms**.²⁵⁸ Overall, the witnesses agreed that they are primarily attracted by the reliability, variety and quality of the Corporation's content.

The young people who testified before the Senate Committee showed a significant interest in learning about the world around them. That is why they are so attracted to social media. These tools enable them to remain in contact with the rest of the world. They felt that the Corporation was a tool to educate the public. It helps develop an interest in public affairs. It creates a sense of belonging, raises national awareness and brings together the country's communities. As a young francophone Quebecker said, the SRC was his primary connection to Canada:

To a large degree, it is what makes me feel Canadian or what makes me feel that I can be informed about what is going on elsewhere in Canada ... Radio-Canada has a very important role to play in helping us to live together, which is our situation as a bilingual and multicultural country.²⁵⁹

That said, witnesses did note some shortcomings. They suggested that the SRC find ways to get young people involved. The President of the FJFNB called on the SRC to focus more on the activities of youth organizations:

I believe that Radio-Canada and all of us would be better off if some importance were attached to the activities of community organizations, particularly those that have a youth component. Those organizations constantly work to improve social life of their community, and giving them a window where they could exhibit themselves nationally could vastly increase the scope of their projects. An economic aspect to consider here is that this national profile would also increase the return on every dollar invested in those organizations.²⁶⁰

The following box summarizes the main observations made by young witnesses regarding the issue of strengthening ties among Canadians.

Strengthening ties among Canadians
One point on which all the young witnesses agreed was how important it is for the public broadcaster to embody linguistic duality . All of the youth representatives showed an interest in learning more about the two main linguistic communities. Another finding from the testimony before the Senate Committee was that young people have a true desire to strengthen ties among the various components of the Canadian Francophonie . In their eyes, the Corporation has a key role to play in this regard.

Young francophones in Quebec said that the Corporation did not offer them enough content about their counterparts in the other provinces. One of them said that there was a vicious circle that must be broken:

I would be interested in hearing more about what goes on elsewhere in Canada ... On the one hand, it is true that the Quebec media tend to be focused on Quebec, but, on the other hand, the programming that is offered to us does not open us up very much to the rest of the country. So there is a vicious circle that must be broken ... The less people hear about the rest of Canada, the less they are interested in it.²⁶¹

One young francophone from Quebec wondered how the Corporation could contribute to the openness of the cultures and help transmit that openness, which is an important part of its mandate.²⁶² Another witness pointed out that Quebec viewers were not interested in the content on the CBC because of a lack of cultural proximity.²⁶³ A young anglophone from Quebec said that he expected the Corporation to help combat stigma and raised the idea of creating a hybrid network that would bridge both languages.²⁶⁴ One young francophile suggested that the Corporation provide bilingual programming, available on both networks, which could help eliminate tensions between anglophones and francophones.²⁶⁵ Another witnesses suggested that the Corporation create a new website:

I think it would be a huge advantage to not make everyone choose and if everyone could just have the programming presented in whatever language it was produced and not force us to choose whether I am going on Radio-Canada's website or CBC's website.²⁶⁶

A young francophone from Quebec suggested that the Corporation create an English version of Tou.tv so that people would have access to series produced in the other language.²⁶⁷ Many witnesses said that these measures would create interest among young Canadians and would encourage them to be open to the two cultures.

One clear message that came out of the testimony from youth representatives was that **part of the solution is to offer young people local programming that reflects them** and, of course, is on platforms that reach them. That is how a young francophone from Quebec described the role of the public broadcaster:

What must enable Radio-Canada to stand out, what has helped establish its name, is the production of local television series involving local actors and its focus on quality.²⁶⁸

A CJP delegate said the following about teenagers:

It is even more important to have local programming targeting young people of that age ... So I believe that programming has to be targeted at those teenagers, that it should be done in a regional French and that it should be made available on the Internet.²⁶⁹

The President of the FJFNB agreed, noting that young people will be able to relate to content produced by and for them:

If young people take part in the development of a project, they will adopt its results as their own.²⁷⁰

He went on to say that once young people are involved, they will be exposed to the francophone community and will seek out more content in French.²⁷¹ This point was also raised in the Corporation's most recent consultations in Windsor, where representatives of the francophone community expressed keen interest in retaining the next generation.²⁷²

Since cultural references vary from region to region within the country, it is even more important that the content reflect the realities of young people, according to a representative from the CJP, so that they do not feel alienated by the kind of programming they are offered.²⁷³ The President of the CYF said the following, with respect to the importance of Canadian content on television:

However, the main thing that attracts me to any show I do watch is definitely the Canadian content. I love to see the things that relate to me, the places I have been, the experiences that I have had and the people that I have talked to. I like to see that represented in the show that I am watching and the shows that I do watch.²⁷⁴

Most youth representatives felt the same way and suggested that the Corporation **engage young people in different ways**: in the decision-making process, in the production and filming of programs and even in public debates. Based on their own interests, they said that they would like the Corporation to be more involved in producing programs related to sports, entertainment and fiction. One young QCGN delegate said:

If Canada wants to hear more about what youth are thinking and experiencing at this time, we need to get youth involved in the programming.²⁷⁵

On this point, the 2012–2013 review on the implementation of the *Official Languages Act* notes that the Corporation's President and CEO took part in a roundtable discussion with students from across Canada in February 2013 to better understand when, how and why young people were attracted to its services.²⁷⁶ However, testimony before the Senate Committee showed that young people want more than a one-off meeting. Just like official-language minority communities, Canadian youth representatives want the public broadcaster to consult them and to focus more on their needs.

2.6 The place of artists

CBC/Radio-Canada's entertainment mandate is set out in black and white in the *Broadcasting Act*. The Corporation must "actively contribute to the flow and exchange of cultural expression."²⁷⁷ It is therefore an ideal platform for artists working in official-language minority communities. However, according to some witnesses, the Corporation is not fulfilling its mandate to contribute to the exchange of cultural expression. In general, witnesses agreed that **the Corporation's primary role is to develop, broadcast and promote the many artistic talents in the country**.

2.6.1 Franco-Canadian artists

The public broadcaster's role in broadcasting and promoting francophone arts and culture came up a number of times during the Senate Committee's public hearings. Having local artists on the screen or on the radio has helped provide a French

environment to many francophone and Acadian communities, maintain a sense of belonging and develop francophone identity and pride. Furthermore, partnerships with independent producers working in these communities help create jobs, promote a regional focus and produce content to which minority communities can relate. The topic of regions being reflected in francophone arts and culture came up once again in witness testimony:

We think it seems necessary for the cultural development of our communities that francophones throughout Canada see themselves on the small screen, in documentaries that demystify the issues specific to Canadian francophonie and in television series that focus on the talents in our communities or on local news that strongly reflect our communities.²⁷⁸

The Executive Director of the AAAPNB said that the public broadcaster represents a mirror and a window: it reflects who we are and inspires us to think about what is going on elsewhere in the country.²⁷⁹ Many artists, whether in Acadia or Saskatchewan, have received support from the SRC during their careers.²⁸⁰

The regional stations are perceived as necessary partners, but some witnesses said that they wanted the Corporation to make more of an effort to reflect franco-Canadian artists on the national network. The President of the AFY said that she wanted the SRC to keep its commitments to broadcast more artistic and cultural content on the national network.²⁸¹

Groups representing franco-Canadian arts and culture said they were concerned that the artistic talents and cultural issues of francophone minority communities were not adequately reflected. In their testimony, the President of the ACO and a representative from the AAAPNB supported this viewpoint and admitted that there was room for improvement.²⁸² The Executive Director of the CCF even mentioned that the SRC was moving away from entertainment programming. She was critical of some recent cuts made in Saskatchewan and pointed out that this has negative effects on official-language minority communities.²⁸³

In its spring 2013 decision, the CRTC acknowledged that the SRC plays a central role in showcasing and supporting Canadian culture in all its forms, but was not specific about how it wants franco-Canadian arts and culture to be reflected. The only condition of licence it imposed concerned the broadcasting of specific Canadian award shows that celebrate Canadian creative talent.²⁸⁴

The President of the FCCF described the SRC's support of independent producers in francophone minority communities, saying:

The partnerships with independent producers are also beneficial to the development of the entire franco-Canadian cultural industry, and particularly to the development of television production. Moreover, let us note that these partnerships encourage us to keep artists and cultural workers in our communities and prevent the exodus of talent to the large centres, an issue that is particularly problematic in the Canadian francophone community.²⁸⁵

The Executive Director of the Alliance des producteurs francophones du Canada (APFC) suggested that the Corporation could expand access to local production on a larger scale:

Some very good things are being done, but we would like to have a higher profile, and I can only regret that what is being done in Ontario is not being seen in Moncton and that what is being done in Moncton is not being seen in British Columbia and that none of that is being seen in Montreal. I cannot believe Quebecers are not interested in seeing productions that are being done in Vancouver, Winnipeg or Ottawa.²⁸⁶

The General Manager of Regional Services at Radio-Canada spoke about the SRC's approach to independent production. She said:

We have also developed a strategy with our independent producers to ensure that each of our independent production activities is rooted in the region and reflects regional realities. These productions are broadcast during prime time in the regions, but also across the country, on television, on Première Chaîne, at various times or during various periods ... Independent production outside Quebec is definitely an investment and a need for us.²⁸⁷

That said, local independent production is expensive and the Corporation does not necessarily have sufficient funds to provide the support that it should. Some organizations noted that the elimination of the LPIF could have a negative impact on the development of arts and culture in francophone minority communities and on some partnerships. That is the case in Saskatchewan, where long-term partnerships for broadcasting certain performances and a musical gala are in jeopardy. In Ontario, arts and cultural organizations expressed concerns based on fears rather than on actual effects. As a result, several witnesses suggested that a replacement fund be created to help the Corporation reach its objectives, specifically with respect to local production.

An AAJ representative said that new technologies could help lower production costs. He gave the example of *Bande à part*, a radio show that is now broadcast in Montreal, but was originally created in a region—in Moncton, to be exact. He said:

It is one example of national content that can be produced outside Quebec. So it is possible. As for the excuse that programs are costly or difficult, if it was possible to do that in the 1990s with the technical resources available at the time, it is just as possible, if not more so, in 2012.²⁸⁸

In its May 2013 decision, the CRTC imposed several conditions of licence on independent production in minority communities and established a reporting requirement in this regard. Nevertheless, the APCF reacted poorly to this announcement, since the conditions of licence integrate the regions of Quebec (excluding Montreal) and the other regions of the country, which could equal a net loss of about 50% for francophone producers outside Quebec.²⁸⁹

2.6.2 Anglo-Quebec artists

In anglophone communities in Quebec, there is also a real desire to promote anglophone culture and local artists. The public broadcaster has an important role to play in reflecting the arts and culture of anglophones. The Executive Director of ELAN spoke to the Senate Committee and compared the role of the public broadcaster to that of commercial radio:

[The Corporation] has a mandate to speak to Canadians about Canadian interests, which certainly includes Canadian culture and Canadian music ... The primary purpose of CBC Radio is not to compete but to serve, and it is doing a fine job in this domain. The new online service is one of the best places to discover Canadian music and musicians.²⁹⁰

The Executive Director of ELAN then spoke about the importance of promoting anglophone artists in all media and on all platforms.²⁹¹ To promote anglophone arts and culture, the Corporation must commit to producing cultural programming that reflects anglophones in Quebec. The Executive Director of ELAN noted that, other than a few specials produced in the summer, the CBC produced practically no local programming.²⁹² A QELPC representative agreed and spoke about some obstacles—particularly financial ones—facing English-language producers in Quebec:

English-language production faces a more challenging financing environment with the 10 per cent lower provincial tax credit than French language production. There is also a SODEC cap on investment funding of English production.²⁹³

The problems associated with English-language production have been raised regularly with the CRTC. A QELPC representative appearing before the Senate Committee claimed that the Corporation had spent about 12% of its total independent production budget on English Quebec programming.²⁹⁴ He said that this was more than what private broadcasters were able to offer.²⁹⁵ As a result of the new conditions of licence imposed by the CRTC, the CBC will now have to fulfill specific programming requirements for independent Quebec production. It will have to dedicate 10% of its annual budget to this programming and will have to report on this requirement. Anglophone organizations reacted positively to this announcement.

Furthermore, anglophone communities want to use their artists to connect with the francophone majority in Quebec. The Internet and social media are seen as good tools to achieve this. A young anglophone representative from the QCGN said that the Corporation should promote Quebec-based anglophone artists on both the English and French networks.²⁹⁶ He told the Senate Committee that the CBC and the SRC should make more room for emerging artists, including hip hop artists.

In short, a number of witnesses, from both francophone and anglophone minority communities, spoke about the very important role the Corporation plays in broadcasting and promoting arts and culture. They want the Corporation to maintain its commitments in this sector with respect to promoting artists and independent producers as well as broadcasting artistic and cultural events.

2.7 Increased use of new platforms

The use of new technologies is on the rise, and so CBC/Radio-Canada, like all other players in the broadcasting industry, must ensure that the services it offers respond to its audience's needs and expectations. The focus on traditional and new platforms was the subject of a number of debates during the public hearings. This new reality comes on top of new regulatory requirements, such as the transition from analog to digital.

2.7.1 From analog to digital

The CRTC established that analog television signals would no longer be transmitted in certain markets as of 31 August 2011. Broadcast licence holders in these regions are authorized to broadcast only digital signals over-the-air. Applications were filed with the CRTC to make technical changes to CBC/Radio-Canada transmitters in some locations to allow for analog broadcasting until 31 August 2012. The CRTC approved these applications in August 2011.²⁹⁷ A CRTC representative explained the reason for the deadline to the Senate Committee:

[T]he CBC operates the largest numbers of transmitters in the country: 66 in mandatory markets and 413 in non-mandatory markets. Among these transmitters, there are 22 that rebroadcast the signals of local CBC stations into other communities. Those communities are considered mandatory markets but the CBC has no plans to replace the current transmitters with digital transmitters. In granting this extension, the commission ensured that [official-language minority communities] in certain markets will not lose access to the signals of television stations in the language of their choice. The CRTC plans to review the CBC's long-term plans for over-the-air analog transmitters before August 31, 2012.²⁹⁸

Before the transition to digital, 99% of Canadian households could receive the broadcaster's signal free of charge over-the-air. To view content, households must now either have a television with a built-in digital television tuner, purchase a digital converter, subscribe to cable or satellite, or use the Internet.

CBC/Radio-Canada adopted a plan for the transition to digital. The Corporation estimated that 95% of Canadian households subscribed to cable or satellite²⁹⁹ and fewer than 2% of households were affected by the shutdown of its analog system.³⁰⁰ The digital over-the-air signal is now available only in certain designated regions.³⁰¹ As a result of budget cuts, the Corporation decided to shut down some analog transmitters across the country.³⁰² It stated that this decision would not have any effect on local programming or on its commitments to the regions.³⁰³ However, it was not able to say how many communities were affected by these changes. The testimony showed that this transition may have an effect on official-language minority communities, and that those in remote regions may be doubly impacted.

The President of the FCCF told the Senate Committee about the effects the transition from analog to digital has had on communities and mentioned the case of the Association franco-culturelle de Yellowknife, which is responsible for a digital antenna that broadcasts the SRC signal:



A new antenna is needed to meet the new digital standards imposed by the CRTC. This small association has neither the technical nor the financial wherewithal to install the antenna. Radio-Canada's plan for budget cuts means that the move to digital antennas will be slow. Since it is in a remote area and since the francophone market is small, Radio-Canada is slow to provide concrete support to the Yellowknife association.³⁰⁴

The President of the FCCF also spoke about how the effects of digitization on arts and culture are being felt at points on the cultural continuum.³⁰⁵ The ACF mentioned that this had an effect on the broadcasting of SRC services in Saskatchewan, by both cable companies and satellite service companies.³⁰⁶ The organization described the situation in its memo to the Senate Committee, which reads:

When analog transmitters were shut down in July 2012, Access Communications customers lost reception for the regional Radio-Canada station. Prior to the shutdown of these transmitters, Access Communications was rebroadcasting the nearest Radio-Canada analog signal. When the analog transmitters ceased operation, this signal was replaced by a signal from Regina because nothing more local was available. We are working to remedy the situation with the cable company. Although this situation is out of the CBC/Radio-Canada's control, we wanted to tell you about it because the situation continues to be a problem for consumers.³⁰⁷

The FCFA emphasized good practices. In its memo to the CRTC, the organization gave the example of **Shaw Direct**, which offers people who watched television over-the-air a free package including only local channels. The FCFA had a lot of good things to say about this initiative.³⁰⁸ In its May 2013 decision, the CRTC decided not to set requirements for the installation of new digital transmitters or to continue with the use of analog transmitters. Instead, it suggested that official-language minority communities use the program implemented by Shaw Direct:

In this regard, the Commission notes that Canadians affected by the shutdown of the CBC's transmitters, including those living in [official-language minority communities], are potentially eligible for Shaw Direct's Local Television Satellite Solution assistance program, for which the Commission recently extended the sign-up period until 30 November 2013.³⁰⁹

2.7.2 Traditional platforms

The Corporation must offer radio and television services. The 1991 *Broadcasting Act* mentions only those two services and says nothing about the role of new technologies. At the Senate Committee's public hearings, witnesses raised some specific cases in which the signal is not available, and highlighted the unique role cable providers have with respect to mandatory carriage.



2.7.2.1 Specific cases in which the signal is not available

Witnesses reported examples of communities in which the SRC signal is still not available. This is the case in Fort Smith, Hay River and Inuvik in the Northwest

Territories. In Alberta, this is the case in Jasper National Park. The President of the FCFA alluded to this situation when she appeared before the Senate Committee in the spring of 2012. She said:

[T]he signal from Radio-Canada in Edmonton does not reach Jasper National Park. This is an irritant for the community, which has made several representations to Radio-Canada about the matter over the years. It is important to point out that, though Radio-Canada has no signal there, CBC does.³¹⁰

The President of the ACFA broached this issue with the Senate Committee and called on the CRTC to address the situation. She pointed out that some of the decisions made by the public broadcaster did not make sense and that this caused frustration within a thriving franco-Albertan community:

In 2007, the frustration became acute when one of the biggest cultural gatherings of the francophone community in Alberta, the Fête franco-albertaine, was held in Jasper. As usual, Radio-Canada Alberta was a major partner for the event and Radio-Canada's French-language radio service was present on site to broadcast programming. Ironically, festival goers and local people who may have been interested were unable to listen to the local programming presented. Topographic density has been cited as a reason why the radio waves cannot be received in Jasper, and yet the CBC's English radio broadcasts can be heard there. It should be noted that Jasper is located within a national park, Jasper National Park, which has to offer services in both official languages and which is visited by about two million people every year. In addition, Jasper has a francophone school and a French immersion school. In May 2011, the Government of Alberta even announced that a new francophone school would be built in Jasper in order to better meet the needs of this growing community. This demonstrates the francophone vitality.³¹¹

Similar to the situation in Jasper, SRC radio airwaves do not reach Truro, Nova Scotia. In both cases, the Corporation explains that it is the location of these communities that poses a problem, since they are in a geographic depression and the radio waves cannot reach them. However, the Acadian community of Truro is thriving as well. The Executive Director of the FANE said:

It is important to note that Truro has had its school since 1997. It has grown from 10 students to over 250. That leads to mobilization in the francophone community, but it is still impossible to receive Radio-Canada in Truro.³¹²

In British Columbia, the SRC signal is not available in some areas, such as Nelson and the northern part of Vancouver Island. This was another instance in which witnesses noted the imbalance between the vitality of the francophone community and the offering of French-language services. The Executive Director of the FFCB described the situation as follows:

British Columbia has the Nelson area, which is quite mountainous, and that is Radio-Canada's explanation for the broadcasting problems. There is also the northern region of Vancouver Island, around Campbell River and Comox; in the Comox and Campbell River region, there is a very strong francophone community. There is also a military base in Comox and another one in Victoria. So we are talking about a large francophone population in that area. Nelson is also a very strong francophone centre in the Kootenay region of British Columbia ... I personally do not think that it is just a question of percentage; we want to be able to reach the entire francophone population.³¹³

Although the CRTC's recent decision did not address these issues as a whole, it showed that the CRTC has been listening to concerns about the lack of signal for the Première chaîne in Jasper National Park. The CRTC expects the SRC to address this problem—and even solve it—through its consultation process with official-language minority communities.³¹⁴ Speaking to this issue directly before the Senate Committee, the Executive Vice-President of the SRC said:

Jasper is one place where we would like to be able to install a transmitter, but for the reasons I have just explained, other priorities come up on a regular basis, and the transmitter cannot be provided because of the density of the population there and the cost. It is a real and unfortunate situation, but one that exists.³¹⁵

Asked about the lack of equivalent English and French services in this region, the witnesses acknowledged that it was a reality but that it did not violate the *Broadcasting Act*, which stipulates that the Corporation's programming must "be made available throughout Canada by the most appropriate and efficient means and as resources become available for the purpose."³¹⁶ Speaking about the lack of services in some regions, he added:

We are always striving to improve; that is what we do. We are at about 98%. But the remaining 2% includes communities of 150 or 200 French-speaking people in a region that is extremely difficult to reach. Considerable efforts are undertaken to ensure that we maintain and improve the situation.³¹⁷

2.7.2.2 The role of cable companies and mandatory distribution

Pursuant to existing laws and regulations, broadcasting distribution undertakings (BDUs) and direct-to-home (DTH) services are required to make CBC and SRC signals available as part of basic service in both the English and French markets. While DTH services transmit a single signal across the country, cable companies can distribute a specific signal for each market served. The requirements for distributing signals vary from one company to the next, and this means that the local SRC or CBC signal is not available in certain provinces.

The CRTC told the Senate Committee that it had made changes to its satellite distribution policy to require broadcasters to distribute certain services, including those provided by CBC/Radio-Canada.³¹⁸ In their licence renewal in the fall of 2012, Shaw Direct³¹⁹ and Bell TV³²⁰ had conditions imposed on them regarding the distribution of stations broadcasting local programming. These conditions continue those announced in the 2011 DTH Satellite Distribution Policy³²¹ and address the phasing out of the LPIF.

Some witnesses told the Senate Committee that they were concerned about the role of cable companies in the mandatory distribution of CBC/Radio-Canada signals. The President of the ACF described a problem related to the transition from analog to digital:

The problem is not only with the cable company; we also have a problem with Shaw. They do not necessarily provide their subscribers with the Saskatchewan signal. Bell does so at the moment, but Shaw does not always do it, sometimes not at all. Some cable companies cannot do it, or it would cost them a lot of money to do so because they have equipment that is a little outdated. So we are in a transition period on the matter because the discontinuing of the analogue signal happened very quickly.³²²

In its memo to the Senate Committee, the organization attributed the problems experienced by subscribers to the lack of promotion of services and the lack of information available to subscribers when changes are made to their service.³²³

In its 2012–2013 review of the implementation of the *Official Languages Act*, the Corporation noted the following:

After years of representation before the CRTC, signal distribution for our regional TV stations via satellite distributors Bell TV and Shaw Direct was nearly finalized at the end of March 2013, with regard to Radio-Canada stations that serve [official-language minority communities]. The only exception was CBLFT Toronto, which should be fully distributed by June 30, 2013.³²⁴

2.7.3 New platforms

Broadcasting in digital media, which the CRTC referred to in its testimony, is a growing trend that is changing the habits of consumers. The **challenges of a multi-platform approach** affect all Canadian media and broadcasters, including CBC/Radio-Canada.

In recent years, the Corporation has increased its online presence by leaps and bounds. It uses new platforms to broadcast and rebroadcast audio and video content. This means that regional content can be viewed again online, on demand, and is accessible to all Canadians.³²⁵

In its Strategy 2015, the Corporation predicted that it would double its level of **digital investment**, extend its leadership in **Canadian digital spaces** and strengthen its **multi-platform offering**.³²⁶ The online platform **Tou.tv** came up often during the public hearings, especially among youth. The General Manager of Regional Services at Radio-Canada spoke about this initiative and said that it ensured a strong presence for francophones in the digital landscape by showcasing original French-language content that is rich and relevant.³²⁷ She emphasized that the content has a national scope:

For us, the ability to broadcast regional programs on Tou.tv as well definitely increases the outreach of certain solely regional programs that have been produced for a regional audience and that are now available not only for a national audience, but, beyond that, to all potential subscribers.³²⁸



CBC/Radio-Canada's Language Obligations

The Corporation also developed **mobile applications** and increased its presence on social media. The General Manager of Regional Services at Radio-Canada said the following with respect to the use of **social media**:

Most of our programs have a Facebook account and use Twitter and social media, not just to encourage conversation, debate, the exchange of opinions and a diversity of voices on all sorts of topics, but also to reach people who potentially would not know that Radio-Canada is there or that certain programs or certain types of content are available.³²⁹

In its Strategy 2015, CBC/Radio-Canada planned to increase its presence in underserved markets, in particular by launching **regional digital services**, also known as hyper-local or location-based websites, which make it possible to read local news, find out what activities are going on near a given location and discuss regional hot topics. In November 2011, a digital station was launched in Hamilton, Ontario. The SRC launched regional digital services on Montreal's South Shore and North Shore. Witnesses criticized the fact that official-language minority communities were not adequately reflected in these new multi-platform approaches. The President of the FCFA commented on the French network initiative:



The intent is commendable ... But there is still only one site for all of Acadia, a region that extends over four provinces. We have to wonder about the corporation's definition of "hyper-local" and "regional coverage".³³⁰

The President of the AFY recognized the SRC's efforts to make information on the Yukon accessible online and mentioned the success of "Zone Yukon," a new website that gives Yukon residents direct access to files, reports and interviews that talk about the realities of their region.³³¹ On the English side, the CBC is expected to soon offer a separate website for programs produced in Quebec.³³² The production of content that reflects the identity and reality of anglophones in Quebec is a priority for some of the organizations that represent them.³³³

CBC/Radio-Canada's Executive Vice-President of French Services told the Senate Committee that its multi-platform approach and regional web strategy have met with growing success. At the time of his appearance in December 2013, he reported that 30% to 40% of the Corporation's website traffic was the result of regional content.³³⁴

The General Manager of Regional Services at Radio-Canada acknowledged that young people are not the only ones who use the new platforms, but said that **the Corporation has to be where the users are**.³³⁵ Many people consider the new platforms to be essential. Florian Sauvageau even spoke in favour of overhauling the *Broadcasting Act*:

I would suggest harmonizing technological and demographic issues by observing what young people are doing when they use media and thinking of something for the future ... Radio-Canada should be considered with the generations that will live with Radio-Canada in mind ... Most often, those who are examining Radio-Canada are of your or my age, and our thoughts are somewhat tinged with nostalgia. We remember the golden years of television, the things we liked

on television. But that is not how Radio-Canada's future should be thought about. That was the past. The broadcaster should be considered with an eye to the future ... The *Broadcasting Act* dates back to 1991. It is 21 years old, and the world has changed a great deal in 21 years. So a focus group should be created and given the time to make suggestions for a new piece of legislation to be debated in Parliament.³³⁶

The Executive Director of the AAAPNB saw the Internet as an opportunity to improve how official-language minority communities are reflected on the national network:

[B]ased on the example of the Internet, we can now view the network in a different way. The interconnection among poles, regions, transmitters and stations and the information and content produced should flow more among the regions without having to pass through a centre that determines the importance of the information and switches content.³³⁷

Some witnesses acknowledged that the new platforms are important, but that the Corporation must not neglect its obligations when it comes to the traditional platforms. The Vice President of S.O.S. CBEF said the following:

I am talking about our young people who listen to our radio. We want them to listen to our radio. How do we attract young people who are always on their iPods and iPads, under the influence of the latest technology? Stop telling me that digital platforms are the future. Digital platforms are an influence, but there is still room for radio.³³⁸

The Executive Director of the CCF pointed out that social media is just one part of how the public broadcaster can fulfill its mandate. She said:

Where the danger lies is in focusing too much on playing catch-up with social media, to the detriment of the Radio-Canada brand.³³⁹

The President of the AFY spoke to the Senate Committee about the high illiteracy rate in official-language minority communities, saying:

Illiterate Canadians often try to avoid situations where they have to read and, when they do manage to decode a sentence, they do not necessarily grasp the meaning. Even though the Web is full of video and audio resources, you have to be able to read and write in order to take advantage of them.³⁴⁰

A number of witnesses said that CBC/Radio-Canada has a lot of responsibility for producing and promoting online content in French. In their eyes, this responsibility arises from its obligations under Part VII of the *Official Languages Act*. The SRC is the only institution able to provide a daily French presence in all households across Canada. Many witnesses believe that the SRC should be more active and take advantage of the potential of new platforms.

The President of the AFO pointed out that Web 2.0 poses some huge challenges for minority communities and that the presence of francophone minority communities on the Web is seriously lacking. He also pointed out that the Corporation has an important role to play in creating content that will reach the younger generations.³⁴¹ As a big user

of the new platforms, Réjean Beaulieu spoke at length about the important role the public broadcaster has in ensuring that language and culture survive in minority communities, especially when new technologies and Web 2.0 are becoming increasingly prevalent. He criticized the lack of bloggers from francophone minority communities on the SRC's website.³⁴² He also criticized the lack of a digital strategy geared toward official-language minority communities.³⁴³

The Executive Director of the FFTNL suggested that the Corporation should make an effort to digitize existing content. He suggested making the content available on a larger scale:

Unfortunately, all that treasure that was gathered on the past, the heritage, of francophones in Newfoundland and Labrador is now gathering dust in cupboards ... It would take very little to digitize it and make it available on the Internet for everyone to see ... We want it to be on their site, available to everyone and to all our communities. There are people who would recognize themselves in it. It really is a pity that Radio-Canada is not doing this work.³⁴⁴

Recent research has shown that information shared on a platform rarely changes. Instead, it is the type of medium that changes, as was shown in studies by CEFRIO³⁴⁵ and the CRTC.³⁴⁶ Some of the findings from these studies are provided below.

Internet, television, radio, written press: which one?

Digital media can be broadcast in two ways: content already available on television, radio or in the written press can be broadcast on new platforms or new interactive services can be offered that give consumers choice and control. "Social" television that provides an interactive dimension through mobile applications or social media is a new trend that affects all broadcasters, including CBC/Radio-Canada. But is content broadcast online much different from that on traditional platforms? Most of the time, no. As CEFRIO stated in a study published in 2012, "it is not so much the attractiveness of the source that changes, but the support."
(NETend@nces, 2012, p. 14 [TRANSLATION]).

In some regions, however, it is more the lack of access to the Internet than the lack of attractiveness of new platforms that explains the population's lower level of consumption. Offer of services, interest in new platforms and obstacles to Internet access are issues that must be considered as a whole.

2.7.3.1 Specific cases of Nunavut and the Yukon

Witnesses from Ontario, Newfoundland and Labrador, the Yukon and Nunavut pointed out that since **access to the Internet is not guaranteed everywhere**, there are limits to using these new platforms to meet the needs of francophone minority communities. In its study on the Internet and social media, the Senate Committee pointed out that certain regions have limited access to broadband Internet.³⁴⁷

Witnesses from Nunavut and the Yukon gave particularly compelling testimony. An AFN representative said the following about Internet use:

So that is an obstacle, but the Web is certainly a very good way to broadcast French content. However, the technical side of the Internet may currently be impeding Web usage.³⁴⁸

The **high cost of Internet subscriptions** is another factor that can limit access to online information in French in this territory. This point was also raised by an organization from the Yukon.³⁴⁹ The Vice-Chair of the Board of Directors of the AFN spoke about this point in detail during her testimony. She said:

As to the programs on Radio-Canada's website, meaning web series and other products on Tou.tv, the major access problem in Nunavut is the Internet service. When it is possible, downloading a program takes a very long time and you can quickly reach the monthly download limits of expensive Internet plans.³⁵⁰

The **system's lack of stability** and **differences in navigation speeds** based on temperature and time of day are additional factors to consider:

The system's stability varies depending on whether it is windy, whether it is snowing or raining, if you see what I mean. That is one of the problems stemming from the Internet signal. It is a hot issue. Basic Web browsing is fine, but problems arise as soon as programs or content need to be downloaded. That has to be done overnight. There are also other ways to get around the slow connection, depending on the Internet plan.³⁵¹

When representatives from the AFY appeared before the Senate Committee, it became clear why it is difficult for people in the Yukon to use new technologies. There were a number of glitches while these representatives were testifying via videoconference because the technological tools were unreliable.

2.8 Reporting challenges

During the Senate Committee's public hearings, reporting challenges were not brought up as often as the other issues mentioned previously. Nevertheless, some witnesses pointed out that it is difficult for them to assess the performance of the public broadcaster in terms of official languages. That likely has to do with the fact that assessment is done on a case-by-case basis and the criteria are poorly defined. In its spring 2013 decision, the CRTC made reporting a requirement that the Corporation will have to take into account over the next five years.



2.8.1 The public broadcaster's performance regarding respect for language obligations: a case-by-case assessment

Although CBC/Radio-Canada noted some progress in its report on the implementation of the *Official Languages Act*, the public hearings showed that the public broadcaster's performance with respect to the needs of official-language minority communities is often assessed on a case-by-case basis and depends on perceptions—correct or not—about the programming offered to communities.

A number of organizations called for precise data on the Corporation's performance with respect to francophone and Acadian communities. They would like to see data on the degree of investment in local and independent francophone production, the percentage of regional content in national programming and the broadcasting of French-language productions outside Quebec during prime time. Witnesses also called for better reporting on the Corporation's use of the Web and social media.³⁵² In its May 2013 decision, the CRTC considered that it was not appropriate to impose specific requirements on the Corporation for reporting on digital media.³⁵³

As previously mentioned, anglophone communities in Quebec would like to see the Corporation's anglophone network invest more in English-language production. Representatives from these communities emphasized the difficulties associated with getting data on this topic. Since there are some reporting shortcomings, it is difficult to identify the number of hours and amounts dedicated to independent production outside major centres, as explained by a QELPC representative:

One is that a lot of statistical data for English Quebec is confidential, and therefore, we cannot access it ... We cannot get from the CRTC certain statistics about English-language television broadcasting in Quebec because they feel it would jeopardize the commercial confidentiality. Therefore, our numbers are combined with French production and French broadcasting in Quebec. We cannot get a linguistic breakdown. That is one example of the kind of problem we have.³⁵⁴

That same representative went on to say that the reporting problems were the reason why public hearings on the public broadcaster's licence renewal were delayed.³⁵⁵

Some people criticized the claims made in the Corporation's annual report regarding its ability to strengthen the Canadian nation and reflect the country. According to Florian Sauvageau:

Those are all public relations documents, which state what you want to hear, what senators and members want to hear.³⁵⁶

Former Senator Pierre De Bané also criticized the Corporation's reporting process.³⁵⁷ Before leaving the Senate, he introduced a bill to "grant to the government and to Parliament the power to require the Canadian Broadcasting Corporation to undertake certain actions for the implementation of the Broadcasting Policy for Canada."³⁵⁸ The bill would have made CBC/Radio-Canada accountable for its decisions. It would have authorized Parliament to issue a written directive to the Corporation in order to address certain subjects: (1) the Corporation's image and branding; (2) coverage of news from across the country; (3) coverage of all aspects of the Canadian reality, in both English and French; (4) increased cooperation between the English-language and French-language networks; and (5) support for researchers in journalism and communications. The bill died on the *Order Paper* following the prorogation of Parliament.

When appearing before the CRTC, the communities asked that the public broadcaster's **reporting process** be **open** and **transparent** and that it consider **whether the Corporation has achieved results in terms of respect for official languages**. In its final reply to the CRTC in December 2012, the Corporation committed to improving

its reporting practices. In its May 2013 decision, the CRTC agreed to this request and imposed various reporting requirements:

- An annual report on programs of national interest broadcast in prime time, specifying the program category, language, origin, region and whether the production comes from an official-language minority community.
- An annual report on programs broadcast on the network other than programs of national interest, produced in official-language minority communities and/or offering reflection of those communities.
- An annual report with information on local programming that reflects official-language minority communities.
- An annual report on the results of surveys on the perception of official-language minority communities on how the Corporation's television and radio services reflect them.
- An annual report on consultations with official-language minority communities that demonstrates how feedback from these consultations was taken into consideration in the Corporation's decision-making process.

It will take some time to determine whether these strengthened reporting obligations meet the expectations raised during the Senate Committee's public hearings.

2.8.2 Criteria to be used

Many witnesses said that criteria such as **profitability**, **ratings** and **market share** are not in line with the **public broadcaster's mission** and do not **take the needs of official-language minority communities into account**. Instead, they reflect the reality of private broadcasters, which have no interest in serving francophones in minority communities if there are no revenues to be made. The President of the SNA summed up the situation as follows:

If it had to broadcast only where advertising revenues and ratings warranted, there would not be a lot of radio signals, television airwaves or Web coverage outside the golden triangle of Montreal-Ottawa-Toronto.³⁵⁹

The President of the FCFA echoed those comments and gave the example of local programming:

Market forces alone are not enough to express our voice or deliver local news and programming to francophones.³⁶⁰

The Director General of the APFC said that these criteria contribute to the Montrealization of the airwaves.³⁶¹ The Executive Director of FANE urged the Senate Committee to convince the Corporation that it should not simply take these criteria into account because its mandate requires it to ensure that official-language minority communities have a presence on the airwaves.³⁶² On the contrary, Florian Sauvageau said that these criteria are essential and that the French network should be viewed against the backdrop of Quebec media as a whole.³⁶³ The Corporation is dealing with

conflicting pressures. It is facing budget restrictions, so it must make difficult choices. However, its mandate is not changing.

During the public hearings, official-language minority communities said that they were prepared to help the public broadcaster identify the priorities that are consistent with its role regarding their development and vitality. Overall, the witnesses demanded that the Corporation better satisfy the conditions set out in the *Broadcasting Act*. They said they hope that the CRTC will set clear conditions when the next licences are awarded to the Corporation and that it will demand results. Florian Sauvageau spoke about the public broadcaster's funding problems and the resulting impact on programming. He said:

One of the major problems with CBC/ Radio-Canada's television is too much importance being placed on advertising revenues, as that influences the programming.³⁶⁴

Based on the testimony heard, it appears that strictly quantitative criteria are not sufficient to adequately assess the public broadcaster's performance regarding official-language minority communities. Some witnesses were in favour of using qualitative criteria to enable the CRTC to assess whether a broadcaster is meeting its conditions of licence. The participation of communities in this process was deemed to be absolutely essential. Therefore, the CRTC's new requirement regarding annual surveys on how those communities perceive how they are reflected on CBC/Radio-Canada airwaves can only be seen as a positive.

2.9 Other media

Last but not least, one final issue raised during the public hearings was CBC/Radio-Canada's role with respect to other players in the broadcasting system. The current broadcasting system has three components: public, private and community. Since there are some shortcomings in terms of how official-language minority communities are reflected on the public broadcaster's airwaves, they sometimes have no choice but to turn to private or community media. Community media play a very important role with respect to those communities. Would it therefore not make sense to increase collaboration between them and the public broadcaster? Furthermore, discussions on plans for new francophone channels took place while the Senate Committee was holding its public hearings. How does the public broadcaster view its role with respect to these new players?

2.9.1 The place of community media and its relationship with CBC/Radio-Canada: greater collaboration?

It is widely recognized that community media plays an important role in the development and vitality of official-language minority communities. A number of witnesses spoke about the important role of community radio stations in the vitality of communities and the reflection of regional realities. These media organizations are often major partners in funding cultural events held in communities. However, they face some challenges associated with distribution, funding and advertising, which prevent them from achieving their full potential. Although these media organizations offer interesting content, they are not present everywhere. For example, although

there are 10 francophone community radio stations on the air in New Brunswick, there are none in the Yukon. Community radio stations have just recently been created in Alberta and Newfoundland and Labrador.

CBC/Radio-Canada is a major partner for community radio stations and newspapers. A number of witnesses said they wanted to increase collaboration between community media organizations and the public broadcaster. Florian Sauvageau said:

In small communities, I think it would cost Radio-Canada a lot less to cover local news if community radio stations were properly funded. And the importance of the Internet should not be overlooked either.³⁶⁵

The Director General of the AFO spoke in favour of expanding partnerships, especially in terms of sharing content. He said:

I believe there could be partnerships between Radio-Canada and community radio stations. Radio-Canada is not necessarily established in regions that have community radio. We could even have partnerships to help develop content. Various models could be considered, but that is by far the best solution for regional news. Local news is becoming increasingly scarce in the world we live in ... It is very hard to create, to establish ties among our communities and our various francophone regions in Ontario if we do not share information among regions ... but Radio-Canada should be a big part of the solution to the problem.³⁶⁶

During the Senate Committee's meetings, witnesses mentioned some specific difficulties with new technologies. With the emergence of the Internet, it has been easier for Canadians to find other news sources. Representatives from an anglophone newspaper in Quebec, the *Hudson/St-Lazare Gazette*, spoke about the challenges associated with the presence of electronic media. They said it was important for journalists from other media, including those from CBC/Radio-Canada, to recognize the work done by small newspapers and respect copyright rules when their information is used.³⁶⁷ Online information is now accessible quickly and easily, and is often free of charge, which increases the risk of information piracy.³⁶⁸

A representative from ARC who testified before the Senate Committee in May 2012 pointed out that CBC/Radio-Canada and community radio stations often have very different mandates and that community radio stations are often better able to serve the audience locally.³⁶⁹ He added:

Therefore, we do not see any gaps in the mandate fulfilled by Radio-Canada, while we, the community media, fulfil our own. Our workload is quite considerable in fact.³⁷⁰

That said, the majority of the witnesses acknowledged that there is room for these two players in the broadcasting industry. CBC/Radio-Canada and community radio stations play an essential role in developing official-language minority communities. Community media face a number of challenges to accomplish their mission. Their challenges are primarily financial: they require access to the necessary human and financial resources

to remain profitable and relevant. The Corporation also has challenges. That is why many witnesses thought it was a good idea to strengthen the partnerships. The Executive Director of FANE said:

In terms of partnerships, there are programs that are jointly produced and shared. There are also shared antennas, but even in Nova Scotia, there is much less sharing of Radio-Canada's equipment and material with community radio stations, for example, than is done out west.³⁷¹

Another representative from the organization said that a community radio station in his province had an agreement to rent an antenna at the cost of approximately \$1,000 a month. He pointed out the inequalities across the country arising from the fact that some community radio stations in Canada have access to the Corporation's transmitters but not others. He noted the case of a community radio station in the West:

It costs them no more than us. It would be nice to have equality among all the community radio stations across the country.³⁷²

The Executive Director of the FFTNL also suggested that the SRC allow community radio stations in his province to use its transmitters and equipment. He gave a very concrete example of a possible collaboration:

It is very costly for a community radio station to have transmitters that are powerful enough to reach the other side of the street. I am exaggerating a little bit, but it is very expensive. And when a relay tower in the field is needed, the cost quickly balloons ... To give you an example, I think that our transmitter is 300 watts, and Radio-Canada has transmitters in tens of thousands of watts that cover huge geographic areas. There are some very low-cost technical possibilities that would allow us to just install our radio stations' electronic box in their facilities and automatically benefit from the power of their transmitters. That would greatly contribute to our communities. The cost to us would be fairly low, and the cost to them would be practically nothing. So that could be one way to work together.³⁷³

Conversely, a representative from Nunavut pointed out that the SRC could benefit from existing community radio stations in this territory to increase its services in the North.³⁷⁴ The witnesses said that there are ways to ensure that everyone wins.

A number of concerns were raised during the public hearings, including **advertising on the radio**. Commenting on this issue, Florian Sauvageau acknowledged that this would be detrimental to the public broadcaster's mission:

I do not want Radio-Canada to be a commercial radio station subsidized by the state ... One of the CRTC's best decisions was to eliminate advertisement on the radio in 1974 ... I do not know; that needs to be given some thought, but the more advertisement there is, the more program content changes because of competition.³⁷⁵

A number of community organizations agreed. They recognized that advertising on the radio would be detrimental to the public broadcaster's programming and could even

undermine community radio stations. However, the CRTC decided otherwise in its spring 2013 decision and gave the Corporation the right to introduce paid national advertising on its Radio 2 and Espace musique radio networks until 31 August 2016. This decision was made to help the Corporation face its financial pressures and still maintain the quality of its programming. Several organizations representing official-language minority communities reacted negatively to this announcement and reiterated that it could be detrimental to community radio stations. The CRTC itself acknowledged that it would be difficult to anticipate the effects of this decision.³⁷⁶ Appearing before the Senate Committee, the Executive Director of Broadcasting responded to the criticism as follows:

To address these concerns, we tried to impose limits, namely four minutes per hour, whereas commercial radio has no limits; it varies between 12 to 16 minutes per hour. Naturally, these two services stream mostly music, but we have nevertheless limited interruptions to twice per hour, per period, in order to interrupt the music as little as possible ... We also put things in place to help community stations, since your question was more specifically about those. We have a fund for broadcasters, to help them maintain their services and to ensure a certain level of quality and predictability. So, given of all the evaluations we have done and the measures we have already put in place, we are confident that there will not be a significant impact on commercial radio or, of course, on community radio.³⁷⁷

Since the public broadcaster's new licence came into force, the CRTC has received nearly 20 complaints from consumers unhappy with the introduction of advertising, especially on the English side.³⁷⁸

2.9.2 The emergence of new channels on the francophone media landscape

Section 9(1)(h) of the *Broadcasting Act* provides for the mandatory distribution of a channel on the basic service to all Canadians. When the CRTC issues such an order, it sets a monthly cost based on the number of subscribers for the BDUs to ensure that the service is distributed across the country.

RDI currently has such a mandatory distribution order for English-language markets at the cost of 10¢ per basic subscriber. The **CBC News Network** has one for French-language markets at the cost of 15¢ per basic subscriber. The CRTC looked at renewing mandatory distribution orders for these two networks as part of its decision on renewing CBC/Radio-Canada licences and decided to keep them as is. The CRTC had the following to say about the role these two networks play with respect to official-language minority communities:

The Commission notes that RDI is the only French-language specialty news service in Canada with regional offices that offers news coverage from all the principal regions of the country, thus ensuring that all [official-language minority communities] in English-language markets are adequately reflected. With respect to CBC News Network, the Commission notes that the programming offered to [official-language minority communities] in French-language markets

reflects Canada's linguistic duality and ethno-cultural diversity, which are of exceptional importance in fulfilling the Act's objectives.³⁷⁹

The other networks available to all Canadians include the **Cable Public Affairs Channel, Météomédia / Weather Network** and **TVA**. TVA is the only network that currently has specific obligations with respect to official-language minority communities. According to its current licence, TVA must broadcast at least six special events per year reflecting life in francophone minority communities, broadcast a weekly 30-minute program on francophone life and conduct at least one annual survey of communities.³⁸⁰

Two applications for new channels were made at the CRTC hearings in April 2013. These applications were for mandatory distribution orders on the basic service, pursuant to section 9(1)(h) of the *Broadcasting Act*, in order to better reflect the realities of official-language minority communities.³⁸¹ The first, known as **ACCENTS**, was proposed by the Corporation de la télévision francophonie canadienne and would broadcast general interest programming in French to all Canadians with the goal of highlighting francophone and Acadian communities and recognizing diverse views. The project was run by the Fondation canadienne pour le dialogue des cultures and would be 25¢ per basic subscriber. The second, known as **UNIS**, would focus its programming on reflecting the Canadian Francophonie and would have specific objectives to support independent production in francophone minority communities. TV5 submitted this application, at the rate of 30¢ per basic subscriber.

The CRTC approved the UNIS project in August 2013.³⁸² The CRTC required the mandatory distribution of TV5/UNIS at a per subscriber monthly rate of \$0.28 in francophone markets and \$0.24 in anglophone markets. The order is to take effect under certain conditions, such as the opening of regional offices and the creation of a consultative programming committee, and will expire on 31 August 2018. In the fall of 2013, UNIS announced the creation of three regional offices in official-language minority communities, with one in Moncton, one in Toronto and one in Vancouver,³⁸³ and the creation of a consultative programming committee.³⁸⁴

Applications for new channels to serve francophone and Acadian communities are nothing new. Back in 2001, francophone organizations made such a proposal, claiming that the SRC was not able to adequately fulfill its role to reflect regional realities. At the time, the CRTC said that it was not able to rule, since the application was not fully developed.³⁸⁵ In 2009, the CRTC considered that establishing a French-language inter-regional service could improve how francophone and Acadian communities are reflected and provide more opportunities for independent production in minority communities. It encouraged community partners to examine the issue.³⁸⁶ Organizations representing official-language minority communities and the young people who appeared before the Senate Committee seemed interested in potential new francophone channels. Several witnesses submitted an intervention to the CRTC as part of the public hearings that were held in April 2013.



The SRC itself showed an interest in developing business partnerships with these channels. Its 2011–2012 report on the implementation of the *Official Languages Act* mentioned that meetings were held with representatives from ACCENTS to discuss creating such partnerships.³⁸⁷ An intervention submitted to the CRTC in the winter of 2013 states:

... favourable to the initiatives that could increase how francophone minority communities are reflected in independent French-language productions outside Quebec ... The Corporation supports the creation of a new specialized French-language service dedicated to reflecting francophone minority communities, provided that the Commission set conditions of licence that will substantially favour independent production outside Quebec and the reflection of official-language minority communities. We believe that the Commission must also ensure that the nature of such service complement the existing services and that the distribution conditions not further undermine existing services that fulfill various objectives of the *Broadcasting Act*.³⁸⁸

The Corporation did not take a position on these projects. It was awaiting the CRTC's decision regarding the renewal of its own licences before signing any potential partnership service agreements.³⁸⁹ The Corporation itself submitted an application for mandatory distribution on behalf of **ARTV**. It suggested dedicating 10% of its annual budget to programs produced outside Quebec, including a minimum of \$600,000 on programs from independent producers working in francophone minority communities.³⁹⁰ When the CRTC issued its decision in May 2013, it approved this suggestion and imposed this condition of licence on ARTV, but it did not rule on its application for mandatory distribution.³⁹¹

In August 2013, the CRTC finally approved a distribution order for ARTV, giving it access rights to the digital service of terrestrial BDUs in anglophone markets, although not necessarily as part of the basic service. In other words, all distributors now have to offer ARTV, but Canadians are free to choose whether or not to subscribe. The availability of this service will not impose additional costs on customers and will expire on 31 August 2018.³⁹² The CRTC's Executive Director of Broadcasting commented on the ARTV decision as follows:

What we wanted to do with our decision, and this is what Radio-Canada wanted, was to give the opportunity to everyone who wanted to subscribe to have access to this cultural service that showcases artists, whether they are from Canada or elsewhere, but that also showcases all of the country, and that it should be an option that people can choose.³⁹³

Witnesses told the Senate Committee that they were concerned that the emergence of new francophone channels would only make CBC/Radio-Canada shirk its responsibilities to reflect official-language minority communities. The President of the FCFA responded to these criticisms by confirming that the SRC had assured them that it was prepared to develop a partnership with ACCENTS and would not reduce its own obligations.³⁹⁴ In its response to the CRTC, ACCENTS said:

There is no basis for these concerns. During the public hearings regarding the renewal of Radio-Canada's licences last November, Radio-Canada confirmed that it intended to continue to diligently serve francophones outside Quebec, and we expect to see its commitments reflected in strict terms and conditions in the CRTC's renewal decision ... We want to assure the Commission that it is not our intent to undermine existing specialty or general services (our current discussions with Radio-Canada confirm that), and we are prepared to accept any appropriate terms and conditions to meet this objective.³⁹⁵

With respect to these two applications for francophone channels being examined by the CRTC, Réjean Beaulieu questioned the fact that subscribers will be required to pay a fee. He felt that subscribers already had to make difficult financial choices with respect to consuming the content that interests them.³⁹⁶ Other witnesses who appeared before the Senate Committee were enthusiastic about the potential emergence of these new channels and said that, when more services are offered, francophones will come out ahead. The President of the FCFA had the following to say about ACCENTS:

Even if the Accent channel went on the air, it truly would be as a complement, such as TFO or other media. The more French media outlets there are — the more we are culturally represented and reflected in our media — the better it is for our communities.³⁹⁷

Representatives from Acadia told the Senate Committee that the emergence of a new francophone channel could be the spark that enables the SRC to better fulfill its obligations.³⁹⁸ A new channel would also help increase the number of productions from francophone and Acadian communities.³⁹⁹ A representative from British Columbia said that this would increase the diversity of perspectives.⁴⁰⁰ With the emergence of UNIS in the broadcasting industry, official-language minority communities will certainly keep their eye on this issue.

At the very end of its public hearings, the Senate Committee had the opportunity to question officials from TV5 Québec Canada about the new licence for UNIS. In her testimony, the channel's President and General Manager clarified certain points. She said that UNIS is not aiming to compete with the services provided by CBC/Radio-Canada, but rather to provide complementary content for all francophones across Canada. News and professional sports programs will be automatically excluded from UNIS programming. She summed up her vision of the channel's mission in this way:

It will also serve as a new space for francophone creation in Canada, which is something rather unique and will help retain creative professionals in their various disciplines. I think this is a strength of this project.⁴⁰¹

The President and General Manager promised to meet with the representative for francophone and Acadian communities on an ad hoc basis to provide updates. On this positive note, she told the Senate Committee that 11 projects submitted to the Canada Media Fund by minority francophone producers in fall 2013 had received the requested funding, indicating that independent producers are already very interested in UNIS even though it is not yet officially on the air. The Senate Committee will be following developments with great interest.

"We wonder what the future holds for us, given the cutbacks and the LPIF's disappearance. It is important that Radio-Canada reflect this linguistic duality."

**Assemblée de la francophonie de l'Ontario,
Proceedings, 19 November 2012.**

"We do believe that the CBC/Radio-Canada occupies a special niche and therefore has an opportunity to build bridges and promote better understanding between French-speaking and English-speaking Canadians everywhere in Canada."

**Association canadienne-française de l'Alberta,
Proceedings, 3 December 2012.**

Chapter 3 – Observations and recommendations: key challenges regarding respect for official languages

This chapter outlines the Senate Committee's observations regarding the public broadcaster's respect for its obligations under the *Official Languages Act* and certain provisions of the *Broadcasting Act*. It presents recommendations to help CBC/Radio-Canada fulfill all of its linguistic obligations.

3.1 Fulfilling the public broadcaster's mandate: greater reflection of Canada's two official languages

To fulfill its mandate under the *Broadcasting Act* and the *Official Languages Act*, the public broadcaster must ensure that it serves this country's two main linguistic communities. This goes for both anglophones and francophones and for both majority and minority communities.

3.1.1 CBC/Radio-Canada: serving all francophones

The vast majority of witnesses who appeared before the Senate Committee acknowledged that the Corporation plays an essential role in maintaining a French presence across the country. However, most of them did not feel that the Corporation truly serves all francophones.

The public hearings showed that representatives from francophone and Acadian communities are calling for increased access to programming specifically focused on their needs. They emphasized that the Corporation plays a big role in broadcasting cultural life in French. Witnesses were critical of the Montrealization of CBC/Radio-Canada. The visibility of minority communities and artists from those communities in national, prime-time programs is a primary concern. Witnesses called for national news programs to better reflect regional diversity. The communities want to see more local people on variety programs. In short, expectations are very high in all areas. The CRTC recognized the scope of this challenge by imposing conditions of licence on the SRC,

effective up to 31 August 2018, to improve the reflection of francophone and Acadian communities in its programming.

The Senate Committee believes the Corporation must develop a francophone reflex. CBC/Radio-Canada must do everything it can to serve francophones across the country and help expand the presence of French. The Corporation has a specific mandate, and anyone who is able to carry on a conversation in French could be interested in its programming. Nearly one-third of the 10 million Canadians who claimed to have knowledge of French in 2011 live outside Quebec. Young francophiles and people in predominantly anglophone regions, as is the case in Windsor, see the SRC as an opportunity to be exposed to their second language, to work on their French and to better understand francophone culture. Furthermore, in accordance with the Corporation's mandate under the *Broadcasting Act*, many people see the Corporation as a national forum where all francophones should be properly reflected.

The Senate Committee is disappointed to see that French-language services are limited in certain regions. The most striking instance of this is in the North. There are laws to protect the status of French and the offer of services in French in the three federal territories. Nevertheless, the SRC's services there remain limited. How can it be that a federal institution like the SRC, which is considered essential to the development of official-language minority communities, does not offer services to francophones that are comparable to the services of other levels of government? The francophone media play an essential role in communicating with the public in French. The Senate Committee was relieved to see that the CRTC's decision on the Corporation's licence renewals stated that Canada's North is a region that must be reflected in the Corporation's programming. Conditions of licence and consultation obligations were imposed on the SRC, with a specific expectation to consult with northern communities.

All francophones deserve a place on the Corporation's airwaves. For the SRC to strengthen ties among the various elements of the Canadian Francophonie, as many witnesses hope it will, it must realize their legitimate desire to see, hear and read about themselves in French. Respect for these obligations goes hand in hand with the language rights recognized by the Supreme Court of Canada, which ruled that substantive equality is the norm in Canadian law. In other words, minorities are entitled to receive services of equal quality to those received by the majority. This means that services provided by the Corporation, including programming, must take into account the unique characteristics of each region.

It is up to the Corporation to identify the concrete measures necessary to ensure substantive equality and support the development of francophone minority communities through programming that reflects the particular needs and circumstances of all francophones. The Senate Committee proposes that, as a positive measure, the SRC commit to offering services to francophones that are at least comparable to those offered by other levels of government. It could also commit to offering services in French based on the percentage of the population able to communicate in French. In other words, it should consider the vitality of the francophone communities it serves and offer minorities services of equivalent quality to those received by the majority. This goes hand in hand with respect for the obligations

set out in Parts IV and VII of the *Official Languages Act* and section 3(1)(m) of the *Broadcasting Act*.

To ensure the Corporation meets the language obligations contained in these two pieces of legislation, the Senate Committee recommends:

Recommendation 1

That CBC/Radio-Canada, according to the conditions of licence issued by the Canadian Radio-television and Telecommunications Commission and in the spirit of the *Official Languages Act*, take concrete and positive measures to enable all francophones across Canada to see, hear and read about themselves in French.

3.1.2 CBC/Radio-Canada: embodying linguistic duality

During the public hearings, the witnesses emphasized the important role that CBC/Radio-Canada plays in broadcasting cultural life in English and French. Like all federal institutions subject to the *Official Languages Act*, the Corporation has a significant responsibility to advance linguistic duality. With its two networks—one in English and one in French—it should be in the best position of all the federal institutions to embody the principle of Canada's linguistic duality.

Witnesses want the Corporation to play a role in strengthening ties among all Canadians. They believe that the Corporation must help share experiences, reflections and opinions among anglophone and francophone Canadians. It must dispel the biases between the two linguistic groups. Various solutions were suggested during the public hearings. The Senate Committee wants to point out that, in the early 1980s, the Corporation allowed the production of variety programs to alternate between Toronto and Montreal. This idea could be brought back. Unfortunately, the Corporation's commitment to cross-cultural programming seems extremely uncertain given the gradual elimination of the LPIF. The Corporation could learn from the testimony of young people, who provided innovative solutions to create bridges between the two languages and the two cultures.

Are our official languages, as recognized by the government in its *Roadmap for Canada's Official Languages*, not a fundamental part of Canadian identity? Do the anglophone and francophone audiences have no common ground? The Senate Committee is not convinced that this is so. On the contrary, there is reason to build bridges between the two solitudes.

Testimony supported the view that the Corporation must increase its efforts to offer programming of equivalent quality to all anglophones and francophones across the country. Both official-language communities must be able to see, hear and read about themselves on the Corporation's two networks. According to section 3(1)(m) of the *Broadcasting Act*, the Corporation's programming must reflect "the different needs and circumstances of each official language community," "reflect Canada and its regions," and "contribute to shared national consciousness and identity." Part VII of the *Official*

Languages Act sets out clear obligations to foster “the full recognition and use of both English and French in Canadian society.”

To ensure the Corporation meets the language obligations contained in these two pieces of legislation, the Senate Committee recommends:

Recommendation 2

That CBC/Radio-Canada, according to the conditions of licence issued by the Canadian Radio-television and Telecommunications Commission and in the spirit of the *Official Languages Act*, ensure that all anglophones and francophones are offered programming of equivalent quality in all regions of Canada.

The Senate Committee wonders how many and what kind of resources are allocated to the Corporation's English and French networks. It also wonders whether there is any kind of information sharing between them. It considers that collaboration between the English and French networks should not be limited to news programs but should extend to all programming. Witnesses called for more joint productions between the CBC and the SRC. The Senate Committee believes that, since the Corporation has anglophone and francophone counterparts, it embodies linguistic duality and must ensure that it acts as an ambassador for this principle, as set out in Part VII of the *Official Languages Act*. While testimony before the Senate Committee supported this view, there was no mention of it in the CRTC decision of spring 2013.

CBC/Radio-Canada must create more opportunities for collaboration between its two networks and promote a shared understanding of its linguistic obligations. The witnesses appearing before the Senate Committee made it clear that there are shortcomings in the existing mechanisms to promote exchanges between the two networks. The Senate Committee is adamant about one thing: linguistic duality is an obligation that affects the entire Corporation. Francophones who tune in to the CBC must hear about themselves, just as anglophones must see their realities reflected on the SRC's airwaves. These mechanisms go hand-in-hand with the obligations in Part VII of the *Official Languages Act* and section 3(1)(m) of the *Broadcasting Act*.

To ensure the Corporation meets the language obligations contained in these two pieces of legislation, the Senate Committee recommends:

Recommendation 3

That CBC/Radio-Canada immediately increase opportunities for collaboration between its English and French networks and that the board of directors share its collaboration plan with the Senate Committee by 31 December 2014.

3.2 Consultation and collaboration: a partnership to enhance community vitality

To fulfill its mandate under the *Broadcasting Act* and the *Official Languages Act*, the public broadcaster must improve its consultation and collaboration practices. This must be done with the goal of enhancing the vitality of official-language minority communities and supporting and assisting their development.

3.2.1 Developing a robust, institutionalized dialogue that takes communities' views into account

A common observation emerged from the public hearings: the Corporation must ensure that it develops a formal consultation mechanism that takes the unique needs of official-language minority communities into account. Right now, stakeholders do not agree on the scope of CBC/Radio-Canada's obligations under Part VII of the *Official Languages Act*. Does the Corporation's programming fall within the scope of these obligations? So far, this issue has been left to the Federal Court, which is re-examining the issue. A ruling may be handed down in the coming months.

For now, in light of the two parties' opposing views, it is difficult to pass final judgment on the Corporation's possible failure to meet its obligations in Part VII of the *Official Languages Act*. That said, the Senate Committee certainly does not favour using the courts to ensure that the Corporation fully implements this part of the Act.

The Committee wishes to point out that it was a Senate initiative to strengthen the binding nature of Part VII of the *Official Languages Act*. The debates leading up to its amendment in 2005 show that the legislative intent was to ensure federal institutions take measures that have a real impact on the development of official-language minority communities and on the advancement of linguistic duality. It was Parliament's intent that the obligations in Part VII apply to all federal institutions. CBC/Radio-Canada, like all federal institutions subject to the *Official Languages Act*, cannot evade its responsibilities. The Senate Committee believes that CBC/Radio-Canada has a significant responsibility for the development and vitality of official-language minority communities. Regardless of how it does so, the Corporation must allow for a stable, institutionalized dialogue that takes the views of anglophone and francophone minority communities into account. This dialogue cannot be top-down and must go both ways.

The testimony heard over the past two years has highlighted the urgent need for CBC/Radio-Canada to act in a manner that does not hinder the development of these communities. Every single witness said that the Corporation is an essential tool to help develop official-language minority communities. They do not feel that they are reflected in the decisions made by the public broadcaster. They are at the mercy of cuts, funding that is not renewed and planning that is often difficult for the average person to understand. The public hearings showed that communities are in the best position to know whether they have development needs over the short, medium or long term. The communities want to be involved in the solutions the public broadcaster adopts to address their many challenges.

The CRTC's recent decision on renewing CBC/Radio-Canada's licences is a step in the right direction. The CRTC sets conditions of licence requiring the two networks to hold

formal consultations at least once every two years with communities in each of the regions of Atlantic Canada, Ontario, Western Canada, the North and Quebec. The purpose of these consultations will be to discuss issues that affect the development of official-language minority communities. Reporting requirements were imposed on the reflection of official-language minority communities, their perception of this reflection, and local programming. The CRTC also requires the Corporation to show how it took feedback from the consultations into account.

The Senate Committee commends the CRTC's approach and hopes that the Corporation will do what is necessary to meet the needs of official-language minority communities. As the public hearings showed, expectations are high. It is therefore very important for the public broadcaster to commit to respecting its new conditions of licence and review its approach to consultation, in collaboration with the communities. In his testimony before the Senate Committee, the Vice-President, French Services, was encouraging and open to dialogue. The Corporation must now make sure that it takes measures that have a positive and lasting impact on the development of official-language minority communities and that their interests are taken into account and reflected in its decisions. This approach is at the very core of the positive measures set out in Part VII of the *Official Languages Act*. The Senate Committee hopes that the reporting obligations imposed by the CRTC over the next five years will enable the Corporation to improve its performance in this regard.

To ensure the Corporation meets its obligations with respect to consultation, the Senate Committee recommends:

Recommendation 4

That CBC/Radio-Canada demonstrate how feedback from consultations with official-language minority communities was taken into consideration in its decision-making process and that the board of directors notify the Senate Committee of action taken by 31 December 2014.

3.2.2 Greater collaboration between CBC/Radio-Canada and community media

The public hearings highlighted the need for greater collaboration between the Corporation and community media. Community radio stations and newspapers play an important role with respect to official-language minority communities, as does the Corporation. It would therefore make sense, according to the witnesses, to focus on expanding partnerships so that either of the partners can make use of existing resources.

Such partnerships would make it possible to share the existing infrastructure, such as antennas, and therefore lower the costs associated with running them. This type of collaboration already exists in some regions, so it would be a matter of seeing whether it could be expanded to others. Based on the testimony heard by the Senate Committee, the Corporation must ensure that it standardizes its practices across the country, so that all community radio stations that want to are able to sign agreements

with the Corporation. In certain regions, such as the North, the Corporation could even benefit from infrastructure set up by community radio stations to increase its services to francophones.

These partnerships would offer an opportunity to broadcast regional news on a large scale and provide a structure for sharing locally produced content. Greater collaboration between the public broadcaster and community media could increase consumption of French-language media in regions with a relatively high density of francophones. The public hearings showed that people are more likely to consume content that reflects and represents them.

The CRTC issued a decision in the spring of 2013, giving the Corporation some rights to introduce paid national advertising on the radio, so it is important to ensure that these rights do not undermine community radio stations. These stations work very hard, often with limited resources, to serve official-language minority communities and ensure a daily presence in their language. Many news releases in response to the CRTC's decision showed that communities are concerned about this issue. They think that these two players in the broadcasting industry are very important. The work of one must not harm the work of the other, especially when services offered in French are limited in some regions.

The Senate Committee believes that, in light of the current fiscal situation, it is important for the Corporation to look at different scenarios so that it can better work with the other players in the broadcasting industry. Community media organizations are essential, as they play a key role in the development and vitality of official-language minority communities. Some one-off agreements exist, but the Corporation should consider focusing on more sustained collaboration across the country. These two players in the broadcasting industry must stay focused on their common goal: to reflect regional diversity more effectively. The Senate Committee encourages them to explore ways to increase collaboration.

Consequently, the Senate Committee recommends:

Recommendation 5
That CBC/Radio-Canada explore ways to increase collaboration with community media in all regions across the country.

3.3 Regional diversity: an issue that concerns the national network and all regional stations

Official-language minority communities are concerned about fallout from budget cuts and the phasing out of the LPIF. They want the Corporation to honour the commitments in its Strategy 2015 and maintain its presence in the regions. To fulfill its mandate under the *Broadcasting Act* and the *Official Languages Act*, the Corporation must focus on local programming and on increased collaboration between regional stations and the national network.

3.3.1 Emphasizing local programming

The public hearings revealed that local programming is at the heart of the official-language minority communities' concerns. Almost every person raised this issue during the public hearings, including the youngest participants. Witnesses said that they want local programming to remain a top priority for the public broadcaster. Community representatives want to see independent producers participate more in creating programs in English in Quebec and in French outside Quebec. Young people want to see local productions that reflect who they are. Francophone and Acadian communities in particular want to maintain the progress they achieved through the LPIF. They want to avoid going backwards at all costs.

The Senate Committee is relieved to see that, in its Strategy 2015, the Corporation committed to focusing on the regions and programming, despite fiscal restraints. The Committee encourages it to continue in that direction. Official-language minority communities must continue to see themselves reflected on screen, hear themselves on the radio and read about themselves on the Internet. It is important to keep in mind that this content is increasingly being consumed on new platforms. Any setbacks in terms of the development or vitality of these communities would be unacceptable.

The CRTC's recent decision issued specific conditions of licence and expectations with respect to local programming and independent production. This is good news, but communities have some concerns. Will the Corporation stick to the thresholds set out in the CRTC's decision or will it commit to surpassing them, as it did through the LPIF? Will independent producers in minority communities benefit from this process or will they suffer financial losses? There are many questions but no answers at the moment. The Corporation's most recent annual report paints a bleak picture where this is concerned, noting that the expansion of local service on the English network and regional programming on the French network in areas other than news will be compromised by the coming cancellation of the LPIF.

The Senate Committee condemns the elimination of the LPIF, which, as was pointed out during the public hearings, had positive effects on the development and vitality of official-language minority communities. The commitment to producing quality local content that reflects these communities and young Canadians is a key to success, but the Corporation must have access to adequate resources to continue doing so. The elimination of the LPIF, along with the budget cuts, could jeopardize the production and broadcast of local content in French. A number of witnesses called for a replacement fund to be established to help the public broadcaster meet its objectives. They mentioned that new technologies could help lower local production costs.

The Senate Committee believes that targeted assistance to support local production in communities would be an excellent positive measure under Part VII of the *Official Languages Act*. The federal government would have to allocate the necessary funding for the Corporation to fulfill its commitments beyond 31 August 2014. The criteria for this targeted financial assistance must be developed in consultation with anglophone communities in Quebec and francophone and Acadian communities.

Consequently, the Senate Committee recommends:

Recommendation 6

That the Government of Canada, through the Minister of Canadian Heritage and Official Languages, provide targeted financial assistance to CBC/Radio-Canada so that it can continue to support local production in official-language minority communities after 31 August 2014.

3.3.2 Promoting collaboration between regional stations and the national network

The public hearings highlighted the need for better coordination with respect to regional and national content. The issue of reflecting regional diversity on the network dominated the public hearings. Although it was acknowledged that regional stations do a good job overall, efforts should be made to ensure that communities are better reflected across the country. Unfortunately, too little content produced in regional stations seems to be available across the network. This is particularly true during prime-time hours. The witnesses all agreed that, in addition to seeing themselves and hearing themselves, official-language minority communities want to be seen and heard in national programming.

The Corporation must broadcast local news on a larger scale, making the content attractive and understandable to a national audience. The Corporation has various tools at its disposal to do so. For example, it could increase the number of reporters in other regions of the country. It could push for more local integration of the news, so that regional stations can integrate more local news onto the network. It could digitize existing content to better promote the different regions across Canada.

In the decision it issued last spring, the CRTC set some conditions for reflecting official-language minority communities and the regions in news programs and newscasts. It also set specific conditions on RDI programming. That said, the CRTC did not impose specific levels of regional programming on the network since it felt that this could represent an undue infringement on the Corporation's journalistic independence. During the Senate Committee's public hearings, the communities shared their desire to see themselves reflected in the Corporation's programming as a whole, not just in newscasts.

The Senate Committee believes that the new strategy that focuses on "telling the country's story" is a step in the right direction. It hopes this strategy will help the Corporation better reflect the regions on the national network, in all of its programming. As the Corporation's officials themselves pointed out, the amount of regional coverage as well as the quality of coverage must be increased. To achieve this, greater collaboration between the regional stations and the national network is required to improve how official-language minority communities are reflected on all platforms. Everyone in the Corporation must make changes, whether they be journalists, anglophones or francophones or on the radio, television or Internet. The Corporation will have to develop appropriate processes to facilitate exchanges from one station to another, one platform to another and one network to the other.

To ensure that the Corporation meets its obligations to reflect the regions and official-language minority communities, the Senate Committee recommends:

Recommendation 7

That CBC/Radio-Canada, according to the conditions of licence issued by the Canadian Radio-television and Telecommunications Commission and in the spirit of the *Official Languages Act*, commit to reflecting the regional diversity and realities of official-language minority communities in its national programming, during prime time, by promoting greater collaboration between its regional stations and its national network and facilitating exchanges from one station to another, one platform to another (radio, television and the Internet) and one network to the other.

3.3.3 Reflecting the talents of minority communities

The public hearings gave artistic and cultural organizations an opportunity to express their expectations regarding the reflection of the issues of anglophone and francophone minority communities. The Senate Committee deplores that no requirements were made by the CRTC to this effect. Testimony showed that reflecting official-language minority communities on the national network also means developing the artistic and cultural talents of these communities.

The Senate Committee wishes to remind the Corporation that it has obligations under Part VII of the *Official Languages Act* to enhance the vitality of official-language minority communities. Arts and culture constitute a very important part of the development of these communities. The Corporation also has clear obligations to “actively contribute to the flow and exchange of cultural expression” under the *Broadcasting Act*. Anglophone and francophone artists in minority communities also have high expectations of seeing and hearing about themselves in national programming. The Corporation offers them an ideal forum in which to contribute their talents and increase their visibility. The Corporation needs to make a commitment to reflect these talents across the country.

To ensure the Corporation meets the language obligations contained in these two pieces of legislation, the Senate Committee recommends:

Recommendation 8

That CBC/Radio-Canada, according to the conditions of licence issued by the Canadian Radio-television and Telecommunications Commission and in the spirit of the *Official Languages Act*, commit to reflecting the artistic and cultural talents of anglophone and francophone minority communities in its national programming, during prime time, across all of its platforms (radio, television and the Internet).

The public hearings also shed light on the communities' expectations regarding independent production. Because of the new conditions issued by the CRTC in 2013, the Corporation will now be held to account on this matter. Although it was recognized that the work of independent producers promotes the retention of artists in official-language minority communities and quells the exodus of talent to major centres, testimony showed that some partnerships with these producers could be compromised. In its spring 2013 decision, the CRTC required that at least 6% of the SRC's programming expenditures and at least 10% of the CBC's programming expenditures be allocated to independent production companies. In the case of the French network, this percentage includes Quebec regions outside Montreal. Witnesses expressed concern that this situation will create revenue losses for francophone producers in minority communities.

The Senate Committee recognizes that strict conditions of licence were issued as regards ARTV for programming produced outside Quebec and from independent production companies. However, it is a service that Canadians must subscribe to. The SRC must, at all costs, maintain its commitment to francophone producers in minority communities. A reasonable share of programming expenditures should be allocated to them.

Consequently, the Senate Committee recommends:

Recommendation 9

That CBC/Radio-Canada, according to the conditions of licence issued by the Canadian Radio-television and Telecommunications Commission and in the spirit of the *Official Languages Act*, allocate a reasonable share of its programming expenditures to independent producers in francophone minority communities.

3.4 Expectations for the coming years

The Senate Committee's study was an opportunity to reflect on the different aspects of the Corporation's mandate that have to do with respect for official languages and the ways in which the public broadcaster has achieved its objectives. Witnesses spoke about both the positives and the challenges. They helped identify specific expectations for the coming years with respect to young people, governance and reporting.

3.4.1 A priority: attracting youth

The public hearings revealed how important it is for the Corporation to develop strategies to attract the youth audience. Young Canadians see the Corporation as a reliable news source. They use its platforms in various ways, based on their needs and preferences. Some witnesses remarked that the public broadcaster needs to re-examine how it does things so that it can meet the expectations of the new generation. This generation is the one that will consume or not consume the Corporation's content in the relatively short term.

The public hearings revealed that young Canadians like the Corporation, have an interest in its programming and want to be involved with it. However, opportunities to participate, whether in productions or the decision-making process, are rare. Young people need to be able to relate to the public broadcaster's content if they are going to commit to consuming it. The new platforms are important, of course, but they are not everything. Witnesses spoke about how important it is to increase local production, get all young people aged 0 to 34 interested and create opportunities for exchanges among the country's diverse communities.

The Senate Committee is relieved to see that, in its May 2013 decision, the CRTC imposed conditions and specific requirements for youth programming. The Committee is also pleased to see that the needs of preschool-aged children will not be ignored. The public hearings showed that the Corporation needs to improve its performance when it comes to youth aged 12–17.

The testimony from young Canadians, including anglophones, francophones, francophiles and young immigrants, brought a breath of fresh air into the study of the public broadcaster's language obligations. These young people believe in the importance of the public broadcaster to embody linguistic duality and strengthen ties among the various components of the Canadian Francophonie. They want access to local programming that reflects who they are and to participate in programming decisions.

The Senate Committee believes that CBC/Radio-Canada cannot ignore the younger generations, which represent our society's future. Young people must be motivated to consume the content available on the various platforms. Otherwise, there is no doubt that the Corporation will miss out on a golden opportunity to ensure its sustainability. The Corporation must be aware of the needs and expectations of Canadian youth, and of the best ways to properly reach them. To do so, the Corporation must immediately start consulting with them.

Consequently, the Senate Committee recommends:

Recommendation 10
That CBC/Radio-Canada immediately start consulting with young Canadian anglophones, francophones and francophiles to determine what they expect, what they need and how the Corporation can best reach them across all of its platforms (radio, television and the Internet) and that the board of directors notify the Senate Committee of action taken by 31 December 2014.

3.4.2 Better governance

Although there are many existing reporting and consulting mechanisms, official-language minority communities do not feel as though the Corporation's decisions reflect their priorities. They want to see improvements to the Corporation's governance. CBC/Radio-Canada's corporate culture—from top to bottom—must reflect

its language obligations and the Corporation must do what is necessary to comply with them.

The public hearings showed that the work done by the regional stations is essential to the development of official-language minority communities. Many people agree that decision-making must be decentralized so that the regions and the communities they represent have more of an opportunity to have their say in decisions, including programming. The emergence of new platforms paints a promising future, since the Internet and social media are synonymous with greater collaboration between the public and government institutions. It is also important to be able to use these tools effectively and wisely.

The Senate Committee believes that there needs to be better collaboration among managers at the Crown corporation, managers at regional stations, the board of directors, the employees of the Corporation and communities. Testimony highlighted the need for increased understanding of the realities across the corporate structure. The communities are prepared to work together. They already suggested that the Corporation offer orientation sessions to those involved in television production to promote awareness. The Senate Committee believes that this is a good idea and should be expanded to cover all the Corporation's employees. The Corporation would have to implement a well-planned strategy to ensure that it reaches all its employees. The Senate Committee expects the Corporation to demonstrate how its corporate culture has taken into consideration the realities and challenges unique to official-language minority communities, pursuant to its obligations under the *Official Languages Act* and the *Broadcasting Act*.

To ensure the Corporation meets the language obligations contained in these two pieces of legislation, the Senate Committee recommends:

Recommendation 11

That CBC/Radio-Canada demonstrate how its corporate culture has taken into consideration the realities and challenges unique to official-language minority communities and that the board of directors notify the Senate Committee of action taken by 31 December 2014.

3.4.3 Effective reporting

The Senate Committee's public hearings showed that the public broadcaster's performance with respect to meeting the needs of official-language minority communities is often assessed based on perceptions—whether true or not—of the programming available. It is difficult to determine whether CBC/Radio-Canada is fulfilling its official languages mandate when so little information about its programming is available. Officials at CBC/Radio-Canada are convinced that the *Official Languages Act* applies only to its non-programming activities. The Commissioner of Official Languages believes the opposite. The courts will likely examine this issue in the relatively near future. In the meantime, how can anyone assess CBC/Radio-Canada's performance with respect to its language obligations?

The Senate Committee believes that its public hearings over the past two years have highlighted both the achievements and the shortfalls of the Corporation concerning its respect of its language obligations. Yet individual testimony alone cannot provide a clear picture of the public broadcaster's language performance. More information is needed to adequately assess the situation.

Some people feel that the Corporation's reporting mechanisms to date have been insufficient to assess whether it is meeting its official languages obligations. The Corporation has been open with the CRTC and proposed new tools for reporting on its production in official-language minority communities and on the public's perception of its programming in those communities.

In its spring 2013 decision, the CRTC imposed some reporting requirements on the Corporation at different levels. Communities appeared relieved to see that clear conditions of licence were set out. It now remains to be seen whether the information in these various reports will help provide concrete solutions to the problems raised by official-language minority communities regarding programming and how they are reflected on the airwaves. They have high expectations and want, with reason, the public broadcaster to meet them.

The Senate Committee's public hearings showed how important it is to use more than just quantitative criteria when measuring the Corporation's performance with respect to its language obligations. The Corporation could, in its consultations with official-language minority communities, determine what mechanisms would allow for a clear and appropriate assessment of its performance in terms of official languages. This must be done in collaboration with the communities. It would be better able to ensure compliance with the obligations in the *Official Languages Act* and the *Broadcasting Act*.

To ensure the Corporation meets the language obligations contained in these two pieces of legislation, the Senate Committee recommends:

Recommendation 12
That CBC/Radio-Canada review its reporting mechanisms to clearly and appropriately assess its performance in terms of official languages and that the board of directors notify the Senate Committee of action taken by 31 December 2014.

"That is why, for more than 20 years, study after study, meeting after meeting and appearance after appearance, we have never stopped believing in the possibility that we may one day see Radio-Canada turn the corner, as we have hoped for and demanded, and become and assert itself as the broadcaster of the entire Canadian francophone community, a broadcaster that takes an interest in what we do, in what we experience and in what we think. And why not a broadcaster that enables us to dream, to see ourselves, hear ourselves and even show ourselves and be heard?"

**Société nationale de l'Acadie, *Proceedings*,
26 November 2012, p. 61.**

Conclusion

The Senate Committee's study has helped highlight the concerns and expectations of various stakeholders with regard to CBC/Radio-Canada's language obligations. All of the witnesses who appeared before the Senate Committee said that they felt that the public broadcaster offers important services. It provides a vital presence in French. It provides partnerships in many areas that affect the development of official-language minority communities. It showcases many anglophone and francophone Canadian artists. It attracts the interest of Canada's young anglophones, francophones and francophiles.

Unfortunately, CBC/Radio-Canada still falls short of expectations. The same complaints are made year after year. The public broadcaster must provide an increased presence in the regions. It must reflect regional diversity, as well as the specific needs and circumstances of both official-language groups, including those of the official-language minority communities. They want to see, hear and read about themselves on the public broadcaster's network. They also want to be seen and heard. Canadian youth also want to take their rightful place.

CBC/Radio-Canada is doing a lot of good things. It makes a constant effort to meet the needs of its target audiences. However, from the testimony heard at the Senate Committee's public hearings, it seems that more needs to be done in order for the Corporation to fully meet its language obligations. In the longer term, there may even be a need to review the Corporation's mandate as set out in the *Broadcasting Act* in order to better target its goals in times of greater and greater fiscal restraint.

The Senate Committee wishes to point out that it was a Senate initiative to strengthen the binding nature of Part VII of the *Official Languages Act*. The debates leading up to its amendment in 2005 show that the legislative intent was to ensure federal institutions take measures that have a real impact on the development of official-language minority communities and on the advancement of linguistic duality. It was Parliament's intent that the obligations in Part VII apply to all federal institutions. CBC/Radio-Canada, like all federal institutions subject to the *Official Languages Act*, cannot evade its responsibilities.

CBC/Radio-Canada's Language Obligations

The testimony heard over the past two years has highlighted the urgent need for CBC/Radio-Canada to act in a manner that does not hinder the development of these communities, particularly francophone minority communities. The Corporation must therefore demonstrate that it takes the needs of these communities into account in its decision-making process, its consultation and accountability mechanisms, and its programming.

The Senate Committee strongly believes in CBC/Radio-Canada. It also believes in the importance of offering services of equivalent quality in both official languages, enhancing the vitality of anglophone and francophone communities in Canada and supporting and assisting their development, and advancing Canada's linguistic duality. Radio-Canada's tagline "ICI Radio-Canada" must reflect *everyone* in Canada in *every way*. That is why the Senate Committee carried out this study and proposed so many recommendations, which it hopes resonate with the Corporation's senior executives and employees. The Senate Committee will closely monitor the public broadcaster's actions in light of the recommendations in this report.

Recommendation 1

That CBC/Radio-Canada, according to the conditions of licence issued by the Canadian Radio-television and Telecommunications Commission and in the spirit of the *Official Languages Act*, take concrete and positive measures to enable all francophones across Canada to see, hear and read about themselves in French.

Recommendation 2

That CBC/Radio-Canada, according to the conditions of licence issued by the Canadian Radio-television and Telecommunications Commission and in the spirit of the *Official Languages Act*, ensure that all anglophones and francophones are offered programming of equivalent quality in all regions of Canada.

Recommendation 3

That CBC/Radio-Canada immediately increase opportunities for collaboration between its English and French networks and that the board of directors share its collaboration plan with the Senate Committee by 31 December 2014.

Recommendation 4

That CBC/Radio-Canada demonstrate how feedback from consultations with official-language minority communities was taken into consideration in its decision-making process and that the board of directors notify the Senate Committee of action taken by 31 December 2014.

Recommendation 5

That CBC/Radio-Canada explore ways to increase collaboration with community media in all regions across the country.

Recommendation 6

That the Government of Canada, through the Minister of Canadian Heritage and Official Languages, provide targeted financial assistance to CBC/Radio-Canada so that it can continue to support local production in official-language minority communities after 31 August 2014.

Recommendation 7

That CBC/Radio-Canada, according to the conditions of licence issued by the Canadian Radio-television and Telecommunications Commission and in the spirit of the *Official Languages Act*, commit to reflecting the regional diversity and realities of official-language minority communities in its national programming, during prime time, by promoting greater collaboration between its regional stations and its national network and facilitating exchanges from one station to another, one platform to another (radio, television and the Internet) and one network to the other.

Recommendation 8

That CBC/Radio-Canada, according to the conditions of licence issued by the Canadian Radio-television and Telecommunications Commission and in the spirit of the *Official Languages Act*, commit to reflecting the artistic and cultural talents of anglophone and francophone minority communities in its national programming, during prime time, across all of its platforms (radio, television and the Internet).

Recommendation 9

That CBC/Radio-Canada, according to the conditions of licence issued by the Canadian Radio-television and Telecommunications Commission and in the spirit of the *Official Languages Act*, allocate a reasonable share of its programming expenditures to independent producers in francophone minority communities.

Recommendation 10

That CBC/Radio-Canada immediately start consulting with young Canadian anglophones, francophones, and francophiles to determine what they expect, what they need and how the Corporation can best reach them across all of its platforms (radio, television and the Internet) and that the board of directors notify the Senate Committee of action taken by 31 December 2014.

Recommendation 11

That CBC/Radio-Canada demonstrate how its corporate culture has taken into consideration the realities and challenges unique to official-language minority communities and that the board of directors notify the Senate Committee of action taken by 31 December 2014.

Recommendation 12

That CBC/Radio-Canada review its reporting mechanisms to clearly and appropriately assess its performance in terms of official languages and that the board of directors notify the Senate Committee of action taken by 31 December 2014.

Appendix B – Comparison of conditions of licence and expectations of official-language minority communities (OLMC), 2000 and 2013*

Conditions/ Expectations	2000		2013	
	Decision CRTC 2000-1 (CBC)	Decision CRTC 2000-2 (SRC)	OLMC expectations	BBC/Radio-Canada Final Comments
Consultation with OLMCs	Decision CRTC 2000-1 (CBC) -----	Decision CRTC 2000-2 (SRC) Note: no condition or expectation, but the SRC is committed to forming a committee of regional representatives to better identify the needs of OLMCs (para. 14)	Numerous calls were made for the implementation of formal consultation mechanisms with OLMCs, both at the local and national levels	Broadcasting Decision CRTC 2013-263 and Broadcasting Orders CRTC 2013-264 and 2013-265 Condition: English- and French-language services must hold formal consultations at least once every two years with OLMCs in each of the regions (Atlantic Canada, Ontario, Western Canada, the North and Quebec) to discuss issues that affect their development and vitality. Consultations must include independent producers from OLMCs. The CBC and the SRC must report annually on consultations that took place that year and demonstrate how feedback from the consultations was taken into consideration in the Corporation's decision-making process (para. 354)
Linguistic duality	Expectation: encourage cooperation between the CBC and the SRC to increase interchange between the two language groups; commitment to a min. of 40 hours/year of co-productions and exchanges between the English- and French-language television services (para. 26)	Note: no condition or expectation, but the CRTC believes that exchanging programs with English-language television is a way to encourage English-speaking and French-speaking Canadians to share their experiences, thoughts and opinions (para. 17)	The Corporation can help bring the two official language communities closer together	Note: No condition or expectation with regard to exchanges between the two networks. In its decision, the CRTC reiterated that English- and French-language broadcasting, while sharing common aspects, operate under different conditions and may have different requirements. As a result, their respective realities were considered separately (para. 26)

* Sources: CRTC, Public Notice CRTC 2000-1, Ottawa, 6 January 2000; CRTC, Decision CRTC 2000-1, Ottawa, 6 January 2000; CRTC, Decision CRTC 2000-2, Ottawa, 6 January 2000; interventions submitted by official-language minority communities in response to the Broadcasting Notice of Consultation CRTC 2011-379; CBC/Radio-Canada, *CBC/Radio-Canada's Final Comments – Broadcasting Notice of Consultation CRTC 2011-379 – Licence renewals for CBC/Radio-Canada's French- and English-language services*, 18 December 2012; CRTC, Broadcasting Decision CRTC 2013-263 and Broadcasting Orders CRTC 2013-264 and 2013-265, Ottawa, 28 May 2013.

Appendix B – Comparison of conditions of licence and expectations of official-language minority communities (OLMC), 2000 and 2013

Conditions/ Expectations	2000		2013	
	Decision CRTC 2000-1 (CBC)	Decision CRTC 2000-2 (SRC)	OLMC expectations	Broadcasting Decision CRTC 2013-263 and Broadcasting Orders CRTC 2013-264 and 2013-265
Dialogue/ exchange among francophones	-----	<p>Note: no condition or expectation, but the SRC must provide francophones and francophiles programming that enhances dialogue across Canada (para. 7) and the CRTC believes that exchanging programs among French-language stations is a way to achieve better representation of francophones across Canada (para. 17)</p>	<p>The SRC must contribute to dialogue among all francophones and guarantee a diversity of voices</p>	<p>Condition: National news and information programming must promote understanding among the OLMCs and the regions (para. 139)</p> <p>Condition: The RDI's programming must reflect the concerns of each of the principal French-language regions of Canada, which include the regions of Atlantic Canada, Ontario, Western Canada, the North and Quebec (excluding Montreal), by ensuring that at least one-third of original programs and program segments come from those regions (para. 183)</p>
Artistic and cultural programming	<p>Expectation: promote the production of drama programming that serves regional interests (para. 44)</p> <p>Expectation: broadcast a minimum of 24 presentations by a performing arts company, including 12 in peak viewing periods, and work with artists outside Toronto (para. 47)</p>	<p>Expectation: broadcast, in prime time, 18 performances by Canadian theatrical or performing arts companies (para. 26)</p>	<p>The SRC must contribute to the development and extend the reach of Canadian Francophone arts and culture and continue to be a partner in broadcasting cultural events</p>	<p>Condition: French-language television must broadcast at least 7 hours/week of programs of national interest during prime time in various categories, including specified Canadian award shows that celebrate Canadian creative talent (para. 52). English-language television must broadcast a minimum of 9 hours/week of programs of national interest during prime time in various categories, including specified Canadian award shows that celebrate Canadian creative talent (para. 62)</p>

Appendix B – Comparison of conditions of licence and expectations of official-language minority communities (OLMC), 2000 and 2013

Conditions/Expectations	2000		2013	
	Decision CRTC 2000-1 (CBC)	Decision CRTC 2000-2 (SRC)	OLMC expectations	CBC/Radio-Canada Final Comments
Artistic and cultural programming (cont'd)	<p>Expectation: feature more music/dance and variety programming from all parts of the country in its peak time schedule (para. 48)</p>	<p>Condition: broadcast during peak time an average of 3-5 hours/week of Canadian music/dance and variety programming (para. 28)</p>	<p>The SRC must broadcast Canadian Francophonie arts and culture on the national network</p>	<p>Broadcasting Decision CRTC 2013-263 and Broadcasting Orders CRTC 2013-264 and 2013-265</p> <p>Condition: One Canadian feature film must be broadcast each month on English-language television (para. 154)</p> <p>Note: No condition required for French-language television, which already provides sufficient support in this regard (para. 150)</p>
Programming for children (under 12) and youth (12-17)	<p>Expectation: broadcast 15 hours/week of programs directed to children 2-11 and 5 hours/week to youth 12-17; report on progress (para. 57)</p>	<p>Expectation: broadcast 20 hours/week of programming for children and youth (para. 44)</p> <p>Condition: Broadcast 4 hours/week of original Canadian children's programming (para. 45)</p> <p>Condition: report on progress (Public Notice, Appendix 1)</p>	<p>Children and youth programming is vital to OLMCs and the impact of web migration must be studied</p>	<p>The SRC would broadcast 10 hours/week of children's programming and 100 hours/year of original Canadian children's programming</p> <p>The CBC would broadcast 15 hours/week of children's programming</p> <p>No commitment on youth programming</p> <p>Condition: At least 100 hours/year of original Canadian programming for children under 12 must be broadcast on French-language television and at least one hour of such programming must be broadcast each week on English-language television (para. 80)</p>

Appendix B – Comparison of conditions of licence and expectations of official-language minority communities (OLMC), 2000 and 2013

Conditions/ Expectations	2000		2013	
	Decision CRTC 2000-1 (CBC)	Decision CRTC 2000-2 (SRC)	OLMC expectations	CBC/Radio-Canada Final Comments
Governance	----- Expectation: ensure a regional balance in the acquisition of programming from the independent production sector (para. 63) Condition: report on the number of hours of programming acquired from independent producers; commitment that independent productions will account for a minimum of 50% of programming broadcast (other than news, public affairs and sports) (para. 62)	----- Expectation: broadcast 18 long-form documentaries by independent producers (para. 47) Condition: report on the number of hours of programming acquired from independent producers; commitment that independent productions will account for at least 50% of programming broadcast during peak times and 45% from categories other than news, public affairs and sports (para. 64)	A call to give OLMCs a seat on the Corporation's board of directors Each station should have its own communications branch	Broadcasting Decision CRTC 2013-263 and Broadcasting Orders CRTC 2013-264 and 2013-265 -----
Independent production	Expectation: ensure a regional balance in the acquisition of programming from the independent production sector (para. 63) Condition: report on the number of hours of programming acquired from independent producers; commitment that independent productions will account for a minimum of 50% of programming broadcast (other than news, public affairs and sports) (para. 62)	Expectation: broadcast 18 long-form documentaries by independent producers (para. 47) Condition: report on the number of hours of programming acquired from independent producers; commitment that independent productions will account for at least 50% of programming broadcast during peak times and 45% from categories other than news, public affairs and sports (para. 64)	Encourage programming of all kinds in regions outside Quebec in collaboration with independent producers The SRC should sign an agreement with the Alliance des producteurs francophones du Canada and build on its success	Condition: At least 75% of national interest programming hours must be devoted to programs produced by independent production companies on French-language television (para. 52) and at least 5.25 hours on English-language television (para. 62) Condition: For both networks, at least 75% of hours of original Canadian programming for children under 12 must be independently produced (para. 82) Condition: French-language television must reserve at least 6% of its annual programming budget for Canadian independent production from the regions, which include the regions of Atlantic Canada, Ontario, Western Canada, the North and Quebec (excluding Montreal) (para. 122 and 123)

Appendix B – Comparison of conditions of licence and expectations of official-language minority communities (OLMC), 2000 and 2013

Conditions/ Expectations	2000		2013	
	Decision CRTC 2000-1 (CBC)	Decision CRTC 2000-2 (SRC)	OLMC expectations	CBC/Radio- Canada Final Comments
Independent Production (cont'd)	-----	-----	In Quebec, the CBC should take regional production outside Montreal into account and set aside 10% of its budget for indep. producers	Broadcasting Decision CRTC 2013-263 and Broadcasting Orders CRTC 2013-264 and 2013-265 Condition: English-language television must reserve at least 6% of its annual programming budget for Canadian independent production (para. 132) and devote at least 10% of its annual programming budget to independent production in Quebec (para. 133)
Sponsorship	Note: The CRTC denied the CBC's request to broadcast sponsorship messages on the radio (para. 89)	Note: The CRTC denied the SRC's request to broadcast sponsorship messages on the radio (para. 94)	Sponsorship could undermine community radio	National advertising on the radio would increase from 5 minutes, to 7, to 9 and would then be unrestricted
Reporting	-----	Condition: provide an annual report to the CRTC describing the adjustments made to meet the needs of French-speaking Canadians outside Quebec (Public Notice, Appendix 1)	The Corporation must be able to provide specific data on OLMCs, both anglophone and francophone	Condition: The CRTC requires the broadcast of a maximum of 4 minutes/hour of national paid advertising, twice per hour, for a period of three years only (para. 237 and 241) Condition: The CRTC requires annual reporting from both networks on four levels: the proportion of programs of national interest from OLMCs aired during prime time, the amount of content that reflects the OLMCs in other programming, the amount of local programming that reflects the OLMCs and the results of surveys on the perception of OLMCs on how they are reflected in television and radio services (para. 362). The CRTC also requires reports on consultations with OLMCs; programming on RDI that reflects the regions, including OLMCs; and the Report on Official Languages (para. 363 and 364)

Appendix B – Comparison of conditions of licence and expectations of official-language minority communities (OLMC), 2000 and 2013

Conditions/ Expectations	2000		2013	
	Decision CRTC 2000-1 (CBC)	Decision CRTC 2000-2 (SRC)	OLMC expectations	CBC/Radio-Canada Final Comments
Reflect OLMCs on the air / Regional reflection	<p>Condition: broadcast priority regional programming produced more than 150 km away from Toronto during peak viewing periods, providing an average of 5-6 hours/week of programming (para. 24)</p> <p>Expectation: maintain and strengthen its coverage of regional issues in both news and public affairs programs and bolster its international news gathering capacity (para. 35)</p> <p>Condition: respect the commitment with regard to weekday supper-hour and late-night newscasts and re-introduce weekend regional newscasts on all regional stations (para. 37-39)</p>	<p>Expectation: fulfill its commitments with respect to regional production on the network; the SRC committed to broadcast on the network a minimum level of 5 hours/week of regional productions from 2000-2001 to 2002-2003, 6 hours/week from 2003-2004 to 2005-2006, and 7 hours/week as of 2006-2007 (para. 13); the SRC committed to broadcast on the network in the evening 17 hours/year of regional productions at the start of its licence, and 30 hours/year as of 2004-2005, including 4 hours of special events (para. 14-15)</p> <p>Expectation: 300 hours/year of regional production on television (para. 16)</p>	<p>Both anglophones and francophones feel deep dissatisfaction with respect to OLMCs on the national network</p> <p>Combat the Montrealization of the airwaves, both anglophone and francophone</p> <p>Most organizations representing OLMCs decried the loss of the LPIF</p> <p>Calls to replace the LPIF with a similar fund so that the SRC can continue to contribute to the development of OLMCs</p>	<p>Broadcasting Decision CRTC 2013-263 and Broadcasting Orders CRTC 2013-264 and 2013-265</p> <p>Condition: Present a reasonably balanced schedule drawn from diverse categories of programming, including original programs, programs from independent producers and programs originating from and reflecting all regions of Canada, including the OLMCs (para. 36)</p> <p>Condition: French-language television stations must provide 5 hours/week of local programming. English-language television stations must provide 14 hours/week of local programming in metropolitan markets (including one hour of non-news local programming) and 7 hours/week in non-metropolitan markets; the CRTC expects that current levels of local/regional programming will be maintained in markets where the levels imposed by condition of licence are lower than current commitments (para. 102 and 108)</p> <p>Condition: At least 5 hours/week must be devoted to Canadian programming produced in the regions, which include the regions of Atlantic Canada, Ontario, Western Canada, the North and Quebec (excluding Montreal) (para. 123)</p> <p>Expectation: The CRTC expects that each of these regions will be adequately represented (para. 124)</p>

Appendix B – Comparison of conditions of licence and expectations of official-language minority communities (OLMC), 2000 and 2013

Conditions/ Expectations	2000		2013	
	Decision CRTC 2000-1 (CBC)	Decision CRTC 2000-2 (SRC)	OLMC expectations	Broadcasting Decision CRTC 2013-263 and Broadcasting Orders CRTC 2013-264 and 2013-265
Reflect OLMCs on the air / Regional reflection (cont'd)	<p>Expectation: cover local issues and concerns during regional radio programs and broadly reflect the regions on the network (para. 83)</p>	<p>Expectation: reflect the life of francophones in all regions in its information and public affairs programming (para. 58)</p> <p>Expectation: improve radio service by incorporating components from OLMCs (para. 96)</p> <p>Expectation: ensure the fair representation of the issues and concerns of all francophones on regional stations and in network programs (para. 86)</p> <p>Condition: provide a weekend regional news service in all regions (para. 61)</p> <p>Expectation: establish and operate more news bureaus (para. 96)</p>	<p>OLMC expectations</p> <p>Calls for a regional content minimum (15%) on the <i>Téléjournal</i></p> <p>Calls to de-centralize regional decision-making</p> <p>In OLMCs, local programming and regional anchoring are essential</p> <p>Increase human resources in the region</p>	<p>The SRC would oppose a regional content quota on the <i>Téléjournal</i></p> <p>Condition: The two networks must ensure that their national news and information programming reflects the country's regions and OLMCs; however, the CRTC is not imposing specific levels of regional programming for news as this could represent an undue infringement on the Corporation's journalistic independence (para. 139)</p> <p>Condition: Each station must broadcast local news seven days a week each week, except holidays (Appendix 3)</p>

Appendix B – Comparison of conditions of licence and expectations of official-language minority communities (OLMC), 2000 and 2013

Conditions/ Expectations	2000		2013		
	Decision CRTC 2000-1 (CBC)	Decision CRTC 2000-2 (SRC)	OLMC expectations	CBC/Radio-Canada Final Comments	
Services to OLMCs	<p>Expectation: find ways to bring more northern-produced programming to the rest of Canada (para. 69)</p> <p>Expectation: extend Radio Two service to at least 50% or 75% of the English-language population, as appropriate (para. 102)</p>	<p>Expectation: extend La Chaîne culturelle coverage to 50% and 75% of the French-speaking population, as appropriate (para. 100)</p>	<p>Lack of access to services in some regions is decried (e.g., Jasper, the North)</p> <p>Some cable and satellite subscribers can have problems accessing regional signals; a compensation system could be put in place</p> <p>In Ontario, the OLMCs require the SRC to provide a minimum 25 hours/week of local programming on CBEF Windsor</p>	<p>The SRC would offer a minimum of 10 hours/week on CBEF Windsor so as not to impose local programming cuts on other stations</p>	<p>Broadcasting Decision CRTC 2013-263 and Broadcasting Orders CRTC 2013-264 and 2013-265</p> <p>Note: Given the current circumstances, the CRTC is of the view that it would not be appropriate to impose requirements on the Corporation for the establishment of digital television transmitters or the operation of analog television transmitters, and suggests the use of Shaw Direct's Local Television Satellite Solution assistance program (para. 162)</p> <p>Condition: CBEF Windsor must provide a minimum of 15 hours of local programming per week (para. 267). No other station operating in an OLMC provides less than 15 hours of local programming per week (para. 266)</p> <p>Note: The CRTC does not consider it appropriate to impose new expectations for the future expansion of Espace Musique's coverage (para. 282)</p> <p>Expectation: The Corporation's consultations with OLMCs will address issues specific to communities located in the North and deal with the fact that the Première Chaîne signal is not available in Jasper National Park (para. 355)</p>

Appendix C – Witnesses

Name of Organization and Spokesperson	Date
<p>Office of the Commissioner of Official Languages</p> <ul style="list-style-type: none"> • Graham Fraser, Commissioner of Official Languages 	<p>2011.10.24 2012.10.29</p>
<ul style="list-style-type: none"> • Ghislaine Charlebois, Assistant Commissioner, Compliance Assurance Branch • Lise Cloutier, Assistant Commissioner, Corporate Management • Johane Tremblay, General Counsel, Legal Affairs Branch 	<p>2011.10.24 2012.10.29</p>
<ul style="list-style-type: none"> • Robin Cantin, Director, Strategic Communications and Production 	<p>2011.10.24</p>
<ul style="list-style-type: none"> • Sylvain Giguère, Assistant Commissioner, Policy and Communications Branch 	<p>2012.10.29</p>
<p>Canadian Heritage</p> <ul style="list-style-type: none"> • The Honourable James Moore, P.C., M.P., Minister of Canadian Heritage and Official Languages 	<p>2011.11.17</p>
<ul style="list-style-type: none"> • Hubert Lussier, Acting Assistant Deputy Minister, Citizenship and Heritage • Amanda Cliff, Director General, Broadcasting and Digital Communications Branch 	
<p>Canadian Radio-television and Telecommunications Commission</p> <ul style="list-style-type: none"> • Scott Hutton, Executive Director, Broadcasting • Paulette Leclair, Director, Public Affairs • Véronique Lehoux, Legal Counsel • Paul Comeau, Senior Communications Officer 	<p>2012.03.26</p>
<ul style="list-style-type: none"> • Scott Hutton, Executive Director of Broadcasting • Renée Gauthier, Senior Manager, French-language Television • Guillaume Castonguay, Senior Policy Analyst, Broadcasting 	<p>2013.12.09</p>
<p>CBC/Radio-Canada</p> <ul style="list-style-type: none"> • Patricia Pleszczynska, General Manager, Program Director, Regional Services • Diane Laflamme, Chief of Planning, Regional Services, French Services 	<p>2012.03.26</p>
<ul style="list-style-type: none"> • Louis Lalande, Executive Vice President, French Services • Michel Cormier, Executive Director, News and Current Affairs, French Services • Patricia Pleszczynska, Executive Director, Regional Services and ICI Radio-Canada Première 	<p>2013.12.09</p>

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Name of Organization and Spokesperson	Date
Fédération des communautés francophones et acadienne du Canada <ul style="list-style-type: none"> • Marie-France Kenny, President • Serge Quinty, Director of Communications 	2012.04.23
Quebec Community Groups Network <ul style="list-style-type: none"> • Nicola Johnston, Member of the Board of Directors • Sylvia Martin-Laforge, Director General • Stephen D. Thompson, Director of Policy, Research and Public Affairs 	
English Language Arts Network <ul style="list-style-type: none"> • Guy Rodgers, Executive Director 	2012.04.23 2012.05.14
<ul style="list-style-type: none"> • Geoff Agombar, Office Manager 	2012.05.14
Association de la presse francophone <ul style="list-style-type: none"> • Francis Potié, Executive Director 	2012.05.07
Alliance des radios communautaires <ul style="list-style-type: none"> • Simon Forgues, Development and Communications Officer 	
Association des journaux régionaux du Québec <ul style="list-style-type: none"> • Richard Tardif, Executive Director 	
Quebec English-language Production Council <ul style="list-style-type: none"> • Kirwan Cox, Researcher 	2012.05.14
Association canadienne d'éducation de langue française <ul style="list-style-type: none"> • Yves Saint-Maurice, President • Richard Lacombe, Executive Director 	
Fédération nationale des conseils scolaires francophones <ul style="list-style-type: none"> • Roger Paul, Executive Director 	
Hudson St-Lazare Gazette <ul style="list-style-type: none"> • Jim Duff, Editor • Louise Craig, Publisher 	2012.05.28
Fédération culturelle canadienne-française <ul style="list-style-type: none"> • Marie-Claude Doucet, President • Éric Dubeau, Director • Simone Saint-Pierre, Chief of Communications 	2012.06.04
As an individual <ul style="list-style-type: none"> • Réjean Beaulieu 	2012.10.15

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Name of Organization and Spokesperson	Date
<p>As an individual</p> <ul style="list-style-type: none"> • Florian Sauvageau, Professor Emeritus at the Department of Information and Communication at Laval University and Chair of the Centre d'études sur les médias 	2012.11.05
<p>Assemblée de la francophonie de l'Ontario</p> <ul style="list-style-type: none"> • Denis B. Vaillancourt, President • Peter Hominuk, Director General 	2012.11.19
<p>Alliance culturelle de l'Ontario</p> <ul style="list-style-type: none"> • Marie-Ève Chassé, President • Nathalie McNeil, Director General, Alliance des producteurs francophones du Canada 	
<p>S.O.S. CBEF</p> <ul style="list-style-type: none"> • Nicole Larocque, President • Karim Amellal, Vice President 	
<p>Société nationale de l'Acadie</p> <ul style="list-style-type: none"> • René Légère, President • Amely Friollet O'Neil, Vice President 	2012.11.26
<p>As an individual</p> <ul style="list-style-type: none"> • Marie-Linda Lord, former Research Chair in Acadian Studies, University of Moncton 	
<p>Association acadienne des artistes professionnel.le.s du Nouveau-Brunswick</p> <ul style="list-style-type: none"> • Carmen Gibbs, Executive Director • Jean-Pierre Caissie, Head of Communications 	
<p>Association acadienne des journalistes</p> <ul style="list-style-type: none"> • Pascal Raiche-Nogue, President • Patrick Lacelle, Treasurer • Karine Godin, Advisor 	2012.12.03
<p>Association canadienne-française de l'Alberta</p> <ul style="list-style-type: none"> • Dolorèse Nolette, President • Isabelle Laurin, Director of Public Affairs 	
<p>Fédération acadienne de la Nouvelle-Écosse</p> <ul style="list-style-type: none"> • Marie-Claude Rioux, Executive Director • Justin Muri, President • Ghislain Boudreault, Sectional Vice President 	

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Name of Organization and Spokesperson	Date
Assemblée communautaire fransaskoise <ul style="list-style-type: none"> • Françoise Sigur-Cloutier, President • Michel Vézina, Secretary and Communications Lead • Marc Masson, Director of Communications 	2013.02.04
Conseil culturel fransaskois <ul style="list-style-type: none"> • Suzanne Campagne, Executive Director 	2013.02.11
Fédération des francophones de la Colombie-Britannique <ul style="list-style-type: none"> • France-Emmanuelle Joly, Executive Director 	
Fédération des francophones de Terre-Neuve et du Labrador <ul style="list-style-type: none"> • Gaël Corbineau, Executive Director 	2013.02.25
Association des francophones du Nunavut <ul style="list-style-type: none"> • Mylène Chartrand, Vice Chair, Board of Directors 	
Association franco-yukonnaise <ul style="list-style-type: none"> • Angélique Bernard, President • Nancy Power, Director, Communications and Community Relations 	2013.03.04
Conseil jeunesse provincial (Manitoba) <ul style="list-style-type: none"> • Gabriel Tougas, Delegate and Chair of the Parlement jeunesse pancanadien 	2013.03.18
Fédération des jeunes francophones du Nouveau-Brunswick <ul style="list-style-type: none"> • Sébastien Lord, Chair 	
Canadian Youth for French <ul style="list-style-type: none"> • Justin Morrow, Founder and President • Christie Dennison, Vice-President • Anna Parkhomenka, Member of the Board 	2013.03.25
Quebec Community Groups Network (Youth) <ul style="list-style-type: none"> • David Hodges, Delegate • Rae-Anna Maitland, Delegate 	
As an individual <ul style="list-style-type: none"> • Marc-André Provost 	2013.04.22
As an individual <ul style="list-style-type: none"> • Pier-Luc Laurin 	
As an individual <ul style="list-style-type: none"> • Michaël Séguin 	

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Name of Organization and Spokesperson	Date
As an individual <ul style="list-style-type: none"><li data-bbox="172 331 981 365">• The Honourable Pierre De Bané, P.C., former Senator	2013.12.02
TV5 Québec Canada <ul style="list-style-type: none"><li data-bbox="172 443 518 477">• Suzanne Gouin, CEO<li data-bbox="172 488 869 521">• Benoît Beaudoin, directeur, nouveaux médias	2014.02.10

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CBC/Radio-Canada, *2011–2012 Review on the implementation of Section 41 of the Official Languages Act.*

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Hon. Senator Pierre De Bané, P.C., Member of the Standing Senate Committee on Official Languages, *Reflecting Quebec to Quebeckers, or Reflecting Canada, its Regions and its Diversity in French to Canadians?*, Additional questions and comments to Société Radio-Canada, as authorized by the Standing Senate Committee on Official Languages, 26 March 2012.

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- 7 House of Commons, Standing Committee on Canadian Heritage (CHPC), [Our Cultural Sovereignty: The Second Century of Canadian Broadcasting](#), Second Report, 2nd Session, 37th Parliament, June 2003; CHPC, [CBC/Radio-Canada: Defining Distinctiveness in the Changing Media Landscape](#), Sixth Report, 2nd Session, 39th Parliament, February 2008.
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- 10 [Commissioner of Official Languages of Canada and Dr. Karim Amellal v. CBC/Radio-Canada](#), Federal Court, Docket T-1288-10, 2012 FC 650.
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- 13 [Official Languages Act](#) (R.S.C. 1985, c. 31 (4th Supp.)).
- 14 [Broadcasting Act](#), section 3(1)(m)(iv), section 3(1)(m)(v) and section 3(1)(m)(ii).
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- 21 CBC/Radio-Canada, [Our Official Languages Responsibilities](#).
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