

THE VITALITY OF QUEBEC'S ENGLISH-SPEAKING COMMUNITIES: FROM MYTH TO REALITY

Report of the Standing Senate
Committee on Official Languages

The Honourable Maria Chaput, Chair
The Honourable Andrée Champagne, P.C., Deputy Chair

March 2011

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MEMBERS

THE STANDING SENATE COMMITTEE ON OFFICIAL LANGUAGES

Senators who have participated in this study:

The Honourable Maria Chaput, Chair
The Honourable Andrée Champagne, P.C., Deputy Chair

and

The Honourable Senators:

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Joan Fraser
Rose-Marie Losier-Cool
Michel Rivard
Judith Seidman
Claudette Tardif

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The Honourable Senators James Cowan (or Claudette Tardif) and
Marjory LeBreton, P.C. (or Gerald J. Comeau).

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

The Honourable Senators Boisvenu, Brazeau, Comeau, Dawson,
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Francine Pressault

Excerpt from the *Journals of the Senate*, of Wednesday, 24 March 2010:

The Honourable Senator Chaput moved, seconded by the Honourable Senator Mahovlich:

That the Standing Senate Committee on Official Languages be authorized to study and to report on the application of the *Official Languages Act* and of the regulations and directives made under it, within those institutions subject to the Act;

That the committee be authorized to study the state of the implementation of Part VII of the *Official Languages Act*, particularly the action taken by federal institutions following the amendments to the Act in November 2005;

That the committee be authorized to study the extent to which the Olympic and Paralympic Games, and in particular the opening ceremony, reflected Canada's linguistic duality and to examine the report of the Commissioner of Official Languages on this matter;

That the committee be authorized to study the realities of English-speaking communities in Quebec, particularly the various aspects affecting their development and vitality (e.g., community development, education, youth, arts and culture, health);

That the committee be authorized to study the reports and documents of the Minister of Canadian Heritage and Official Languages, the President of the Treasury Board, and the Commissioner of Official Languages, and any other subject concerning official languages;

That the documents received, evidence heard and business accomplished on this subject by the committee since the beginning of the first session of the 39th Parliament be referred to the committee;

That the committee report from time to time to the Senate but no later than December 31, 2010, and that the committee retain all powers necessary to publicize its findings until June 30, 2011.

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

Gary W. O'Brien

Clerk of the Senate

ORDERS OF REFERENCE

Excerpt from the *Journals of the Senate*, of Thursday, 2 December 2010:

The Honourable Senator Chaput moved, seconded by the Honourable Senator Mahovlich:

That, notwithstanding the Order of the Senate adopted on Wednesday, March 24, 2010, the Standing Senate Committee on Official Languages, which was authorized to study the application of the *Official Languages Act* and of the regulations and directives made under it, be empowered to extend the date of presenting its final report from December 31, 2010 to March 31, 2011; and

That the Committee retain until June 30, 2011 all powers necessary to publicize its findings.

After debate,

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

Gary W. O'Brien

Clerk of the Senate

At the beginning of the 2nd Session of the 40th Parliament, the members of the Standing Senate Committee on Official Languages agreed that it was time to carry out a study of Quebec's English-speaking communities, in much the same way as it had studied Nova Scotia's Francophone and Acadian communities in 2005.

For the purposes of this study, we met with more than 60 witnesses (represented by nearly 200 spokespersons) in the course of public hearings and informal meetings in Ottawa and three regions of Quebec. Our visits to Quebec City, Sherbrooke and Montreal allowed us to delve directly into the realities that those communities are experiencing, and this helped us better understand the challenges of living as an Anglophone minority community within a Francophone population that is itself a minority in North America.

In presenting the results of this study, we want to convey three important messages. Firstly, under the *Official Languages Act*, the federal government has a duty to support the development of both of the country's minorities, English-speaking and French-speaking. Secondly, the government needs to recognize that since the realities and challenges experienced by the English-speaking and French-speaking minorities are sometimes similar but sometimes different, each minority must be treated in a way that takes its specific needs into account. Thirdly, the government must ensure that federal institutions take positive measures to enhance the vitality of the English-speaking minority and support its development, while acting in accordance with provincial jurisdiction and powers.

A common theme evident in all the testimony is the importance of consulting the English-speaking communities regularly. Our previous reports highlighted this point as well: consultation is at the heart of the relationship of trust that must develop between federal institutions and official-language minority communities.

We would like to express our heartfelt thanks to the Quebec Community Groups Network for its invaluable assistance in organizing our Quebec visit. We also thank all the witnesses who agreed to appear before us, particularly Léo La France, Assistant Deputy Minister of Education, Recreation and Sports (Ministère de l'Éducation, des Loisirs et du Sport), the only provincial government representative who accepted the invitation to appear before the Committee.

We hope that the Government of Canada will pay special attention to the contents of this report and that it will take the necessary steps to act on its recommendations.

Maria Chaput

Chair

Andrée Champagne, P.C.

Deputy Chair

THE VITALITY OF QUEBEC'S ENGLISH-SPEAKING COMMUNITIES: FROM MYTH TO REALITY

"The consultations you have held throughout the province and that are ongoing here have allowed [the English-speaking communities] to be heard, to have their concerns raised and for us to seek solutions on an ongoing basis to ensure those concerns continue to be recognized by the Government of Canada."

The Honourable James Moore, Minister of Canadian Heritage and Official Languages
(7 December 2010)

INTRODUCTION

The Standing Senate Committee on Official Languages (hereinafter, the Committee) commenced its study of Quebec's English-speaking communities in the winter of 2009. This is the first time in the history of the Committee, and of any parliamentary committee on official languages, that an entire study has been devoted exclusively to the English-speaking minority. The Committee set three objectives for the study:

- Provide an overview of the situation of English-speaking communities in Quebec by examining various aspects affecting their development.
- Define the issues specific to English-speaking communities in Quebec and identify corrective measures deemed necessary for their development.
- Make recommendations to the federal government to support the development and enhance the vitality of English-speaking minority communities.

Over the past two years, the Committee heard a number of witnesses from several regions and areas of activity. They expressed their views on various aspects affecting the development of Quebec's English-speaking communities. Certain key themes came up during the public hearings, such as vitality, consultation, a sense of belonging, identity, access to services, networking, federal-provincial dynamics, diversity, regional disparities.

The intent of this report is to focus on the challenges experienced by Quebec's English-speaking communities and remind the federal government that it has a responsibility to enhance the vitality of both of Canada's linguistic communities. The Committee seeks to draw the federal government's attention to, and attract its interest in, the English-speaking minority's concerns and the measures that should be taken to support its development. To this end, the Committee will seek to dispel certain widely held myths regarding Quebec's English-speaking population and highlight its success stories throughout the report.

It should be noted that the *Canadian Charter of Rights and Freedoms* recognizes the equality of both official languages and the principle of "advanc[ing] the

equality of status or use of English and French."¹ As for the *Official Languages Act* (hereinafter, the Act), its objective is to:

(a) ensure respect for English and French as the official languages of Canada and ensure equality of status and equal rights and privileges as to their use in all federal institutions, in particular with respect to their use in parliamentary proceedings, in legislative and other instruments, in the administration of justice, in communicating with or providing services to the public and in carrying out the work of federal institutions;

(b) support the development of English and French linguistic minority communities and generally advance the equality of status and use of the English and French languages within Canadian society; and

(c) set out the powers, duties and functions of federal institutions with respect to the official languages of Canada.²

During the public hearings, the Committee noted that the realities and challenges experienced by the English-speaking minority are similar in several respects to those experienced by the French-speaking minority. Consequently, the Committee has seen fit to underscore specific recommendations and excerpts from its previous reports in order to show that certain challenges are the same whether the minority community speaks English or French.

The Committee also found that the realities and challenges experienced by the English-speaking minority are sometimes different from those faced by its French-speaking counterpart outside Quebec. The English-speaking minority does not face the challenge of ensuring the survival of its language. Rather, its challenge lies in ensuring the community's survival and supporting its vitality in all regions of Quebec. Therefore, a way must be found to ensure that Quebec's English-speaking minority can fully develop in a context in which its future is inevitably intertwined with the future of a population group that sees the survival of French as a priority.

The Committee wishes to point out that, as a result of the amendments to Part VII of the *Act* in 2005, federal institutions must take positive measures to enhance the vitality of the English-speaking minority and support its development. The federal government must pay close attention to ensuring the rights of this minority are respected. Federal institutions can meet this obligation by staying informed of the day-to-day challenges and needs of English-speaking communities across Quebec.

As part of federal-provincial relations, the federal government must be able to impress on provincial authorities the need to respect the language rights enshrined in the Charter and in legislation. For this to happen, consultation must be the watchword for relations between governments and communities in all instances.

¹ *Canadian Charter of Rights and Freedoms*, R.S.C. 1985, Appendix II, No. 44, Schedule B, s. 16.

² *Official Languages Act*, R.S.C. 1985, c. 31 (4th Supp.), s. 2.

It is understood that the federal government must protect and promote the rights of the English-speaking minority while respecting Quebec's authority to legislate in its own area of jurisdiction. It is important to understand that a "win" for the rights of the Anglophone minority does not necessarily threaten the aspirations of the Francophone majority. The goals of the two communities do not have to be mutually exclusive and can be achieved in an atmosphere of respect for the rights of both. We must take what has long been seen as a win-lose situation and change it into a win-win scenario for two segments of a single population. Quebec's English-speaking minority cannot hope to achieve its full potential unless both levels of government are involved in ensuring respect for their rights.

The federal government will soon begin considering what is next for the *Roadmap for Canada's Linguistic Duality*³ (hereafter the Roadmap (2008-2013)). In this context, the Committee stresses that it is important for the federal government to treat the English-speaking minority in a way that takes into account its specific needs.

The goal of this report is to articulate the various views heard over the course of the past two years. This report consists of three sections. The first provides a socio-demographic profile of Quebec's English-speaking population based on several recent statistics published by Statistics Canada. The second discusses the English-speaking communities' challenges and success stories in various sectors that affect their development. The third sets out the Committee's findings and recommendations in light of the testimony from the many witnesses who came before it.

³ Government of Canada, *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future*, Ottawa, 2008. Details on the funding allocations for the Quebec's English-speaking communities as part of the Roadmap (2008-2013) are presented in Appendix E of this report. It is important to note that this funding represents only part of the investment made by the Government of Canada for linguistic duality.

QUEBEC'S ENGLISH-SPEAKING COMMUNITIES: A SOCIO-DEMOGRAPHIC PROFILE

This section provides an overview of Quebec's English-speaking population based on recent data published by Statistics Canada. In September 2010, Statistics Canada published its *Portrait of Official-Language Minorities in Canada: Anglophones in Quebec*,⁴ based on 2006 Census data and on the results of the *Survey of the Vitality of Official-Language Minorities in Canada*.⁵

The Statistics Canada portrait notes from the outset that "there is no established definition of Anglophone."⁶ The size of Quebec's English-speaking community varies depending on the type of statistical criterion used. In 2006, Anglophones made up 8.2% of the population (approximately 607,200 persons) based on mother tongue, 10.6% of the population (approximately 787,900 persons) based on language spoken at home, and 13.4% of the population (approximately 994,700 persons) based on first official language spoken. The following table shows the fluctuations in the English-speaking population from 1971 to 2006.

Table 1: Quebec's population based on different variables, 1971 to 2006

Year	Total***	English		French		Other languages	
		Mother tongue	FOLS*	Mother tongue	FOLS**	Mother tongue	FOLS
1971	6,027,764	788,833	992,368	4,866,408	4,971,952	372,523	63,444
1981	6,369,068	693,598	889,612	5,254,196	5,430,549	421,274	48,907
1991	6,810,300	626,201	904,301	5,585,648	5,844,433	598,451	61,566
1996	7,045,075	621,860	925,833	5,741,430	6,047,406	681,785	71,844
2001	7,125,579	591,365	918,956	5,802,020	6,149,339	732,175	57,284
2006	7,435,903	607,165	994,723	5,916,845	6,373,222	911,895	67,955

*Total of FOLS English and half of FOLS English and French.

**Total of FOLS French and half of FOLS English and French.

***The total population may vary slightly depending on the variable used; the total shown in this column is for mother tongue.

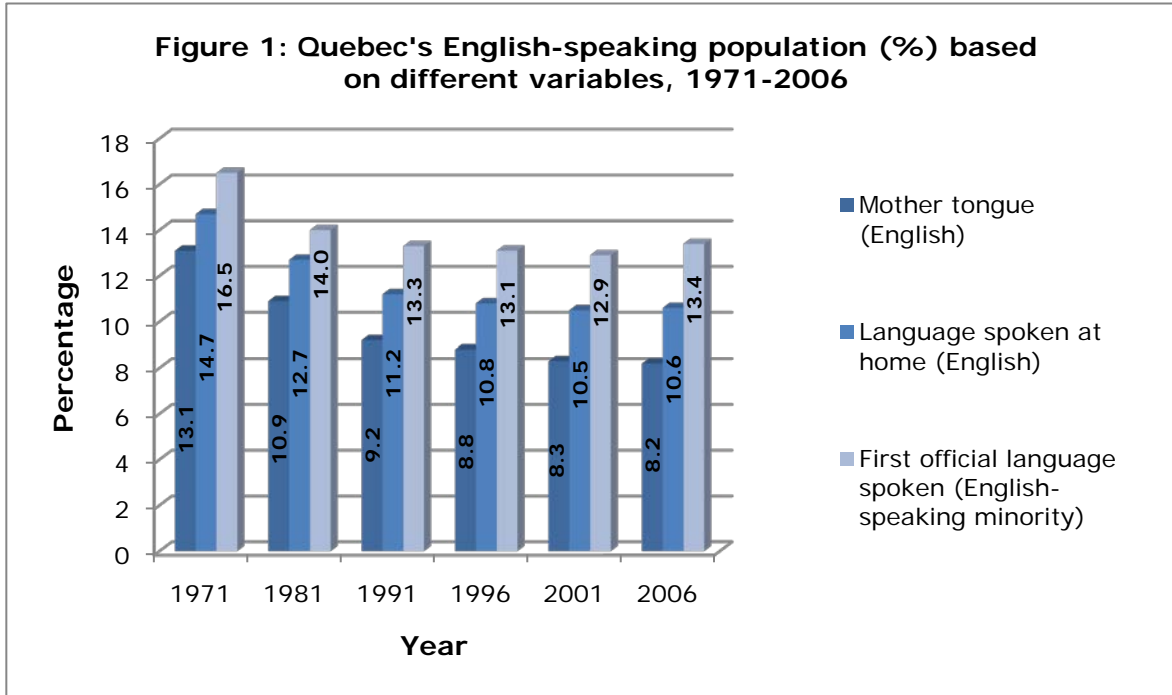
Source: Statistics Canada, Censuses of population, 1971–2006.

⁴ Statistics Canada, *Portrait of Official-Language Minorities in Canada: Anglophones in Quebec*, Catalogue No. 89-642-X – No. 002, Ottawa, 2010.

⁵ Statistics Canada, *Minorities Speak Up: Results of the Survey on the Vitality of Official-Language Minorities*, Catalogue No. 91-548-X, Ottawa, 2007.

⁶ Statistics Canada (2010), p. 8.

The following figure shows the fluctuation in Quebec's English-speaking population since 1971 in percentage.



Source: Statistics Canada, Censuses of population, 1971–2006.

The above data show the decrease in Quebec's English-speaking population since 1971. The population whose mother tongue is English declined dramatically in terms of actual numbers and as a percentage. If we compare data on mother tongue and FOLS, we see that the population with English as a mother tongue has always been smaller, both in actual numbers and as a percentage. Data on FOLS show that there have been major fluctuations in the Anglophone minority population over the past 35 years, but in numerical terms, it was just as large in 2006 as it was in 1971. As a percentage of the population, the Anglophone minority decreased greatly between 1971 and 1991, and then remained stable to 2006. This trend can be explained in part by the departure of large numbers of Anglophones and the arrival of new immigrants.

By comparing data from the 2006 Census, we see that the number of people belonging to the Quebec Anglophone minority (FOLS English) is almost the same as that of the Francophone minority in Canada (FOLS French). The following table compares the data for these two minority groups, based on several variables.

Table 2: Anglophone minority in Quebec and Francophone minority in the rest of Canada, based on different variables, 2006

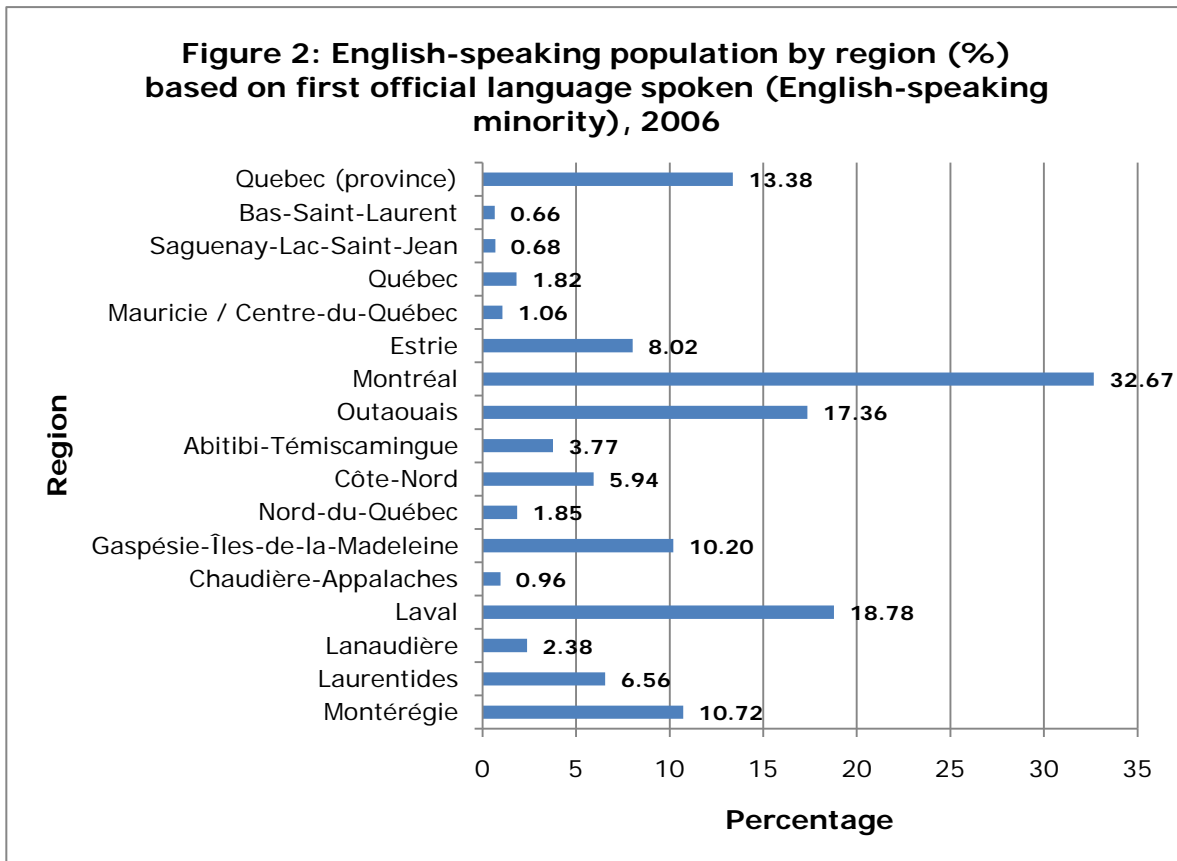
Variable	Anglophone minority in Quebec		Francophone minority in Canada	
	Number	%	Number	%
Mother tongue	607,200	8.2	975,400	4.1
FOLS	994,700*	13.4	997,100**	4.2

*Total of FOLS English and half of FOLS English and French.

**Total of FOLS French and half of FOLS English and French.

Source: Statistics Canada, Census of Population, 2006.

Anglophones are distributed across various regions of Quebec. The highest concentration is in Montreal (32.67%). There is also a strong English-speaking presence in the following regions: Laval (18.78%), Outaouais (17.36%), Montérégie (10.72%) and Gaspésie-Îles-de-la-Madeleine (10.20%). The following figure shows the concentration of Anglophones by Quebec region based on 2006 Census data.



Source: Statistics Canada, Census of Population, 2006.

During the Committee's public hearings, witnesses repeatedly stated that Quebec's English-speaking population has many special characteristics. Firstly, it is a diverse and multilingual population. Data presented previously in this report show that many immigrants have settled in Quebec over the past few decades, and some of them have chosen English as their first official language spoken.

The Montreal, Laval and Outaouais regions have the highest concentration of Anglophones, and knowledge of English among Allophones is also highest in these areas. Many witnesses emphasized the need to differentiate between the situation faced by Anglophones living in the greater Montreal and surrounding area and that of Anglophones in other regions of Quebec. While the former have access to established infrastructure in many sectors of activity, such as education, health, the economy, and arts and culture, the same is not true everywhere. There are disparities across the province and even on the island of Montreal.

People whose mother tongue is English have a high rate of bilingualism. The following table shows that knowledge of English and French is higher in Quebec's English-speaking population than in other language groups, and that this rate has increased steadily since 1991.

Table 3: English-French bilingualism based on mother tongue (%), Quebec, 1991–2006

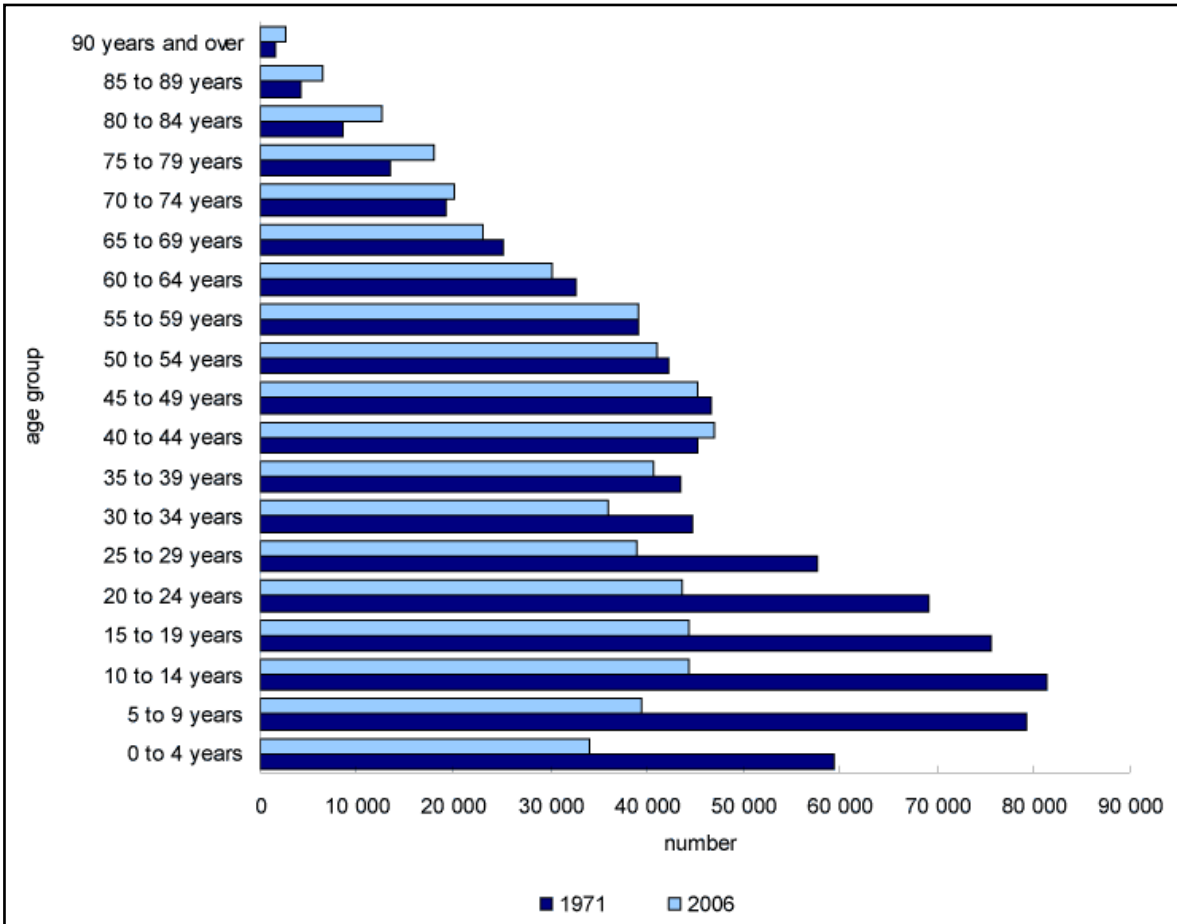
Year	Mother tongue – English	Mother tongue – French	Mother tongue – other language
1991	59.4	31.5	46.6
1996	62.9	34.0	46,8
2001	67.2	36.9	50.5
2006	68.9	35.8	50.2

Source: Statistics Canada, Censuses of population, 1991–2006.

Without question, this high rate of bilingualism is related to the linguistic demands of Quebec society, where the use of French is required in many sectors of activity. It explains in part the increase in intermarriage in this segment of the population in recent years.

Quebec's English-speaking population is also aging. Three factors are contributing to this trend: a lower birth rate; the Anglophone exodus of the 1970s and 1980s, which contributed to what is known as the "missing middle;" and the departure of large numbers of Anglophone youth from the province. The following graph compares the age structure of persons with English as their mother tongue in 1971 and 2006, and shows that the number of people under the age of 35 has decreased significantly over the past 35 years.

Figure 3: Age structure of the English mother tongue population, Quebec, 1971 and 2006



Source: Statistics Canada, Censuses of population, 1971 and 2006.

The terms governing education for Quebec's Anglophones were established before Confederation. Over the past 40 years, several legislative amendments have restricted access to English schools. As is the case in several Francophone communities elsewhere in Canada, enrolment in minority schools has declined, and the percentage of eligible students who attend these schools is not at its maximum. According to the portrait published by Statistics Canada, "the language of the school attended by young Anglophones depends on several factors, one of the most important being the restrictions imposed by Quebec language legislation. Added to this is the sizable proportion of French-English [intermarriage] as well as the desire of Anglophone parents to further their children's learning of both French and English."⁷ Immersion programs are proving to be very popular among Anglophones. Over the years, many parents have campaigned to improve the teaching of French in English-language schools. Others have simply chosen to send their children to French schools, at least at the primary level. Conversely, the

⁷ Ibid., p. 64.

increase in the number of intermarriages has meant a steady increase in the number of Francophone students enrolled in English-language schools.

In terms of level of education, 25% of Anglophones in Quebec have a university diploma or grade at bachelor's level or above, compared with 15% of Francophones.⁸ This gap is less significant in the Montreal, Sherbrooke and Outaouais regions. This can probably be explained by the presence of universities in these areas or nearby (for example, the Outaouais region is just across the river from Ontario). Statistics Canada also states that "since the proportion of university graduates is much greater in the large urban centres and a sizable proportion of the Quebec population lives outside these large centres, any analysis of the education gaps between the two groups must take this reality into consideration."⁹

Anglophones in Quebec have often been seen as the socioeconomic elite. While this was true prior to the 1960s, much has changed since. The departure of many Anglophones and the huge wave of immigrants have helped to change the socioeconomic fabric of this segment of the population. The income gap between Anglophones and Francophones has decreased over the years. The following table shows the differences in average and median incomes for males and females by FOLS for 2006. There is practically no difference in median income for Francophone and Anglophone women, whereas Francophone men have a slightly higher median income.

Table 4: Average and median income for females and males by first official language spoken, Quebec, 2006

First official language spoken	Women		Men	
	Average income (\$)	Median income (\$)	Average income (\$)	Median income (\$)
English	28,011	20,140	42,374	27,008
French	25,808	20,052	38,457	30,854
English and French	22,297	16,577	28,687	20,789
Total	25,870	19,828	38,509	30,074

Source: Statistics Canada, Census of population, 2006.

According to the portrait published by Statistics Canada, the following explanation is provided for these data:

In fact, while the results on the population as a whole reveal that the mean incomes of Anglophones are higher than those of Francophones ..., it emerges that certain key factors explain these gaps. Thus, an analysis of the data on the average employment incomes of males in the labour force reveals that Francophones have a higher mean income than their Anglophone counterparts when controlling for age, education level, region of residence, industry sector

⁸ Ibid., p. 69.

⁹ Ibid., p. 70.

and immigrant status (results not in table). The income gap is larger if the criterion used is mother tongue (\$2,700) rather than first official language spoken (\$1,900). For females, the gaps are smaller, at \$700 and \$300 respectively. In other words, a large part of the gap observed between the mean incomes of Anglophones and Francophones is related to differences in age structure, education level, region of residence, industry sector and immigrant status.¹⁰

Anglophones work in various employment sectors, depending on the region in which they live. In Montreal, they are concentrated in manufacturing, retail sales, health, and professional, scientific or technical services. In the Quebec City area, there is a higher percentage of people in educational services. Overall, Anglophone workers are attracted to the retail trade. English is the most commonly used language in many employment sectors aside from public administration.

The Statistics Canada portrait points out repeatedly that the geographic concentration of Anglophones influences their perceptions and language-related behaviours. This means that the English-speaking communities' vitality varies by region. Intermarriage, immigration, the presence or absence of the "middle generation," the degree to which English is used in the public sphere and the knowledge of both official languages are all factors that influence this vitality. These factors also influence the communities' perception of their own vitality.

The next section of this report is a detailed portrait of Quebec's English-speaking communities by sector of development.

¹⁰ Ibid., p. 87.

"I have always thought that the English communities in Quebec suffer from a larger degree of misunderstanding than is the case for many other minority language communities."

Graham Fraser, Commissioner of Official Languages (31 May 2010)

QUEBEC'S ENGLISH-SPEAKING COMMUNITIES: CHALLENGES AND SUCCESS STORIES

This section provides an overview of Quebec's English-speaking communities' challenges and realities in various sectors affecting their development. It highlights some success stories with regard to the development of these communities. It draws on a number of excerpts taken from previous Committee reports to illustrate how the challenges of the Anglophone minority are similar to those of its Francophone counterpart outside Quebec.

A. COMMUNITY LIFE

A number of questions come up when it comes to community life. What factors contribute to the vitality of the English-speaking communities? What relationship do these communities maintain with the French-speaking majority in Quebec? Are the realities experienced by these communities the same in each region? What is being done to support their development? How are the governments supporting community organizations? The following pages attempt to answer these questions by drawing from testimony heard in Committee.

1. Vitality: identity, inclusion and sense of belonging

The Quebec Community Groups Network (QCGN), an agency that defends English-speaking communities in Quebec, has appeared before the Committee a number of times to express its view of the main challenges these communities are facing. From the outset, the QCGN wanted to underscore that the English-speaking population of Quebec is a diverse and multi-lingual community. Changes in Quebec's social, political and economic context have contributed to forging the identity of the English-speaking communities and have led those communities to perceive their vitality in a very unique way.

Their perception of community life is marked by two recurring themes: inclusion and sense of belonging. Generally speaking, the sense of being included in Quebec society seems fragile. According to Jack Jedwab, "Feeling part of the community is often contingent on a climate that either values being part of the community or devalues it. If you feel there is a devaluing in being part of that community, you will be reluctant to associate yourself with it."¹¹ The overview published by Statistics Canada in 2010 showed a greater sense of belonging by the English-

¹¹ Jack Jedwab, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 6, June 14, 2010, p. 10.

speaking communities in the Montreal, Outaouais, Eastern Townships and Southern Quebec regions, in other words, where there is a higher concentration of the minority population¹².

Any difficulty creating a real sense of belonging within the English-speaking communities can lead to challenges in terms of political influence. At times, those communities have had a hard time finding a public voice. A QCGN representative said:

We have not felt the need — or we have felt the need too late, one would question — to mobilize and to ask for organizations that advocate on behalf of youth, women, seniors, and jurist organizations. These organizations could develop, but they have not emerged in sustainable form in our community's history. We believe that the result of all of this ... is that it has been difficult for us to participate and be heard on the national stage in terms of an equal voice.¹³

Generally speaking, English-speaking communities want to maintain their vitality and contribute to enriching their community life. To do so, they have to have a strong identity and a well-developed sense of belonging.

2. Relationship with the Francophone majority

To remain a dynamic part of Quebec society, the English-speaking population in Quebec has to be extremely adaptable. Its desire to live and flourish in English is weighed against its desire to fully participate into Quebec society. This is one reason why the rate of bilingualism within the population whose mother tongue is English has continually increased over the years. In 2006, the rate was 69.8%¹⁴.

English-speaking communities rely on support from the Francophone majority to promote their development. Recognition of the double minority status within Canada and within Quebec is one of their major challenges, as the following excerpt shows:

... [T]he English-speaking community requires the support of our brothers and sisters in the [F]rancophone majority if we are to influence successfully the policies required to develop vital and viable English-speaking minority communities that will continue to contribute to Quebec. English-speaking Quebec faces the particular challenge of being a minority within a minority. ... By contrast, French-speaking Quebec is both a minority and a majority. As a minority linguistic community, it faces serious challenges within Canada and North America. But French Quebec has had a hard time coming to terms with the fact that it is also a majority. While defending its place as a minority within the rest of Canada, the French-speaking community needs to learn to

¹² Statistics Canada (2010).

¹³ Quebec Community Groups Network, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 6, June 14, 2010, p. 9.

¹⁴ Statistics Canada (2010).

be a majority in the context of its relationship with its English-speaking minority in Quebec.¹⁵

As is the case for any other minority group, English-speaking communities in Quebec want to participate in developing policies and making decisions that have an impact on their development. Jack Jedwab noted that, "the presence of English speakers in Quebec's decision-making process, through its civil service and its broader decision-making bodies, is extremely low"¹⁶. Some agencies, such as the Montreal Council of Women, have the feeling that the divide between the Anglophone minority and the Francophone majority has never been so great. That might depend on the presence of persistent myths about the two linguistic groups. "I find it absolutely horrifying that people are allowed to live with their prejudices and that no attempt is made to blend the two groups"¹⁷.

The witnesses' testimony has shown that we must find ways to encourage healthy connection between the aspirations of the majority population and the interests of the minority community. All the regions studied showed an interest in this. For example, a representative from the Committee for Anglophone Social Action (CASA) said, "English-speaking Gaspesians are adapting to today's realities and wish to remain a vital part of the vitality of the Gaspé coast"¹⁸. A representative from the North Shore Community Association (NSCA) said that one of the strengths of the North Shore community is that it is "reciprocal with the linguistic majority. ... There are opportunities and there is a willingness to [cooperate] in almost every sector"¹⁹. A representative from a community centre in Verdun said, "Dawson Centre has survived and developed in a [F]rancophone environment as a result of our ability to work with our [F]rancophone partners. Our [cooperation] with our environment is very important"²⁰.

Some organizations shared some of their promising experiences with respect to cooperation. That was the case for Voice of English-speaking Québec (VEQ), which has implemented a twinning program "where you facilitate activities between the two linguistic groups ... to bring together the two communities to help each improve their second language"²¹. For its part, the Regional Association of West

¹⁵ Quebec Community Groups Network, *Proceedings of the Standing Senate Committee on Official Languages*, 2nd Session, 40th Parliament, Issue No. 3, March 23, 2009, p. 30.

¹⁶ Jack Jedwab (June 14, 2010), p. 11.

¹⁷ Montreal Council of Women, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 14, November 29, 2010, p. 27.

¹⁸ Committee for Anglophone Social Action, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 7, September 13, 2010, p. 34.

¹⁹ North Shore Community Association, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 7, September 13, 2010, p. 42.

²⁰ Dawson Community Center, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 14, November 29, 2010, p. 6.

²¹ Voice of English-speaking Québec, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 7, September 13, 2010, p. 22.

Quebecers (RAWQ) offered a training program to students in the Outaouais area in order to raise awareness of the vocabulary used in the work world in either of the two official languages. "It is not sufficient to be bilingual but to be sufficiently bilingual in the technical jargon of the particular occupation"²².

To sum up, Quebec's English-speaking communities want their rights to be respected without posing a threat to the aspirations of the Francophone majority. Witnesses stated that this does not have to be a win-lose situation. The goals of the two communities do not have to be mutually exclusive and can be achieved in an atmosphere of respect for the rights of both. This will require strategies to bring the Anglophone minority and Francophone majority together.

3. Regional diversity

The realities and challenges faced by the English-speaking communities vary from one region to another. A few general observations can be drawn from the testimony heard:

- The **North Shore** and **Lower North Shore** community is spread out and isolated. Members of that community are largely unilingual. Government services in English are difficult to obtain in all sectors. The exodus of young people combined with the aging of the population is striking a major blow to the vitality of the community more than anywhere else. Problems related to transportation greatly limit the development of the community.
- The **Gaspé** community is also spread out and isolated. Government services in English are difficult to obtain, especially for arts and culture, mental health and seniors. In the education sector, we see a high dropout rate. Young people who leave the region do not return. Those who stay live in difficult economic conditions. The community would like to be able to rely on immigration to renew its population.
- The **Lower St. Lawrence** community is the smallest of all the English-speaking communities in Quebec. There is only one English primary school in the region and its infrastructure is inadequate. Generally speaking, very few services are available in English and very few volunteers are able to provide their support to the community.
- The **Îles-de-la-Madeleine** community has its own very specific realities owing in large part to its geographic situation. As in other remote regions, young people tend to leave the island and not return. As a result, it is hard for them to become involved in organizations to enhance community development. More than anywhere else, developing the tourism industry is essential to the community's development.

²² Regional Association of West Quebecers, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 13, November 15, 2010, p. 14.

- The community in the **Quebec City** region has a very high knowledge of French. Challenges in this community have more to do with community leadership and the ability to find new volunteers than with creating a sense of belonging. The community's priorities are to support newcomers, young people, seniors and economic development.
- The **Eastern Townships** community is also spread out. There is no real hub, and Anglophones live in small communities which are becoming increasingly in the minority. Most young people are bilingual, but they have trouble integrating into the region's labour market. Their sense of belonging in the community is rather weak and this phenomenon is heightened by a lack of support for Anglophone arts and culture in the region. The community feels a great need to build bridges between the generations to counter the exodus of young people, the absence of the "middle generation" and the lack of services for seniors.
- The community in **Montreal and surrounding areas** is extremely diverse and made up of a high proportion of ethno-cultural communities. A number of agencies that advocate on behalf of those communities identify with the English-speaking community. Access to schools — from elementary to university — health care and social services, employment services, and arts and culture present fewer challenges than they do in remote areas. However, it should be noted that the situation varies from one location to another on the island of Montreal. In the **Verdun** borough, for example, there is a great need for services for young people, families and seniors. The population on that part of the island is also experiencing an exodus: many Anglophones who do not have access to services move to other parts of the greater Montreal area. The surrounding Montreal area has its own challenges. In the **Vaudreuil-Soulanges** area, the English-speaking population is exploding, especially with the addition of new immigrants. Unfortunately, the provision of services is not keeping step with the rate that the population is growing.
- The **Outaouais** community is made up of a population that is urban and rural, young and old, unilingual and bilingual. The proximity of the Province of Ontario poses unique challenges to this community in terms of access to services in English. Although the sense of belonging among young people in the community there is high, a number of them feel they need to leave the region if they want to pursue post-secondary education or find employment.

The witnesses raised the importance of taking into account the variety of challenges faced by English-speaking communities. Adopting a uniform common approach to all regions is not appropriate for meeting their needs.

4. Government support for community organizations and delivery of services to the communities

English-speaking community organizations have the feeling that they do not receive enough government support. Witnesses called for action on two fronts to make the lives of English-speaking communities in Quebec easier. First, there must be access to long-term funding to support community development; and second, services available in the minority language must be expanded.

At the provincial level, the witnesses presented a relatively negative assessment of the support offered by the Government of Quebec. Some witnesses said that the provincial government does not consider the English-speaking communities as a separate entity, with specific needs. According to the QCGN, "In matters of shared jurisdiction, or in matters that have been devolved to the province ... the needs of the English-speaking community are largely absent."²³ Noel Burke stated a similar opinion: "The English-speaking citizens of Quebec are skeptical about the provincial government's interest in their well-being as a community, while it does provide services and there are access issues for individuals. As a collective, however, there is quite a bit of skepticism about the government's interest in their welfare as a community. I would describe it as tenuous at best."²⁴ Outside the major urban centres, opinion is even stronger. A representative of the Coasters' Association stated: "It is not right that, today, a Quebec government still does not respond to the English community."²⁵

At the federal level, testimony was not much more glowing. Although the work Canadian Heritage has done with the communities was acknowledged to be essential by most witnesses, the QCGN believed that the existence of the Quebec's English-speaking communities has too often been ignored by other federal institutions. That organization said that the English-speaking communities have not received their fair share of funding under the Roadmap (2008-2013).²⁶ In general, it seems that federal institutions are not doing everything necessary to implement Part VII of the Act. Part VII, which was amended in 2005, requires that federal institutions take positive measures to enhance the vitality and support and assist the development of Quebec's English-speaking communities. The QCGN believes that "... the need for increased levels of cooperation between the federal government and provincial government regarding the 'full implementation' of Part VII of the Official Languages Act."²⁷

Under the Roadmap (2008-2013), the federal government has granted funding for Quebec's English-speaking community organizations and for the delivery of services in English.²⁸ Investments for 2008-2013 break down as follows:

²³ Quebec Community Groups Network (June 14, 2010), p. 8.

²⁴ Noel Burke, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 6, June 14, 2010, p. 27.

²⁵ Coasters' Association, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 7, September 13, 2010, p. 49.

²⁶ Quebec Community Groups Network (March 23, 2009), p. 28.

²⁷ Quebec Community Groups Network, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 7, September 13, 2010, p. 10.

²⁸ These funds are in addition to Canadian Heritage's regular budget under the "Community Life" component, which includes the subcomponents "Collaboration with the Community Sector" and "Intergovernmental Cooperation on Minority-Language Services". For 2008-2009, the total budget allocated to Quebec for that component was \$5.3 million. For more detail, see: Canadian Heritage, *Official Languages – 2008-09 Annual Report. Volume 1: Official Languages Support Programs*, Ottawa, 2009, p. 30.

- **Cooperation with the community sector:** \$2.1 million over five years has been allocated to Quebec under cooperation agreements with organizations representing the communities. The agreements provide for program funding (e.g. operating expenses) and project funding (e.g. one-time activities).
- **Intergovernmental cooperation:** \$2.0 million over five years has been allocated for the agreement between the federal government and the province in relation to services in the minority language. The purpose of the funding is to help the provincial government and the municipalities expand services in English, more specifically in health care, social services and the justice system.

As in the case of French-speaking minority communities, it seems that the challenges facing Quebec's English-speaking communities include administrative complexity, the hard work done by volunteers and the lack of support for innovative projects that meet the specific needs of the communities.

Processing times and delays in approving funding for community organizations were often criticized in the course of this study. The lack of long-term support is recognized as having had negative effects on the development of the communities. For example, a representative of the Coasters' Association stated: "There are things that just stop because they are programs that go for only a year or two and can no longer be renewed. We just get the community mobilized and things up and moving, and people are so happy and proud of what is happening, and then it stops."²⁹ A representative of YES Montreal gave similar testimony:

... [M]uch of the funding is project based, which creates very unstable situations. You might obtain a one-year funding project, which is fabulous, works and responds to the needs, but the next year arrives and because you cannot incorporate it into your core funding, you have to come up with

WHAT THE COMMITTEE SAID AND RECENT DEVELOPMENTS

In several of its previous reports, the Committee recognized the need to lighten the administrative burden on community organizations. The government's response to the Committee was that it had taken measures to that end.

In April 2010, Canadian Heritage announced that reforms had been introduced in order to: encourage multi-year funding applications; implement service standards; allow grants up to \$50,000; examine ways to shorten the time for processing applications and issuing payments; set a single deadline for all client groups in all provinces and territories; and distribute funding earlier so that client groups receive it in April.

A cooperation agreement between Canadian Heritage and the QCGN was signed in principle in the fall of 2010. The agreement should allow for a review of the English-speaking communities' funding priorities in light of the commitments made by the federal departments under the Roadmap (2008-2013).

²⁹ Coasters' Association (September 13, 2010), p. 49.

another new and creative project, despite the good results you had with what you were doing.³⁰

The need to provide support for training the volunteers who work in the community organizations was raised a number of times during the public hearings. A representative of the Dawson Community Centre stated: "Funding is always an issue to keep our staff and to keep them trained. ... We need training for our staff."³¹

A large majority of witnesses believe that access to services in English is a priority. This is an essential factor for creating a real feeling of belonging to the community. A representative from the North Shore stated: "Our needs include having greater access to programs and services offered in our own language, from federal-provincial departments, agencies and other organizations."³² When the Commissioner of Official Languages, Graham Fraser, appeared before the Committee, he noted that "the availability of services improves community members' quality of life as well as the community's vitality, and has an impact on whether people stay in or return to the region."³³

According to the testimony heard, equality in the delivery of services is a long way from being achieved. The QCGN acknowledged "the need for equality of status and use of French and English in federal government offices in Quebec [and] the need to link service delivery to community development."³⁴ A representative of VEQ expressed the same opinion: "Overall, our community simply does not receive the same quality or variety of services as our French counterparts."³⁵ When the President of the Treasury Board, the Honourable Stockwell Day, appeared before the Committee, he acknowledged the importance of offering services of equal quality to all Canadians.³⁶ However, he offered the Committee no concrete solutions for responding to the complaints voiced by the English-speaking communities.

At the provincial level, access to services in English was widely criticized. At the municipal level, only a few municipalities offer service in English under the *Charter*

³⁰ YES Montreal (Youth Employment Services), *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No.12, October 25, 2010, p. 17.

³¹ Dawson Community Centre (November 29, 2010), p. 8 and 15.

³² North Shore Community Association (September 13, 2010), p. 42.

³³ Graham Fraser, Commissioner of Official Languages, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 10, October 4, 2010, p. 7.

³⁴ Quebec Community Groups Network (September 13, 2010), p. 10.

³⁵ Voice of English-speaking Québec (September 13, 2010), p. 13.

³⁶ The Honourable Stockwell Day, President of the Treasury Board, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 16, December 13, 2010, p. 6.

of the French Language.³⁷ A number of witnesses called for additional resources so that provincial and municipal institutions could offer information in English about existing programs, which would allow for the services available to English-speaking residents to be expanded. It must be noted that the federal-provincial agreement on English-language services covers only two sectors at present: health services and justice.

5. Community Learning Centres and new technologies

A number of English-speaking community organizations which appeared at the public hearings demonstrated their commitment to the welfare of their community. They offer enthusiastic encouragement for community participation in various areas of development. Community Learning Centres provided one example of a model that has been a success story in several respects.

SUCCESS STORY: COMMUNITY LEARNING CENTRES

At present, there are 23 Community Learning Centres across the province, which are an essential tool for networking and supporting schools and families, as well as providing access to services in people's language. They contribute to the revitalization of the English-speaking communities, help to develop a sense of belonging to the community, provide an opportunity to build bridges between generations and between the school and the community, while offering services and activities that are tailored to the needs of each region.

The centres were established several years ago, with support provided under the federal-provincial agreement on education. Initially, they were intended to provide services to the communities after school hours. "The ambition of those Community Learning Centres was to begin to engage community groups in the school, as the institution, as a hub for access to services."³⁸ The Assistant Deputy Minister of the ministère de l'Éducation, des Loisirs et du Sport, Léo La France, described the role of the centres today as follows: "[T]he school must be part

of the community Social and community workers have access to the school, and that helps reduce the dropout rate."³⁹ The Minister of Canadian Heritage and Official Languages, the Honourable James Moore, said that creating the centres "has helped meet the needs of English-language schools in urban and rural settings. These centres provide English community access to a range of English-

³⁷ *Charter of the French Language*, R.S.Q., c. C-11.

³⁸ Noel Burke (June 14, 2010), p. 15.

³⁹ Léo La France, Assistant Deputy Minister, Services to the English-speaking community and Aboriginal affairs, ministère de l'Éducation, du Loisir et du Sport, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 7, September 14, 2010, pp. 86-87.

language services. The result is that children are able to participate in activities and learn their own language."⁴⁰

The centres have emerged as a way of improving access to services for the English-speaking communities, particularly because of the opportunities for cooperation they offer. The centres work with partners in numerous sectors: health, education, economic development, and so on. Their mandates are adapted to the needs of each of the communities they serve. "It could be using the school after hours. It could be having a vaccination program for infants. It could be La Leche League. It could be anything. We did not say that it had to be limited to this."⁴¹ For example, in the Lower St. Lawrence, the centre serves as the office for the organization that represents the English-speaking community in the region and as a summer medical clinic during the summer, and hosts cultural activities.⁴²

The Committee had an opportunity to visit one of the Community Learning Centres, in Saint-Lambert. By participating in a live teleconference with three other centres, the Committee had a chance to see how effective the resources made available to them to ensure cooperation among the diverse English-speaking communities across the province are. The centres have technological facilities that allow them to communicate among themselves and to offer services to remote communities, such as teacher training. The Lower St. Lawrence example speaks volumes: "Through videoconferencing ..., now we can see different parts of the world."⁴³

The testimony showed that long-term support for this kind of initiative is essential to ensure the vitality of the communities. In the current Canada-Quebec agreement, provision is made for \$3.9 million in funding over four years to consolidate the network of Community Learning Centres and to create new partnerships. The school boards also have to commit to investing in the project. The Minister of Canadian Heritage and Official Languages has acknowledged that long-term support for the centres depends in large part on the cooperation of the province, which sets its own priorities under the federal-provincial agreement. Léo La France said that applications had been received to open 15 new centres. Although there are insufficient funds to provide for all these projects, the Deputy

⁴⁰ The Honourable James Moore, Minister of Canadian Heritage and Official Languages, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 15, December 7, 2010, p. 8.

⁴¹ Léo La France, Assistant Deputy Minister, Services to the English-speaking community and Aboriginal affairs, ministère de l'Éducation, du Loisir et du Sport (September 14, 2010), p. 111.

⁴² Heritage Lower St-Lawrence, *Presentation to the Standing Senate Committee on Official Languages*, December 6, 2010, p. 3.

⁴³ Coasters' Association (September 13, 2010), p. 51.

Minister acknowledged that “the [centres] are definitely a success story in our sector”.⁴⁴

B. EDUCATION

Education is the starting point for revitalizing Quebec’s English-speaking communities. This sector of development is key to transmitting, maintaining and developing the communities’ language, heritage and culture. The next few paragraphs describe the key challenges facing the English-speaking communities in this sector.

1. Access to English-language schools and fluency in French

Education is one of the sectors that generates the most heated debate when the subject of the development of Quebec’s English-speaking communities arises. The Anglo-Quebec community’s pre-Confederation achievements include access to primary and secondary homogeneous English-language schools and management of the English-language school system. In the last 40 years there have been a number of legislative amendments that have circumscribed access to English schools.

The enactment of the *Charter of the French Language* in 1977 made instruction in French mandatory at the primary and secondary levels except for:

- a child whose father or mother is a Canadian citizen and received elementary instruction in English in Canada, provided that that instruction constitutes the major part of the elementary instruction he or she received in Canada;
- a child whose father or mother is a Canadian citizen and who has received or is receiving elementary or secondary instruction in English in Canada, and the brothers and sisters of that child, provided that that instruction constitutes the major part of the elementary or secondary instruction received by the child in Canada.

Since 1998, school boards in Quebec have been divided along language lines. There is an English system with nine school boards covering all of Quebec and a French system attended by the vast majority of students in the province, including a number of English-speaking rights holders. Figures for 2006 show that there were 360 English-language educational institutions under the jurisdiction of the English school boards and 48 private English-language schools.⁴⁵

A study done in 2004 by the Office of the Commissioner of Official Languages showed that the number of students enrolled in English schools whose mother

⁴⁴ Léo La France, Assistant Deputy Minister, Services to the English-speaking community and Aboriginal affairs, ministère de l’Éducation, du Loisir et du Sport (September 14, 2010), p. 112.

⁴⁵ Statistics Canada (2010).

tongue is English has declined dramatically.⁴⁶ On that point, the QCGN stated: "Education provisions of the Charter of the French Language have had a significant impact on the province's English language public education system, causing a decline in enrolment that threatens the future of many schools, especially in rural and isolated regions."⁴⁷

The most recent annual report on the official languages published by Canadian Heritage sets out the figures for enrolment in minority-language education programs in Quebec. The table below shows that in 2007-2008, slightly over 100,000 Quebec students were enrolled in English-language schools. Another 15,000 students enrolled in English-language private schools must be added to that figure.⁴⁸ Between 1970-1971 and 2007-2008, there was a 59.3% decline in enrolment in the minority-language educational system in Quebec.

Table 5: Enrolment in Minority-Language Education Programs, Quebec, 1970-2008

Year	Total School Enrolment	Enrolment in Minority-Language Schools	Classes	Minority-Language Share of Total School Enrolment
1970-1971	1,588,788	248,855	K to 11	15.7%
2005-2006	957,697	106,394	K to 11	11.1%
2006-2007	940,533	104,146	K to 11	11.1%
2007-2008	918,264	101,290	K to 11	11.0%

Source: Canadian Heritage (2009), p. 33.

The decline in enrolment in English-language schools has had devastating effects in some regions, as is the case in Verdun: "Every two or three years, authorities have to determine which primary school will have to shut down. ... The challenge for us is to keep the schools open and to retain the population."⁴⁹ Because the size of enrolment is one of the factors that affect the funding available to the schools, "small schools are at a disadvantage when it comes to receiving adequate resources".⁵⁰ Several rare English school boards, however, have had the good fortune of having enrolment rise. This is the case for two of the school boards that appeared: Central Quebec and Sir Wilfrid Laurier.

Research shows that the number of Francophones who enrol in English-language schools is rising, particularly outside Montreal. In some regions, the proportion of French-speaking students in the minority schools may be higher than 90 percent.

⁴⁶ Office of the Commissioner of Official Languages, *Going Forward: The Evolution of Quebec's English-Speaking Community*, Ottawa, 2004.

⁴⁷ Quebec Community Groups Network (March 23, 2009), p. 28.

⁴⁸ Statistics Canada (2010).

⁴⁹ Dawson Community Centre (November 29, 2010), p. 12.

⁵⁰ Quebec Federation of Home and School Associations, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 9, September 17, 2010, p. 73.

English-speaking parents who send their children to French schools have a very specific goal in mind: to ensure that their offspring have a good command of French. The Commissioner of Official Languages summarized the situation to the Committee as follows:

The education system has challenges. Particularly off the island of Montreal, the education system for the English minority has a double challenge. Some 20 per cent of children who are eligible to go to English schools are going to French schools because their parents feel that the English school system will not prepare them adequately to stay and work in Quebec in French. At the same time, a significant number of students who are growing up in French from mixed marriages or parents who are [F]rancophone, but because the parents went to English schools, they have the constitutional right to send their kids to English schools, are being sent to English schools. ... Therefore, those schools are having a double challenge. They do not have the full capacity of the people who have the right to go to the school, and at the same time they have people who do have the right to go to the school but do not have the language skills. They do not receive any extra funding for English second-language learning⁵¹

In reality, the English school boards place considerable weight on ensuring that their students are fluent in French, and a large number of English-language schools have established immersion programs. On that point, a representative of the Lester B. Pearson School Board said:

... Quebec English schools have always been at the forefront of second language teaching and learning, and were responsible for the development of internationally recognized French language immersion programs. We have perfected the teaching of French through immersion to the extent that people come from the world over to learn our methods for acquiring a second language.⁵²

The Quebec Federation of Home and School Associations (QFHSA) believes that English-language schools must offer good programs for learning French.⁵³ The goal is to enable English-speaking students to integrate fully into Quebec society. Unfortunately, the English school boards face the persistent myth that attending their schools presents a threat to the majority community of Quebec. According to the Quebec English School Boards Association (QESBA), "We are continually cast as the problem rather than part of the solution. This is despite our determination

⁵¹ Graham Fraser, Commissioner of Official Languages, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 5, May 31, 2010, p. 19.

⁵² Lester B. Pearson School Board, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 9, September 17, 2010, pp. 85 and 86.

⁵³ Quebec Federation of Home and School Associations (September 17, 2010), p. 73.

to give every one of our students the tools to stay here and build his or her future here in Quebec.”⁵⁴

The testimony showed that the choices made by parents regarding education depend on several factors. The reasons why young people choose to attend one school rather than another include the restrictions imposed by the Quebec legislation, the large proportion of intermarried couples and English-speaking parents' desire to encourage their children to learn both official languages. The portrait published by Statistics Canada in 2010 showed that parents may send their children to French schools at the primary level, and then to English schools at the secondary level.⁵⁵ As the testimony the Committee heard showed, that situation presents challenges for the English school boards. The provincial ministry employs development officers “to look for students to make sure the cohort was formed”.⁵⁶

2. English-language arts and culture at school

Cultural activities in the English-language schools are seen as a major challenge for a number of communities. The testimony showed that the role played by arts and culture in these schools needs to be expanded and given a higher profile. This is consistent with the Committee's findings in its earlier studies on Francophone and Acadian communities.

The predominant role of French in the schools means that the English school boards find it difficult to reflect the English-language communities' own culture. Programs are often designed to meet the needs of the French-speaking majority, without regard to the unique situation of the English-speaking population. As the QCGN said: “We have not developed programs to help students learn French while holding on to deep-seated cultural English/French references.”⁵⁷

Funding for arts and culture in the schools is scarce, if not nonexistent. In the Gaspé, Vision Gaspé – Percé Now (VGPN) said: “... [N]owhere can we find funds to permit us to expose our youth to this rich cultural heritage. Music, drama and choral work receive very little or limited funding.”⁵⁸ The RAWQ commented on the situation in the Outaouais as follows: “If you do not have schools in which English-speaking children will be acquainted with their own English-speaking culture, then

⁵⁴ Quebec English School Boards Association, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 9, September 17, 2010, p. 82.

⁵⁵ Statistics Canada (2010).

⁵⁶ Léo La France, Assistant Deputy Minister, Services to the English-speaking community and Aboriginal affairs, ministère de l'Éducation, du Loisir et du Sport (September 14, 2010), p. 92.

⁵⁷ Quebec Community Groups Network (September 13, 2010), p. 19.

⁵⁸ Vision Gaspé – Percé Now, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 7, September 13, 2010, p. 31.

the community has really lost something."⁵⁹ On the North Shore and Lower North Shore, the theatre company Geordie Productions receives funding to visit schools and put on a play for students every year. "They travel from school to school and they do the whole gamut of going into the villages and putting on theatre and music. It is very well enjoyed by our community."⁶⁰ Apart from that initiative, young people in the region "do not have exposure to English theatre".⁶¹ The explanation for this is that costs are too high.

An organization that works to preserve heritage, the Quebec Anglophone Heritage Network (QAHN), told the Committee that it is very difficult to persuade teachers to promote the history of the English-language cultural heritage of Quebec: "... [T]eaching regional or local [A]nglophone history is unfortunately not adequate."⁶² In addition, funding for students to go on field trips to museums and Anglophone heritage institutions, go see plays in their own language or make contact with their community's history is nonexistent. In the Lower St. Lawrence, the only English-language primary school in the region has no gym, no music room and no library, and this makes access to English-language culture even more difficult.⁶³

WHAT THE COMMITTEE SAID AND RECENT DEVELOPMENTS

In its June 2009 report, the Committee acknowledged that learning language and culture is achieved by the combined efforts of families, schools and communities. The Committee asked Canadian Heritage to ensure that Francophone minority communities have access to sufficient resources to support cultural activities in schools. This point seems to be equally applicable to Quebec's English-speaking communities. In the response delivered by the government in November 2009, it did not reply directly to the Committee's recommendation.

3. Challenges: dropout rates, school transportation and qualified staff

While the school boards are dependent on parental choice, they also have to face the challenges presented by dropout rates, school transportation and access to qualified staff in the schools.

Dropout rates are a subject that has attracted the attention of a number of English-language school boards, and also of the ministère de l'Éducation du Québec. It must be noted at the outset that there is no single definition of this concept, and that therefore the challenges associated with it vary from region to region. In the Gaspé, some young people face drug and alcohol problems. Youth in

⁵⁹ Regional Association of West Quebecers (November 15, 2010), p. 14.

⁶⁰ North Shore Community Association (September 13, 2010), p. 52.

⁶¹ Coasters' Association (September 13, 2010), p. 51.

⁶² Quebec Anglophone Heritage Network, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 8, September 15, 2010, p. 29.

⁶³ Heritage Lower St-Lawrence (December 6, 2010), p. 3.

that region have a greater tendency to leave secondary school without obtaining a diploma. The better educated young people leave the region and do not return. Those who are less educated stay, and hold poorly-paid jobs. The dropout rate is also very high in the Eastern Townships, but has declined in recent years. The QESBA said that a study will be conducted in the near future to gain a better understanding of the phenomenon.⁶⁴

In spite of the challenge presented by dropout rates, it must be noted that the success rate for students in the English-language system is actually quite high. Noel Burke observed: "About 50 per cent more students graduate from the English-speaking community with a secondary school diploma than those in the French community. The education system has a high level of success and holds a great amount of pride in doing so."⁶⁵ On average, the graduation rate in the English-language school boards is above 80 percent.⁶⁶

School transportation is another challenge facing English-language school boards, particularly in small communities where the schools are widely scattered. Léo La France acknowledged that this was a special challenge for the English-language school system: "There are nine [A]nglophone school boards compared with 60 [F]rancophone school boards, so the long-distance traveling issue mainly arises in the English-speaking community."⁶⁷ In some regions, students may spend as much as three hours a day on school buses, and this can be a hardship for the students and their families. The Central Québec School Board described the situation as follows:

So much time spent on the bus has consequences on the time left for homework, family activities, sports and other cultural activities and, important at a young age, sleep. ... Our parents are extremely understanding. They accept the situation as the cost for an education in English for their children.⁶⁸

To most of the witnesses, including the Assistant Deputy Minister at the provincial ministry, this situation is unacceptable.

The testimony showed that the English-language school boards respond to the school transportation challenge in different ways. Some of them have had trouble keeping up with demand and are seeking additional resources from governments, in order to reduce students' travel times. The Central Québec School Board has still not received the support of the Government of Quebec, and told the Committee:

⁶⁴ Quebec English School Boards Association (September 17, 2010), p. 97.

⁶⁵ Noel Burke (June 14, 2010), pp. 12 and 13.

⁶⁶ Quebec English School Boards Association (September 17, 2010), p. 96.

⁶⁷ Léo La France, Assistant Deputy Minister, Services to the English-speaking community and Aboriginal affairs, ministère de l'Éducation, du Loisir et du Sport (September 14, 2010), p. 88.

⁶⁸ Central Québec School Board, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 7, September 13, 2010, p. 58.

It is our firm belief that if our students are entitled to an education in the English system, then they should also have a right to a reasonable busing schedule. We do not see how three hours per day can be considered reasonable. ... For us it will take probably \$500,000 to \$600,000 for kids to be less than two hours per day on a bus.⁶⁹

On the North Shore, many young people have to leave their families to attend school. "Then our youth have to leave the territory to go out to school. Most of them, because of the high cost of transport, which is not recognized for loans and bursaries, cannot come home often."⁷⁰

Other school boards have demonstrated initiative and considerable imagination to overcome the challenge of school transportation. The Eastern Townships School Board has given each of its students a laptop computer, starting in Grade 3. It encourages them to take their laptop home, and has started a pilot project to give students Internet access on the bus: "... we are trying to make use of that time, because it could be valuable for the student."⁷¹ That school board has also made arrangements for student transportation with the French-language school boards in the region: "So, in the morning, instead of having two, or sometimes three, buses going down the same country roads, there is only one bus taking students to schools located close to one another, be they French or English schools."⁷²

A number of witnesses described difficulties associated with the shortage of specialists in the English-language schools. The Central Québec School Board reported that minimal resources are provided for hiring psychologists, nurses or other professionals. The situation is the same on the island of Montreal, where some areas of the city have major needs in terms of access to psychological, ortho-pedagogical, mental health and drug prevention services.⁷³ Outside the urban centres, it is much more difficult to attract professionals. "The logistics involved are often more than our complementary services can handle."⁷⁴ In remote regions, specialists' jobs are divided among several schools, which are often distant from each other. "The problem is that if we put out a posting for a 20 percent job in La Tuque for a psychologist, who will take that job? ... [W]e have a little percentage there, a little percentage in Jonquière and another little percentage in Thetford Mines. That is our difficulty."⁷⁵ The other aspect of the challenge involves finding specialists who speak English.

⁶⁹ Ibid., p. 58.

⁷⁰ Coasters' Association (September 13, 2010), p. 47.

⁷¹ Eastern Townships School Board, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 8, September 16, 2010, p. 83.

⁷² Ibid., p. 78.

⁷³ English Montreal School Board, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 9, September 17, 2010, p. 84.

⁷⁴ Central Québec School Board (September 13, 2010), p. 59.

⁷⁵ Ibid.

**SUCCESS STORY:
LAPTOPS IN THE SCHOOLS**

The Eastern Townships School Board has demonstrated initiative by integrating technology into pedagogy. It has equipped its students with laptop computers starting in Grade 3, with the following objectives: to reduce inequality between disadvantaged and relatively more affluent students; to break down the isolation of rural and small town areas; to make learning more stimulating and student friendly; and to compensate for the lack of cultural resources. The technological orientation adopted by the school board has improved student results, reduced dropouts and opened up new training opportunities for teaching staff.

The example of the technological orientation adopted by the Eastern Townships School Board has attracted considerable admiration. The School Board offers various training opportunities for its staff, using podcasts, video clips, teleconferencing, touch boards, and so on. Its representative reported that this gives teachers an opportunity to stay up to date with new technologies and be able to apply them in class, and thus generate interest among a larger number of students.⁷⁶ On Montreal's North Shore, the Sir Wilfrid Laurier school board has also acquired better technological capacity in its schools.⁷⁷ The testimony showed the importance of ensuring ongoing access to financial resources for

pursuing projects of this nature and enabling new teachers to participate in this technological orientation as well.

Some witnesses also talked about the importance of supporting teacher training for teachers outside the urban centres. Léo La France acknowledged this:

While teacher training is always provided for elementary and high school teachers, it is important that we ensure that the necessary adjustments are made and the documents are translated in a reasonable time frame so that our teachers will receive their material at the same time as their French-speaking counterparts.⁷⁸

In addition to being on the cutting edge of technology, it is important that teaching methods be adapted to circumstances in the English-language schools.

⁷⁶ Eastern Townships School Board (September 16, 2010), p. 76.

⁷⁷ Sir Wilfrid Laurier School Board, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 9, September 17, 2010, p. 87.

⁷⁸ Léo La France, Assistant Deputy Minister, Services to the English-speaking community and Aboriginal affairs, ministère de l'Éducation, du Loisir et du Sport (September 14, 2010), pp. 85 and 86.

4. Access to postsecondary education in English

In some regions, students seeking access to postsecondary education in English face challenges. Outside Montreal and the Eastern Townships, there are very few or no university programs available. All of the witnesses who appeared in those two regions said that the absence of an English-language university was a problem for the development of their community. The Committee met with the three main English-language universities when it travelled to Quebec: Bishop's, McGill and Concordia.

Bishop's is located in the Eastern Townships and seemed to be relatively close to its community. It trains teachers for English schools, offers leadership courses for the school administrators and funds research to expand knowledge about the English-speaking communities in the Eastern Townships. The representatives of Bishop's vigorously advocated the creation of a learning centre that would have three goals: to bring together student aid services, offer access to a wide range of documentary resources, and create a knowledge distribution centre knowledge distribution centre with leading edge of technology for the student population and the community as a whole. They see this as a way of supporting the vitality of the community:

With the better use of technology, we can provide more learning and educational opportunities for English-speaking communities that are not immediately proximate to us. It is a particular responsibility that we have as the only English-language university off the island of Montreal.⁷⁹

Concordia University and McGill University have to deal with a client population that includes a significant allophone component. These two universities make learning both official languages one of their priorities. They too feel a sense of responsibility for the development of Quebec's English-speaking communities. For example, McGill University trains teachers for English-language schools, offers legal aid clinics at no charge and is directly involved in training professionals working in all areas of health care.⁸⁰ In the end, their actions still have only limited impact outside the island of Montreal.

The idea of a satellite campus arose several times during the public hearings, both on the North Shore and in the Outaouais. For example, the RAWQ said: "We have discussed whether something should be done to try to get — shall we say — the affiliate of an English language university in this area. We have not made any move in that direction, but I think the question is open."⁸¹ Concordia University offers distance classes. Its officers said: "This ability will allow us to reach English-

⁷⁹ Bishop's University, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 8, September 16, 2010, p. 50.

⁸⁰ McGill University, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 9, September 17, 2010, p. 49.

⁸¹ Regional Association of West Quebecers (November 15, 2010), p. 12.

speaking Quebecers who, because of long distances, isolation or work, cannot get to a university campus.”⁸²

McGill University described problems relating to the management of federal-provincial relations in the field of postsecondary education. One of its representatives gave the example of the challenges presented by the university scholarships in translation program managed by Public Works and Government Services Canada (PWGSC):

... [F]ederal-provincial jurisdictional disputes negatively impact access to programs, bursaries and other federal government resources for training McGill students in the two official languages of Canada. ... McGill translation students were barred from these scholarships in 2010 because we were not able to get an agreement between Canada and Quebec on that issue.⁸³

Note that the college, university and unfunded private school systems are not subject to the provisions of the *Charter of the French Language* governing language of instruction. Noel Burke pointed out that a majority of the students attending English-language CEGEPs are not English-speaking:

Currently, two of the five English-language CEGEPs are approaching a 50 percent [F]rancophone and allophone proportion of students. The largest English CEGEP in the province has surpassed this mark and is approaching 60 percent [F]rancophones and allophones. Most of them choose the option in order to develop proficiency in the English language because they did not have such an opportunity prior to post-secondary education.⁸⁴

At the St. Lawrence campus of Champlain Regional College, 65 percent of students come from French-language schools. “The [A]nglophones come because it is their college, but the [F]rancophones come, I am convinced, to be better members of the [F]rancophone community.”⁸⁵ At the Lennoxville campus, about 40 percent of students come from majority community schools. Students attending the college have a high knowledge of both official languages. At Dawson College, nearly half of the student population does not have English as a first language. A representative of the college said: “This is interestingly problematic because it poses fairly important pedagogical issues when our teachers are trying to work in an English environment and the linguistic capacities of the incoming students are not always able to cope with what we expect of them.”⁸⁶

⁸² Concordia University, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 9, September 17, 2010, p. 48.

⁸³ McGill University (September 17, 2010), p. 50.

⁸⁴ Noel Burke (June 14, 2010), p. 13.

⁸⁵ Champlain Regional College – St. Lawrence Campus, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 7, September 13, 2010, p. 63.

⁸⁶ Dawson College, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 9, September 17, 2010, p. 55.

Challenges were reported in relation to access to infrastructure in the English-language colleges. Difficulties relating to funding of an amphitheatre project at the St. Lawrence Campus of Champlain Regional College have generated widespread indignation in the Quebec City region. The representatives of the college commented on the situation as follows: Under these circumstances, it is difficult for us to convince a student in the process of choosing a CEGEP, to come to our school. We want drama and film to take centre stage in our CEGEP since it is the only school that puts on plays in both French and English. The same goes for our improvisation groups.⁸⁷

English-speaking representatives in the Quebec City region strongly support the amphitheatre project. The representatives of the college had this to say in defence of the project:

... [S]ome consider it to be a luxury. Sometimes they will tell us that it is possible to go to another school and rent an available room. Canadian Heritage did, however, show great interest in our project. ... The fact that Dawson College has an amphitheatre shows how open they are, which is crucial for our community.⁸⁸

The Lennoxville campus is rather lucky, in that it can take advantage of the facilities at Bishop's University.

Possibly we are one of the only CEGEPs in the province that has access to university facilities. When we look at gym facilities or library, our students have access to world-class — in some cases — facilities. ... [T]he partnership we have with Bishop's is important because when they undertake a project we are always part and partner, and they consult with us continually.⁸⁹

SUCCESS STORY: NURSING PROGRAM

In August 2010, the Lennoxville campus of Champlain Regional College opened a three-year nursing program. The program provides a way of keeping young people who want to study in this field in the region, and increasing the numbers of and access to nursing staff who are able to communicate in English. This is a step in the right direction to meet the healthcare needs of the English-speaking community in the Eastern Townships. All stakeholders in the region (community, educational institutions, healthcare institutions, local MP) came together to support the project.

The English-language colleges that appeared acknowledged the important role they play in the development of the English-speaking communities and the economic development of their region. A number of witnesses hoped to see greater access to and promotion of vocational and technical training

⁸⁷ Champlain Regional College – St. Lawrence Campus (September 13, 2010), p. 82.

⁸⁸ Ibid.

⁸⁹ Champlain Regional College – Lennoxville campus, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 8, September 16, 2010, p. 62.

programs in English. As the QCGN said, this kind of training “will allow English Quebecers to integrate into the job market and allow the community to retain its youth and young families, and keep its communities alive and vital”.⁹⁰ That culture does not have deep roots in the minds of English-speaking parents in Quebec. Some of them continue to believe there is no future for their children if they do not get a university education. Léo La France said that this is one of his ministry's priorities.⁹¹ An example of a success story in this area was the creation of a nursing program last summer at the Lennoxville campus of Champlain Regional College.

5. Government support: federal-provincial education agreement

Since 1970, the federal government has transferred funds to the provincial governments to assist them in delivering programs for minority language education and second-language instruction. Every five years, the Government of Canada and the Government of Quebec negotiate a bilateral agreement that defines and governs the contributions by the two levels of government in this area. The most recent agreement, the Canada-Québec Agreement on Minority-Language Education and Second Languages Instruction 2009-2010 to 2012-2013, was signed on March 31, 2010. The distribution of funds is determined by an action plan prepared by the Government of Quebec. Complementary contributions are available for initiatives that reflect emerging needs identified by the Government of Quebec.

Under the Roadmap (2008-2013), the federal government allocated funding to support minority-language education, but not second-language instruction.⁹² Investments for 2008-2013 will be used for:

- **Minority-language instruction:** \$70.4 million over five years has been allocated under the federal-provincial agreement to expand programs and activities for Quebec's English-speaking communities at all academic levels. The funds will be used for professional upgrading and development, making materials available in English, adapting resources and processes to the specific needs of the minority community and supporting the Community Learning Centres.

⁹⁰ Quebec Community Groups Network (March 23, 2009), p. 28.

⁹¹ Léo La France, Assistant Deputy Minister, Services to the English-speaking community and Aboriginal affairs, ministère de l'Éducation, du Loisir et du Sport (September 14, 2010), p. 107.

⁹² These funds are in addition to Canadian Heritage's regular budget for “Minority-Language Education”. For 2008-2009, the total budget allocated to Quebec under that item was \$48.4 million. The total budget allocated under “Second-Language Instruction” for that year was \$17.9 million. For more detail, see: Canadian Heritage (2009), p. 32.

Witnesses in the education sector all acknowledged that the support provided under the Canada-Quebec Agreement is essential and beneficial for the development of the communities. They asked that the funding be maintained, and even increased.

However, some organizations pointed to a lack of transparency in the use of the funds transferred by the federal government for minority-language education. The English-speaking communities would like to be consulted so the funds needed for their development can be targeted and they can understand the funding decisions made by governments. The QCGN believes that the communities have something to say about investments made under the Canada-Quebec Agreement. On the question of transparency, that organization said:

Even when federal funding is specifically provided for the benefit of the community — in education, for example — there are no mechanisms in place to ensure transparency on where and how the funds are spent once they are transferred to Quebec. We very often find ourselves caught in the middle of the Canada-Quebec relationship, not a comfortable position, as you can imagine.⁹³

The QFHSA asked that an accountability framework be instituted to provide better oversight for federal-provincial funding in the education sector. According to that organization, the lack of transparency is primarily explained by delays in payment of funds.⁹⁴ Those delays are harmful to the development of certain communities, which depend on government funding to carry out some of their projects. Sometimes, the projects have been completed even before the money is transferred.⁹⁵ Under the current agreement, the Government of

WHAT THE COMMITTEE SAID AND RECENT DEVELOPMENTS

In its June 2005 report, the Committee noted a lack of transparency in decisions regarding the funding of the federal-provincial education agreements. Minority French-speaking communities were calling for greater transparency in the process of negotiating the agreements and in the allocation of funds. Those findings are reflected in the complaints voiced by the English-speaking community in Quebec.

At that time, the Committee suggested that effective accountability and reporting mechanisms be put in place to ensure that the allocation of funds corresponded to the objectives of the federal government and the expectations of the communities. The government's response to the Committee was that the Protocol for Agreements then in place provided for accountability mechanisms and mechanisms for communicating the results to the public. The provincial governments had agreed to post key documents on their websites and to release two Canada-wide reports to report on the anticipated results in their action plans. Based on the testimony heard during the present study, those measures were not sufficient to meet the expectations and needs of the communities.

⁹³ Quebec Community Groups Network (September 13, 2010), p. 11.

⁹⁴ Quebec Federation of Home and School Associations (September 17, 2010), p. 76.

⁹⁵ Quebec English School Boards Association (September 17, 2010), p. 93.

Quebec undertakes to submit annual financial statements to the Government of Canada regarding the use of the funds and the results achieved. The transfer of funds from the federal government to the province is then conditional on the submission of those financial statements.

In spite of that, stakeholders in the English-speaking community do not seem to be able to determine whether the funds have been used properly. Many of them said they did not know the criteria under which the money had been spent. Why at one level (primary, secondary, college, university) rather than another? Why in one region rather than another? Why on second-language instruction rather than on minority-language education? Why do some organizations get complementary contributions available under the federal provincial agreement, and not others? The lack of user-friendliness of the information presented is thus a challenge for English-speaking organizations. The QFHSA called for the following: "Therefore, we are looking for plainer language and, when it comes to financial situations, the kinds of financial reports that will tell us whether we are getting our fair share under whatever formulas."⁹⁶

A Canadian Heritage official pointed out that the federal government money accounted for about 10 percent of what Quebec itself invests. "It is important to note that the federal allocation is an incentive, a way to support additional costs, but it is difficult to retrace exactly where our money is invested, since it is mixed in with provincial funding for English-language schools."⁹⁷ Léo La France pointed out that "the services for the English-speaking communities are not the only ones that benefit from the Canada-Quebec agreement funds. We have to transfer funds to the advanced education ministry for vocational and technical training, and to the communications ministry".⁹⁸ The funds transferred must also be consistent with the division of powers between the federal and the provincial governments. It is no easy task, particularly since this kind of investment is not immune to political decision-making.

For example, the federal government has expressed interest in the amphitheatre project at the St. Lawrence Campus of Champlain Regional College. It would be in a position to offer funding through the supplementary contributions provided for in the federal-provincial agreement. However, the province's consent is required to commit the funds needed for carrying out the project. When the public hearings were held, the provincial government had given no indication that it intended to pursue the project, in spite of the efforts made by the Assistant Deputy Minister of Quebec's ministère de l'Éducation:

⁹⁶ Quebec Federation of Home and School Associations (September 17, 2010), p. 76.

⁹⁷ Canadian Heritage, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 15, December 7, 2010, p. 10.

⁹⁸ Léo La France, Assistant Deputy Minister, Services to the English-speaking community and Aboriginal affairs, ministère de l'Éducation, du Loisir et du Sport (September 14, 2010), p. 95.

We have had discussions with Canadian Heritage regarding St. Lawrence College, and discussions have also begun with the ministry of post-secondary education, to see how this could be included in the five-year plan. But I have not observed any favouritism. It really comes from the ministry's five-year plan. You have to submit an application for your project and fill out the required forms, and then the ministry makes a decision.⁹⁹

Notwithstanding the funding challenges identified, it must be noted that all the witnesses in the education sector had good things to say about Léo La France. He is a senior manager who himself worked for several years in the English school system, and seems to be attuned to the needs of the English-speaking population in relation to education. He consults representatives of the English-speaking school system on a regular basis. "I will try to make sure I am present to hear what people have to tell me, and I will try to transmit that message to people in the ministry, including the [M]inister."¹⁰⁰

In addition, the structure in place in the ministry means that the concerns of the English-speaking community can be taken into account to a certain extent. First, the Sector for Services to the English-speaking community has about 30 full-time employees. Second, the Advisory Board on English Education advises the Minister of Education about the needs of the English-speaking communities. It is composed of representatives of the English school system and parents. In addition, the Leadership Committee for English Education in Quebec examines the issue of accommodating students with special needs, with the help of key representatives of the English school boards. Mr. La France reported that one of the ministry's successes in the last year was "making the French and English material available simultaneously at the beginning of the school year. That was an ongoing issue for the province and for our community. There was always a delay because programs and language materials were originally produced in French and then had to be translated."¹⁰¹

C. HEALTH AND SOCIAL SERVICES

Health is one of the areas of development of most concern to Quebec's English-speaking communities. Although there are still barriers to be overcome in some regions, it seems that the progress that has been made is a source of inspiration in strengthening Quebec's English-speaking communities in other areas that affect their development. Some examples of challenges and success stories reported at the Committee's public hearings are described below.

⁹⁹ Ibid., p. 99.

¹⁰⁰ Ibid., p. 86.

¹⁰¹ Ibid., p. 85.

1. Delivery of services: access and promotion

Quebec law protects access to health care and social services to a certain extent. The *Act respecting health services and social services* states as follows:

15. English-speaking persons are entitled to receive health services and social services in the English language, in keeping with the organizational structure and human, material and financial resources of the institutions providing such services and to the extent provided by an access program referred to in section 348.

...

348. Each agency, in collaboration with institutions, must develop a program of access to health services and social services in the English language for the English-speaking population of its area in the centres operated by the institutions of its region that it indicates or, as the case may be, develop jointly, with other agencies, such a program in centres operated by the institutions of another region.

Such an access program must take into account the human, financial and material resources of institutions and include any institution in the region designated under section 508.

The program must be approved by the Government and revised at least every three years.¹⁰²

Quebec's public health and social services systems have undergone several reorganizations, resulting in challenges for the English-speaking communities such as:

- A shortage of human resources capable of offering services in English;
- Lack of a sufficient volume of service requests in English in regions of low population density to justify a service offer;
- Difficulty in planning services given a lack of information;
- Patterns of use of services by English-speaking people whereby recourse to public services more often occurs only in emergency situations;
- Low capacity of communities to participate in planning in regions where they are demographically weak and lack community infrastructure.¹⁰³

¹⁰² *An Act respecting health services and social services*, R.S.Q., c. S-4.2.

¹⁰³ Community Health and Social Services Network, *Investment Priorities 2009-2013: Investing in equitable access to health and social services to enhance the vitality of English-speaking Quebec*, March 2010, p. 4.

According to the Community Health and Social Services Network (CHSSN), "Even though Quebec recognizes that all English-speaking people have the right to receive health and social services in their own language (to the extent they are provided for in the regional access program), communities and their public partners must be ready to collaborate in the reform process in order to create truly accessible services supported by legislative guarantees."¹⁰⁴

A study published by the Office of the Commissioner of Official Languages in 2004 showed that access to health and social services in English is one of the main concerns of these communities, and can vary, depending on the demographic situation.¹⁰⁵ This finding seems to be equally true today, based on the testimony heard and other studies published by the Office of the Commissioner of Official Languages in 2008¹⁰⁶ and Statistics Canada in 2010.¹⁰⁷

The testimony showed that access to health services in English varies from region to region. There seem to be disparities between regions, as Jack Jedwab described: "... [O]utside of Montreal, where the critical mass of English speakers is weaker, there are more challenges."¹⁰⁸ In fact, several witnesses from outside the major urban centres recounted difficulties experienced in accessing health services. A representative of the CHSSN made the same point.¹⁰⁹ According to the portrait published by Statistics Canada in 2010, Montreal and the Outaouais are where the greatest opportunities exist to use English in health services.¹¹⁰

In some remote regions such as the North Shore and the Lower North Shore, access to health services is very limited. A representative of the NSCA stated: "Our situation on the North Shore is that we do have first-line services. However, the issue is that we do not have the services in English. Our [A]nglophones cannot access those services in their mother tongue. We must assimilate into the [F]rancophone community."¹¹¹ On the Lower North Shore, expectant mothers have to travel to a health care facility in another region several weeks before their due date. This kind of situation results in enormous costs for women and their families, and there is also nothing to guarantee that these women will be able to receive services in their language in another region. According to a representative of the

¹⁰⁴ Ibid., p. 5.

¹⁰⁵ Office of the Commissioner of Official Languages (2004).

¹⁰⁶ Office of the Commissioner of Official Languages, *Vitality Indicators for Official Language Minority Communities 2: Three English-Speaking Communities in Quebec*, Ottawa, Minister of Public Works and Government Services, June 2008.

¹⁰⁷ Statistics Canada (2010).

¹⁰⁸ Jack Jedwab (June 14, 2010), p. 14.

¹⁰⁹ Community Health and Social Services Network, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 7, September 14, 2010, p. 117.

¹¹⁰ Statistics Canada (2010).

¹¹¹ North Shore Community Association (September 13, 2010), p. 52.

Coasters' Association: "This creates two layers of health and social services. When people leave the territory for these services, they have extreme difficulties in accessing services in their language, from first-line services at reception to right up on the floor."¹¹²

In the Eastern Townships and the Gaspé, mental health as appeared to be a priority area. A representative of the VGPN acknowledged that "another related real concern is the inability of local professional interveners to deal with a patient's mental health problems in the patient's mother tongue".¹¹³ A representative of Mental Health Estrie observed that it is very difficult for an organization like hers to promote mental health services in English.¹¹⁴ Members of the faculty at Bishop's University are in fact examining the question of access to mental health care in the Eastern Townships.

In the Vaudreuil-Soulanges region, the English-speaking population is experiencing such strong growth that healthcare institutions are having difficulty meeting demand. This creates disparities in access to services, as this passage from the testimony of the *Hudson-St. Lazare Gazette* indicates: "The problem associated with our region's changing demographics is this: an autistic [F]rancophone child will have to wait six months to see a specialist; if that child is [A]nglophone, he or she will have to wait a year and a half. The same is true of individuals suffering from Alzheimer's disease."¹¹⁵

The problems experienced by organizations that represent the English-speaking communities can be explained in several ways. They may result from difficulties that sometimes arise in working together with institutions in the public health and social services system. They may also result from existing restrictions on public signage. In general, it seems that reaching the English-speaking communities where they live is a difficult task.

Some witnesses would have liked to have access to promotional tools in English so they could receive the assistance and support services in English to which they are entitled. A survey done by the CHSSN in the spring of 2009 showed that "57 per cent of those surveyed had not received information about services in English provided by the public health and social service institutions in their regions in the last two years".¹¹⁶ A representative of the Townshippers' Association acknowledged that "[t]here is ... a lack of communication on how to access these services. That is a big issue because sometimes the services exist and the actual providers do not even know where to find the services in English. ... If the services

¹¹² Coasters' Association (September 13, 2010), p. 45.

¹¹³ Vision Gaspé – Percé Now (September 13, 2010), p. 31.

¹¹⁴ Mental Health Estrie, *Presentation to the Standing Senate Committee on Official Languages*, September 15, 2009.

¹¹⁵ *Hudson-St. Lazare Gazette, Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 14, November 29, 2010, p. 41.

¹¹⁶ Community Health and Social Services Network (September 14, 2010), p. 117.

exist but the community does not know about them, then they are not being used."¹¹⁷

A number of organizations have called for additional resources so that healthcare institutions could cover the costs of translating documents. In some regions, measures have been taken to expand the information available in English. For example, the VPGN has "had success in improving English signage at our CSSS [health and social services centre] in Gaspé".¹¹⁸ The Dawson Community Centre pointed out that a lack of access to documentation in English could stem from a problem with meeting quotas: "Verdun CLSC has a quota and has to respond to a percentage of the neighbourhood's population. ... [T]hey talk about a quota for services to the English-speaking population, and that quota is apparently more than met. We felt that did not meet our needs. So we have to find ways to develop more services in English."¹¹⁹

2. Government support: networks and training

In spite of these challenges, a number of witnesses acknowledged that much progress has been made in the healthcare sector. Health Canada has allocated additional funds to the English-speaking communities under the Roadmap (2008-2013). The investments it provides for are broken down as follows:

- **Networks and partnerships:** \$7.5 million over five years has been allocated to the CHSSN to support a total of 18 community networks located in various regions of Quebec. The goal of the networks is to improve the health and vitality of Quebec's English-speaking communities through better access to health and social services in English.
- **Health initiatives:** \$12.0 million over five years has been allocated to the CHSSN for projects to improve: health information for the English-speaking communities (\$2.5 million), access to services in English in the public system (\$7.5 million), and knowledge about the health and vitality of the English-speaking population of Quebec (\$2.0 million).
- **Training and retention of health professionals:** \$19.0 million over five years has been allocated to McGill University to give health professionals an opportunity to improve their ability to work in both official languages, to offer health services in English where there is a need, to share information and to promote research in this area.

Before the Committee, the Minister of Health, the Honourable Leona Aglukkaq, reported some of the results achieved in the healthcare sector for the English-speaking communities, including:

¹¹⁷ Townshippers' Association, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 8, September 15, 2010, pp. 16 and 18.

¹¹⁸ Vision Gaspé – Percé Now (September 13, 2010), p. 31.

¹¹⁹ Dawson Community Centre (November 29, 2010), pp. 10 and 16.

- The investments provided for in the Roadmap (2008-2013) will allow for the creation of new regional networks.
- From 2000 to 2006, 148 projects were funded under the Primary Health Care Transition Fund.
- In 2008, 5,300 health professionals received language training so they can offer services to the minority English-speaking population.¹²⁰

SUCCESS STORY: HEALTH NETWORKS

In the healthcare sector, cooperation, networking and partnership seem to be the key to success for making health services more accessible to the English-speaking population of Quebec.

The CHSSN has contributed to community networking and the development of knowledge and partnerships to improve access to health and social services in English. In total, 18 networks have been created across the province, and more networks may be created in the near future. In each network, a coordinator is responsible for building knowledge, communicating with partners in the public health and social services system, making contact with private and voluntary organizations and improving cohesion to ensure better access to services at the local level.

There is no doubt that the initiative shown by health networks has had a direct impact on Quebec's English-speaking communities. It has led to improvement in the visibility of the communities within the health and social services system and the creation of services at the local level to meet their needs, and has given them more control over their destiny.

A number of witnesses agreed that federal investments in the health and social services sector have benefited the development of the English-speaking communities in all regions of Quebec. The Council for Anglophone Magdalen Islanders (CAMI) acknowledged that "Health Canada investments have been very successful within our community and has assisted our organization in building bridges with our [F]rancophone counterparts which are essential to our long term development".¹²¹ A representative of the CHSSN acknowledged that "federal support is so valuable to the work that we do because it gives oxygen to the system to be able to provide better access and to do better work for the English-speaking community".¹²² In fact, all of the witnesses who spoke about health asked that funding in this sector be maintained, or even increased.

The QCGN pointed to the excellent work done by the CHSSN, a not-for-profit organization that brings together about 20 regional health networks. "What we find encouraging is that, with the networks now in place in the regions, from Gatineau to

¹²⁰ The Honourable Leona Aglukkaq, Minister of Health, *Proceedings of the Standing Senate Committee on Official Languages*, 2nd session, 40th Parliament, Issue No. 10, October 5, 2009, p. 26.

¹²¹ Council for Anglophone Magdalen Islanders, *Presentation to the Senate Standing Committee on Official Languages*, December 14, 2010.

¹²² Community Health and Social Services Network (September 14, 2010), p. 119.

the Gaspé and the North Shore, a lot of progress is being made, and it is often with unilingual [A]nglophones. There was a real need there."¹²³ Mention was also made of the fine work done by the regional networks, particularly in the Outaouais.¹²⁴

The success of the networks is attributable to a host of factors. First, a thorough awareness of needs, based on the region and the sector served. Second, measures that take into account the variety of needs and regional disparities. As a representative of the CHSSN said: "It is all about empowering the communities themselves to develop the knowledge they need to know about the community so that they can speak to the public partner to express the needs of the population and then perhaps even help with solutions in providing better access."¹²⁵ The funds can be used to translate documents, train staff, and so on. Each regional network decides its own priorities.

The networks represent one way of improving communications between the partners and all groups at the local level. They ensure that the English-speaking communities receive useful information about the public health and social services system. The CHSSN, for its part, provides the bridge between the communities and the Quebec ministère de la Santé et des Services sociaux. It tries to encourage the partners in the public system to participate in health promotion activities for the English-speaking communities.

An implementation framework has been signed by the CHSSN and the Quebec ministère de la Santé et des Services sociaux that provides for ongoing cooperation and commitment to improving access to health and social services for Quebec's English-speaking communities. The implementation framework ensures that projects funded by the CHSSN "are consistent with the policies and directions

WHAT THE COMMITTEE SAID AND RECENT DEVELOPMENTS

In its June 2010 report, the Committee recommended that measures be taken to improve cooperation between federal institutions and the provincial and territorial governments to ensure the full implementation of Part VII of the Act. The approach adopted in the healthcare sector was cited as an example of success in terms of collaboration between the federal government and the provinces. The creation of networks allows the various partners involved to work together. Health Canada also ensures that it has the support of the provinces when it invests money for the communities.

In its response to the Committee, the government cited the federal-provincial agreements on education and services to the communities as examples to follow. It also referred to the Ministerial Conference on the Canadian Francophonie as a mechanism that could strengthen collaboration between governments. As well, it acknowledged that the federal policy on transfer payments contains requirements for compliance with Part VII of the Act.

¹²³ Quebec Community Groups Network (March 23, 2009), p. 38.

¹²⁴ Regional Association of West Quebecers (November 15, 2010), pp. 9 and 21.

¹²⁵ Community Health and Social Services Network (September 14, 2010), p. 118.

of Quebec in this area".¹²⁶ The QCGN said that the CHSSN "has been providing exceptional management of that allocation in cooperation with the Quebec government and is ensuring that services are available where the need exists".¹²⁷ A number of witnesses who testified in the course of this study believed that the successes in the healthcare sector should be used as a model for improving federal-provincial cooperation and providing for better services to Quebec's English-speaking communities. It is recognized that federal-provincial cooperation is a prerequisite for full implementation of Part VII of the Act.

In the area of training in health services, funds have been allocated to McGill University to support the training of health professionals. These investments have two objectives: "first to try to train [A]nglophones in French so that they can get into the health and social services job market, especially in the regions; and second, to provide [F]rancophones in the network with training in English so that they can provide care to the people they meet there."¹²⁸

McGill University is trying to attract English-speaking professionals outside the major urban centres by organizing work placements in the Gaspé, the Eastern Townships or elsewhere. As one of its representatives said, "It is not only recruiting but retaining is always the issue in a lot of these things as well."¹²⁹ However, there are barriers associated with this kind of exercise: "It becomes difficult at times to find positions for our students because the institutions do not necessarily have places for them or have places for a McGill student. ... [T]hey do not always speak French at a level that is necessary to operate in a predominantly French milieu"¹³⁰ McGill University also offers training for employees of the ministère de la Santé so they are able to offer services in English to the English-speaking minority.

The Commissioner of Official Languages acknowledged that there has been progress in health services training, but pointed out that this kind of investment has limitations, as this passage illustrates:

I asked a member of the Townshippers' Association in Granby what he thought about the program. He said that it was very useful for primary care. When a 14-year old falls off his or her bicycle and breaks an arm, there is a nurse at the CLSC who can provide service in English for that child. But the person also added that the situation is different in the case of an older farmer with early symptoms of Alzheimer's disease. The type of therapy or support needed in such a case requires much greater proficiency in the language. So the fact that the program is considered as a success does not mean that it

¹²⁶ Community Health and Social Services Network and ministère de la Santé et des Services sociaux, *Cadre de mise en œuvre du Programme de contribution pour les langues officielles en santé*, June 1, 2009 [translation].

¹²⁷ Quebec Community Groups Network (March 23, 2009), p. 37.

¹²⁸ McGill University (September 17, 2010), p. 56.

¹²⁹ *Ibid.*, p. 60.

¹³⁰ *Ibid.*, p. 66.

necessarily meets the needs of an aging population, which does have specific needs. There are always challenges, and always things to do, but it is clear that some progress has been made.¹³¹

As in the case of education, a number of witnesses testified that they were unable to determine where and how the funds transferred by the federal government were being used. The most recent annual report of the Commissioner of Official Languages highlighted problems stemming from delays in the payment of funds for health services:

... [I]n 2009–2010, the promised government funding came very close to arriving too late for the CHSSN. Due to this delay, McGill University nearly had to abandon an important CHSSN project aimed at the training and retention of Quebec health professionals who can communicate with patients and their families in English; the project was only saved by last-minute discussions five months after the beginning of the fiscal year. The CHSSN also came very close to having to take drastic economic measures that would have had a negative impact on its capacity to help English-speaking Quebecers benefit from the implementation of Health Canada's action plan.¹³²

3. Remote health services

Some remote health services projects are very promising as ways of fostering the development of the English-speaking communities. In some cases, the Community Learning Centres provide an excellent way of promoting health and well-being in the population. They also make it possible to offer services in some remote regions. In his testimony to the Committee, Léo La France acknowledged the potential of these centres, which have been made available to healthcare institutions in Quebec, "to teach parents about health care and things like that."¹³³

It should be noted that a portion of the funds allocated to health services under the Roadmap (2008-2013) is used for organizing videoconferences to promote health in communities outside the major urban centres. The CHSSN offered this example:

For example, we will have someone in Montreal speaking on bullying prevention who will link up with five communities across the province and have an interactive discussion and presentation on that subject. We do this ... for ... all the health promotion activities that you could possibly imagine. ...

¹³¹ Graham Fraser, Commissioner of Official Languages, *Proceedings of the Standing Senate Committee on Official Languages*, 2nd Session, 40th Parliament, Issue No. 1, March 2, 2009, pp. 30 and 31.

¹³² Office of the Commissioner of Official Languages, *Annual Report 2009-2010 – Volume I*, Ottawa, 2010, p. 10.

¹³³ Léo La France, Assistant Deputy Minister, Services to the English-speaking community and Aboriginal affairs, ministère de l'Éducation, du Loisir et du Sport (September 14, 2010), p. 111.

That is one of the ways we have been addressing this issue of access to health promotion activities across the province.¹³⁴

The witnesses from the North Shore were very enthusiastic about the opportunities offered by remote access to health networks in other regions, to expand access to services in their own region.

D. ARTS, CULTURE AND HERITAGE

The arts, culture and heritage sector has also had its share of successes and challenges. The paragraphs that follow address two questions in particular: access to resources and government support for the arts and culture for Quebec's English-speaking communities.

1. Culture unique to the English-speaking communities

Quebec's English-speaking communities benefit from a very rich cultural heritage. The QCGN has focused on developing the arts, culture and heritage sector and recently published a study on the subject.¹³⁵ English-speaking communities across Quebec seem to be committed to promoting and nurturing this sense of cultural belonging.

As is the case for French-speaking minority communities, support for the arts, culture and heritage is seen as essential to the development of Quebec's English-speaking communities. The Department of Canadian Heritage itself recognizes the importance of supporting this sector: "Access to arts and culture in the minority language fosters the community's increased participation in its own vitality while developing its members' sense of belonging."¹³⁶ As was so well put by a representative of the QAHN: "We all know and recognize that one's history becomes part of one's culture, and shared experiences over generations are what provide a context for us and a sense of identity."¹³⁷ The Quebec Writers' Federation (QWF) made the same point: "The ability to understand one's history, develop one's identity and express one's view of the world is crucial to the survival of communities."¹³⁸

Quebec's English-speaking communities identify themselves as belonging to a unique culture, one that is different from the English-speaking culture found in the rest of North America. The English Language Arts Network (ELAN) believes that "the omnipresence of American cultural product is a shared concern and, in some

¹³⁴ Community Health and Social Services Network (September 14, 2010), p. 123.

¹³⁵ Quebec Community Groups Network, *Assessing the English-speaking Community's Capacity to Access Arts, Culture, and Heritage in Nine Regions of Quebec*, 2010.

¹³⁶ Canadian Heritage (2009), p. 10.

¹³⁷ Quebec Anglophone Heritage Network (September 15, 2010), p. 33.

¹³⁸ Quebec Writers' Federation, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 9, September 17, 2010, p. 17.

ways, is more detrimental in an English-speaking minority environment where there is no language barrier to serve as a filter".¹³⁹

In the light of the testimony heard, it is clear that myths about English-speaking artists in Quebec persist, particularly as regards their economic status. The witnesses pointed to the need to build a strong English-speaking arts community in all regions of Quebec. The community must become more visible, both to the French-speaking majority and English-speaking communities in the rest of Canada and in the media. There is great depth to the artistic and cultural community, but it is often underdeveloped owing to a lack of support for Anglophone artists and cultural agencies.

Access to cultural and artistic projects also presents a number of challenges, particularly outside the major urban centres. The Quebec Drama Federation (QDF) observed: "A major lacuna in the Quebec English-speaking community is found most notably in the regions, where access to arts and culture in English is practically non-existent."¹⁴⁰ There is inadequate infrastructure and partnership opportunities rarely arise, and English-speaking artists have few opportunities for professional training.

WHAT THE COMMITTEE SAID AND RECENT DEVELOPMENTS

In its June 2009 report, the Committee identified a number of challenges faced by cultural and artistic organizations in Francophone minority communities. They included a lack of access to arts and culture in remote regions, a lack of infrastructure, volunteer burnout, the need to develop partnerships, support for training, access to new technologies, etc. This was reflected in some of the findings of this study. In its response to the Committee, the government did not offer any concrete solutions to meet these challenges.

The testimony showed that there is inadequate development of new technologies and this has repercussions for the survival of some cultural and artistic organizations. The book industry is particularly affected by this situation. A number of witnesses praised the Community Learning Centres for expanding access to English-language arts and culture in the various regions of Quebec. The QDF talked about the opportunities offered by the new technologies for distance learning: "Professional artists from Montreal teach over the video-conferencing network how to design, how to stage manage, how to direct, how to do voice, how to dance, et cetera."¹⁴¹

The Committee observed that the English-speaking communities are very committed to preserving their cultural, historical and literary heritage. It also had

¹³⁹ English Language Arts Network, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 9, September 17, 2010, p. 8.

¹⁴⁰ Quebec Drama Federation, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 9, September 17, 2010, p. 11.

¹⁴¹ *Ibid.*, p. 38.

an opportunity to hold some of its public hearings at the Centre Morrin in Quebec City, which has taken on the mission of supporting English-language culture and fostering cultural exchanges between Francophones and Anglophones. Its library holds an impressive collection of books in English that are accessible to the general public. The Commissioner of Official Languages acknowledged the centre's value in fostering a sense of identity, belonging and attachment within the community.¹⁴²

2. Access to resources

A number of witnesses spoke out against the lack of resources to fund English-speaking arts and culture in Quebec, particularly for promoting and organizing cultural activities in their regions. In the Eastern Townships, a representative of the Townshippers' Association acknowledged that "local artists [need] help in marketing and selling their work, especially outside the region".¹⁴³ Although touring programs exist, they do not enable artists to put on performances elsewhere in the province. They have to go "outside of [their] province, do two or three other provinces and have a minimum of five performances".¹⁴⁴ A witness from Gaspé said:

We need access to seed money to energize our community through cultural endeavours. Such events provide the glue to a community's past and play an immeasurable part in transmitting a people's history to the young of our community. A way must be found for the English minority in Quebec to access funds for cultural pursuits.¹⁴⁵

There are examples of cultural organizations that are very involved in the community but for which the lack of resources is a challenge. For example, the Hudson Village Theatre works very hard to maintain the cultural vitality of the English-speaking community in the Vaudreuil-Soulanges region, but prefers to devote the few resources it has to artists rather than to marketing its activities.¹⁴⁶ The QWF pointed to the recent cuts to one of the programs funded by the Government of Quebec to enable English-speaking artists to go into the Cégep and sell their books.¹⁴⁷ The QAHN told the Committee about a worthwhile project involving a magazine, the *Quebec Heritage News*, published six times a year with the financial support of Canadian Heritage and the Quebec ministère de la Culture et des Communications. The magazine is put together almost entirely by volunteers, but unfortunately the QAHN does not have funds available to pay those people: "... [T]he problem with not having such funding is that it is very difficult for

¹⁴² Graham Fraser, Commissioner of Official Languages (October 4, 2010), p. 8.

¹⁴³ Townshippers' Association (September 15, 2010), p. 8.

¹⁴⁴ Quebec Drama Federation (September 17, 2010), p. 32.

¹⁴⁵ Vision Gaspé – Percé Now (September 13, 2010), p. 31.

¹⁴⁶ Hudson Village Theatre, *Brief to the Senate Committee on Official Languages*, September 29, 2010, p. 2.

¹⁴⁷ Quebec Writers' Federation (September 17, 2010), p. 37.

a magazine such as this to remain on top of issues, to present focal issues, and to be a fully functioning communication tool".¹⁴⁸

3. Government support for arts and culture

In the Roadmap (2008-2013), the federal government identified "arts and culture" as a priority sector of development for official language minority communities. Accordingly, funds have been set aside to support arts and culture in the English-speaking communities.¹⁴⁹

Investments for 2009-2013 break down as follows:

- **Cultural development:** \$1.1 million over five years has been allocated to strengthen cultural and artistic activities and cultural expression in the English-speaking communities. These funds will be used, among other things, to foster identity-building and a sense of belonging within the communities.
- **Translating books:** \$5.0 million over five years has been allocated to increase the availability of books by Canadian authors in both official languages.
- **Music:** \$1.8 million over five years has been allocated to increase artists' access to musical performances in their language and broaden their audiences through local, regional, national and even international showcases.

In light of the testimony heard, it must be acknowledged that cooperation between the communities and federal institutions has been strengthened in this sector of development. The Minister of Canadian Heritage and Official Languages told the committee about the creation of a discussion group on the arts, culture and heritage for Quebec's English-speaking communities:

This group includes participation from the National Film Board, Telefilm, the CBC, Canada Council for the Arts and the National Arts Centre. This group means that cultural agencies are more aware of the needs of [A]nglophone Quebec artists, and the artists in turn are more aware of how they can receive the federal government's support.¹⁵⁰

Provincial government support for English-speaking arts and culture, however, is perceived as inadequate. A representative of the Townshippers' Association said: "We have so far been unsuccessful in accessing funds from provincial sources that could help develop projects in the arts and cultural sector"¹⁵¹ Those comments

¹⁴⁸ Quebec Anglophone Heritage Network (September 15, 2010), p. 28.

¹⁴⁹ These funds are in addition to the regular budget of the federal institutions whose mandate deals with arts and culture (e.g. Canadian Heritage, Canada Council for the Arts, Telefilm Canada, etc.). Unfortunately, we do not have the total amount invested by those institutions for 2008-2009.

¹⁵⁰ The Honourable James Moore, Minister of Canadian Heritage and Official Languages (December 7, 2010), p. 7.

¹⁵¹ Townshippers' Association (September 15, 2010), p. 9.

were clarified by the representatives of the QAHN: "... [T]here is within the directorate of the ministry of culture a sense that the thing that makes the Eastern Townships different is its [A]nglophone history. The minister of culture feels that regionally that is something to promote, and there is l'Estrie and Montérégie where this is in effect."¹⁵² Nonetheless, the representatives of that organization pointed to barriers in their relations with the province, in particular the difficulty of working in a Francophone environment:

One of the problems faced by [A]nglophone societies is having to operate within a political and legal structure that is primarily French speaking, requiring a level of technical expertise that many do not have. ... Part of the legal framework is that if they are to receive funding, they have to operate bilingually. Then they need to have a good translation capability available to them, which is expensive.¹⁵³

This challenge was also mentioned by a representative of the QDF. That organization also believes that the division of the funds by the Government of Quebec between the artists and companies in the English-speaking and French-speaking communities is not equitable.¹⁵⁴

E. MEDIA

A number of community organizations that appeared before the Committee stressed the importance of the media in enhancing the vitality and supporting the development of the English-speaking communities. As we will see in the pages that follow, these communities are underrepresented in certain media and would like to be able to count on greater support from governments, to meet their needs in this area.

1. Underrepresentation of the English-speaking communities in the English-language media

The portrait published by Statistics Canada in 2010 showed that Anglophones in Quebec are major consumers of media (particularly television) and tend strongly toward consumption of media in English.¹⁵⁵ Because of widespread access to cable television and the Internet, there are no significant disparities in terms of the presence of English in media consumption, except for newspapers. However, access to the media in English is far less complete for the English-speaking communities outside of Montreal.

These English-speaking communities see their vitality threatened by the failure of the major media to reflect their own culture. In other words, the English-speaking

¹⁵² Quebec Anglophone Heritage Network (September 15, 2010), p. 37.

¹⁵³ Ibid., p. 27.

¹⁵⁴ Quebec Drama Federation (September 17, 2010), p. 11.

¹⁵⁵ Statistics Canada (2010).

communities do not have the feeling that they exist. A representative of the QAHN said: "We will never be on the front page. Unless something astonishing happens, we will be buried deep in the media somewhere. If we are on the electronic media, television or radio, it will be when they need to fill space or they have made films to play at a certain time and they have two minutes open and do not know what to put on."¹⁵⁶ ELAN said: "Without being able to tell our own stories, we are at risk of losing our sense of identity and attachment."¹⁵⁷

The English-speaking communities' lack of visibility can also be seen in the production field. The QCGN pointed out that "... content produced in Toronto, London or Los Angeles does not reflect the culture and traditions of our community. It does not resonate with our communities in Abitibi, Magdalen Islands or Megantic".¹⁵⁸

English-language dailies like the *Globe and Mail* [Toronto] or *The* [Montreal] *Gazette* rarely cover cultural products or events aimed at English-speaking communities outside the major urban centres. This is particularly true for coverage of theatrical productions. "The media does not consider the theatre to be important enough."¹⁵⁹ The major television and radio networks also ignore events that make up everyday life in these communities, and most of the time the communities have to turn to community media for this kind of information.

2. Role of community media

Community newspapers play an essential role in the vitality of the English-speaking communities. They help to maintain a cultural identity and a sense of belonging in the community. Access to information in English and to their collective image are regarded as essential to maintaining the community's spirit. Unfortunately, English-language community newspapers face a number of challenges that prevent them from achieving their full potential, whether in terms of distribution, financing or ad placement. In addition, it must be noted that fewer and fewer English speakers have access to community newspapers in their own language.

The Committee had an opportunity to meet with representatives of the *Hudson-St. Lazare Gazette*, an independent English-language newspaper in the Vaudreuil-Soulanges region that is distributed free of charge, in print format, once a week, with a circulation of about 21,000. The newspaper considers it its duty to publish high quality information in English about social, political and cultural activities in the area. Its editor in chief stated: "... [I]t is our responsibility to publish anything

¹⁵⁶ Quebec Anglophone Heritage Network (September 15, 2010), p. 34.

¹⁵⁷ English Language Arts Network (September 17, 2010), p. 9.

¹⁵⁸ Quebec Community Groups Network (June 14, 2010), p. 8.

¹⁵⁹ Quebec Drama Federation (September 17, 2010), p. 26.

about the Hudson Village Theatre or about the Greenwood Centre for Living History. We must advertise for those institutions.”¹⁶⁰

In spite of its managers' unbridled enthusiasm and commitment, the newspaper is facing a number of challenges. First, its distribution: this is done through Canada Post, which cannot guarantee delivery time. “For a weekly, that means that the newspaper is received one week after it appears.”¹⁶¹ Second, competition with the major chains: the newspaper's representatives strongly believe that their mandate must be, first and foremost, to make the voices of the English-speaking communities in their region heard: “We fight for our lives.”¹⁶²

It is difficult to guarantee the English-speaking communities in this region access to information in print, in their own language and in a timely manner. This can present challenges, particularly for seniors. In Verdun, a representative of a community centre commented on the effects of the disappearance several years ago of the English print version of the community newspaper *Le Messenger*.

... [T]hat had an enormous impact on the community, especially on seniors, for whom the paper was their preferred way of getting the social news and finding out what was going on with organizations and associations. ... [Seniors] feel hurt because no more importance is attached to their ability to be informed and to take part in the Verdun community as citizens.¹⁶³

In spite of their recognized contribution, community newspapers do not receive enough assistance from governments to preserve what they have achieved and strengthen their capacities. The federal government has not allocated any targeted funding to media under the Roadmap (2008-2013). The Quebec Community Newspapers Association (QCNA) spoke out against this situation:

WHAT THE COMMITTEE SAID AND RECENT DEVELOPMENTS

In its June 2009 report, the Committee acknowledged that community media play an essential role in minority communities. The Committee recommended that the Minister of Canadian Heritage and Official Languages take the necessary steps to ensure that all federal institutions make effective use of community media and set aside a predetermined part of government advertising expenditures for community media. That recommendation also seems to be applicable to Quebec's English-speaking communities.

In its response to the Committee, the government indicated that the Consultative Committee on Advertising and Official Language Minority Media had been created. That committee can count on the participation of the QCNA and the Quebec Association of Anglophone Community Radio.

¹⁶⁰ *Hudson-St. Lazare Gazette* (November 29, 2010), p. 48.

¹⁶¹ *Ibid.*, p. 36.

¹⁶² *Ibid.*, p. 40.

¹⁶³ Dawson Community Centre (November 29, 2010), pp. 8 and 9.

There remains an absence of any formal recognition of the important role of official language community media specifically as the most efficient and effective way of reaching official language communities. The current roadmap on official languages does not adequately include reference to community media or community newspapers or communications in general as the official language priority.¹⁶⁴

The testimony also showed that community newspapers are underutilized by the federal government for advertising. Ad placement in English-language newspapers has been declining year after year, and this puts community newspapers in a precarious financial situation. The QCNA asked that the federal government limit its ad buys to newspapers that belong to an association: "One of the biggest and easiest steps for the federal government to take to level the playing field and to help all the true newspaper, not those that are grabbing everything, is to stop advertising in newspapers that are not accredited by the associations in Canada."¹⁶⁵ The *Hudson-St. Lazare Gazette* objected to that idea. Its representatives said the only advertising they receive from the federal government comes from Elections Canada during election campaigns.

Unfortunately, the Committee did not have an opportunity to meet with English-language community radio stations in Quebec during its public hearings.

3. Role of the public broadcaster

The Canadian Broadcasting Corporation/Société Radio-Canada (CBC/SRC) has a responsibility to contribute to the development of Quebec's English-language communities. As was the case for the Committee's earlier studies dealing with French-speaking minority communities, a number of witnesses stressed the important role of the public broadcaster in enhancing the vitality of the English-speaking communities.

Witness comments about the CBC/SRC were not particularly affectionate. While significant efforts have been made to provide regional radio programming, there are still difficulties in terms of television programming. ELAN made the following statements: "CBC, the regional English-language broadcaster, has almost no programming of the English-speaking community inside Quebec, partly through budgetary restraints. ... It has very little knowledge of or interest in or sense of a mandate to serve, to reflect, to speak up or about the English-speaking community."¹⁶⁶ ELAN stressed the importance of the public broadcaster improving the way its programming reflects the regions:

¹⁶⁴ Quebec Community Newspapers Association, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 9, September 17, 2010, p. 15.

¹⁶⁵ *Ibid.*, p. 25.

¹⁶⁶ English Language Arts Network, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 6, June 14, 2010, p. 20.

To summarize, we do not have any reflection by the national broadcaster. When we do, it is almost exclusively the island of Montreal. There will be a couple of hundred thousand [A]nglophones in the remote regions of Quebec who have no reflection. We do not have educational television and we do not have community television. We have made the case very clearly to the CRTC that we need to have regional reflection for our community within Quebec.¹⁶⁷

The QDF also raised the possibility of intervening before the Canadian Radio-television and Telecommunications Commission (CRTC) to ask that the public broadcaster provide television coverage of what happens in the English-speaking communities.¹⁶⁸ Referring to the activities of the CRTC, some witnesses said it was difficult to enforce the communities' rights before that regulatory body.

The QDF brought to our attention an anomaly relating to the difficulties encountered by the public broadcaster regarding regional coverage:

... [I]n the winter when the snow falls, something very interesting happens: the CBC and Radio-Canada trucks cannot get off the island of Montreal without snow tires, and they do not want to spend money on any. So their trucks stay on the island of Montreal, and there is no coverage of the regions because no one wants to make the trip without snow tires.¹⁶⁹

On the Lower North Shore and the Lower St. Lawrence, some communities are not even able to receive CBC/SRC services because of deficient technological structures.

That being said, the English-language network should be given credit for its recent efforts to publicize what is going on in the communities. For example, the CBC covered a portion of the Committee's public hearings when it traveled to Quebec City and Sherbrooke. Recently, it broadcast a report in the Magdalen Islands¹⁷⁰

WHAT THE COMMITTEE SAID AND RECENT DEVELOPMENTS

In its June 2009 report, the Committee strongly encouraged the SRC to ensure appropriate representation of Francophone minority communities in its programming. The Committee felt that the SRC should give all Francophones in Canada access to content that reflects those communities.

In response to the Committee's report, the government said that it expected the Crown corporation to do this, while recognizing that the corporation's freedom of expression and journalistic independence and independence in relation to programming.

In the last year, the Commissioner of Official Languages brought an action against the public broadcaster, asking that the courts rule on its obligation to comply with the requirements set out in Part VII of the Act in its programming.

¹⁶⁷ Ibid., p. 20.

¹⁶⁸ Quebec Drama Federation (September 17, 2010), p. 26.

¹⁶⁹ Ibid., p. 27.

¹⁷⁰ For more detail, see the CBC website: <http://www.cbc.ca/landandsea>.

that was developed in partnership with the English-speaking community of the region and which was the pride and joy of its members.¹⁷¹ It must be noted that this sensitivity does not seem to be as well developed at the SRC.¹⁷² It could be that more active involvement by the French-language network might be seen as one of the ways of strengthening the ties between the English-speaking minority and the French-speaking majority.

4. Challenges: criteria that better reflect needs and support for new technologies

As is the case with other sectors of development, the media witnesses that the Committee met pointed out that the criteria for federal programs were ill-suited to the situation of official language minority communities. For example, the criteria for the Canada Periodical Fund are not suited to the situation of English-language newspapers in Quebec. A representative of the *Hudson-St. Lazare Gazette* gave the following explanation:

To be eligible for funds from the government or from the Department of Canadian Heritage, you have to meet quite strict criteria like a number of newspapers that are to be sold, and not given away free of charge. We do not meet those criteria. However, if our publication were in magazine form, that might be the case. As we are an independent newspaper, we receive no money.¹⁷³

The QCNA echoed that opinion. The organization believes it is important “that the program adjusts its eligibility criteria to specifically allow official language controlled — and free — circulation papers into the program”.¹⁷⁴

WHAT THE COMMITTEE SAID AND RECENT DEVELOPMENTS

In its June 2009 report, the Committee noted that a number of federal programs ignored the unique situations of Francophone minority communities. It recognized the need to adopt criteria that better reflect needs, because when needs are misunderstood, the funding provided is often insufficient.

The Committee also referred to the major challenge of developing Web-based capacity for minority-language media, especially community newspapers. It asked Canadian Heritage to assure Francophone minority communities of access to sufficient resources to support the use of the new technologies.

The government did not comment directly on the Committee's observations. The testimony in this study shows that these findings apply equally to the English-speaking communities.

¹⁷¹ Council for Anglophone Magdalen Islanders, email to the Clerk of the Senate Standing Committee on Official Languages, December 14, 2010.

¹⁷² For example, on the trip to Quebec, only the French-language network in the Alberta region expressed any interest in the Committee's work.

¹⁷³ *Hudson-St. Lazare Gazette* (November 29, 2010), p. 36.

¹⁷⁴ Quebec Community Newspapers Association (September 17, 2010), p. 15.

In addition, media access to cutting-edge technology affects the vitality of English-speaking communities, particularly among their young people. Some community media demonstrate initiative in this regard. For example, the *Hudson-St. Lazare Gazette* pointed out that it was “the first weekly on the Internet in Canada, long before a number of dailies such as the *Journal de Montréal*, *The [Montreal] Gazette* or *La Presse*”.¹⁷⁵ Nonetheless, it is difficult to do more and to compete, as is done elsewhere in the industry, when there are insufficient resources. “We are certainly rushing to ensure that our website is as powerful as possible.”¹⁷⁶ Maintenance and updating costs are high. A representative of the QCNA said: “We always feel we are behind, that we must catch up. However, yes, most of our papers have a web presence today.”¹⁷⁷ Based on the testimony heard, additional resources are needed to develop Web-based capacity for minority media.

F. ECONOMIC DEVELOPMENT

A community's vitality is a function of its economic vitality. The socioeconomic characteristics of the English-speaking population vary from region to region. The availability of employment- and employability-related resources and infrastructure also varies widely. The economic characteristics of the English-speaking population of Quebec are one of the subjects that generate the most controversy. The paragraphs that follow describe the challenges and success stories of the English-speaking communities in relation to the economy.

1. Economic vitality: supply of jobs, entrepreneurship and skills development

The economic vitality of Quebec's English-speaking communities depends on a number of factors: the supply of well-paid jobs, the availability of services for starting up a business, or opportunities for developing language and vocational skills. The representatives of YES Montreal said that the English-speaking communities in all regions of Quebec lack opportunities for economic development.¹⁷⁸

As the testimony showed, the presence of certain myths, particularly those relating to the socioeconomic status of the English-speaking population of Quebec, is a major barrier to the development of the English-speaking communities, particularly outside the major urban centres. It is difficult to change perceptions in this regard, because the myths are firmly rooted in collective memory. Nonetheless, research shows that the departure of many English speakers from the province and the massive influx of international immigrants have contributed

¹⁷⁵ *Hudson-St. Lazare Gazette* (November 29, 2010), p. 38.

¹⁷⁶ *Ibid.*, p. 47.

¹⁷⁷ Quebec Community Newspapers Association (September 17, 2010), p. 35.

¹⁷⁸ YES Montreal (Youth Employment Services) (October 25, 2010), p. 6.

to the change in the socioeconomic fabric of those communities.¹⁷⁹ The portrait that Statistics Canada published in 2010 showed that Quebec's English-speaking communities have undergone significant changes in the last 40 years, and this has had major repercussions on their income levels.¹⁸⁰ The gulf between the incomes of Anglophones and Francophones has shrunk. It varies, depending on whether we compare median or average income. It can be seen that the unemployment rate tends to be higher among the English-speaking population of Quebec, and this is true in all regions. In addition, more Anglophones than Francophones live below the low-income threshold. English speakers outside the major urban centres have a higher rate of underemployment and poverty.

Employment is a key determinant of the vitality of a community. Whether they are in Montreal or elsewhere in the province, English-speaking communities face unique challenges in this regard. The number of jobs is limited. The infrastructure for finding work is also limited. The Montreal community has access to the employability services provided by YES Montreal, and there seems to be a lot of enthusiasm for that organization's involvement in the communities. For example, the organization has offered an internship program for young people that involved 200 businesses, with a placement rate of about 90 percent.¹⁸¹

In remote regions, this kind of service does not exist. The shortage of long-term jobs presents challenges. A large proportion of the population in those regions depends on seasonal employment to support their families. According to a representative of the Coasters' Association, "Our quality of life, job opportunities and capacity to support our social economy and community rely on our economy."¹⁸² Those communities face other challenges that are not directly related to the linguistic make-up of the communities, but have a direct impact on their vitality. This is the case, in particular, for the Lower North Shore community, whose transportation-related problems significantly limit the community's vitality. "The isolation factor limits access to available programs and services, resulting in weak infrastructure, a lack of resources and high costs for everything from transportation, to food, to supplies, and to opportunities for our youth in education, recreation and employment."¹⁸³ The organization has asked the federal government to put pressure on the province to develop roads in that region. The Commissioner of Official Languages has recognized that the community "is dealing with enormous problems of geographic isolation".¹⁸⁴

To the Community Economic Development and Employability Corporation (CEDEC), "entrepreneurial development nevertheless represents an important vehicle for

¹⁷⁹ Statistics Canada (2010).

¹⁸⁰ *Ibid.*

¹⁸¹ YES Montreal (Youth Employment Services) (October 25, 2010), p. 10.

¹⁸² Coasters' Association (September 13, 2010), p. 44.

¹⁸³ *Ibid.*, p. 43.

¹⁸⁴ Graham Fraser, Commissioner of Official Languages (October 4, 2010), p. 16.

economic growth and renewal".¹⁸⁵ English-speaking entrepreneurs encounter specific problems when it comes to economic development, as the following testimony from a representative of Industry Canada illustrates:

[These issues] often involve access to capital and help to support their market development plans if they want to export, for example. Productivity is a big issue for SMEs, as is upgrading; that is, how they use information technology within the company.¹⁸⁶

Small business culture is not well developed in some remote regions. A representative of the North Shore called for this:

We need economic incentives to help establish small businesses, not wall-to-wall programs such as what Développement économique Canada offers, but more flexible programs to help people and youth install themselves in small business. This would help the area greatly and would bring about a change of ways, not only for the English population but for the general population.¹⁸⁷

The witnesses who testified said that there has to be greater access to business start-up capital. Resources also have to be offered to support self-employed workers in their dealings with the provincial government. Some self-employed workers have difficulties dealing with provincial institutions, since they have to do everything in French. Some of them decide to go through organizations like YES Montreal to get the services they need.

The tourism industry was cited as a promising sector for economic development in many regions. In the Gaspé, the region's economic vitality depends on tourism: "Visitors to our area will come and continue to do so, provided they have good access routes and are warmly welcomed by people who can communicate with them in their own language."¹⁸⁸ In the Magdalen Islands, tourism is the second largest economic sector and relies to only a very slight extent on participation by Anglophones in the region. According to the CAMI, "There is a definite need for the community to be more inclusive in the Islands' tourism industry as a whole."¹⁸⁹ The CEDEC acknowledged that tourism is a key area "where government programs and funding can create a significant impact for the English-speaking community and the majority community".¹⁹⁰

¹⁸⁵ Community Economic Development and Employability Corporation, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 12, November 1, 2010, p. 27.

¹⁸⁶ Industry Canada, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 3, April 12, 2010, p. 24.

¹⁸⁷ North Shore Community Association (September 13, 2010), p. 50.

¹⁸⁸ Committee for Anglophone Social Action (September 13, 2010), p. 34.

¹⁸⁹ Council for Anglophone Magdalen Islanders (December 14, 2010).

¹⁹⁰ Community Economic Development and Employability Corporation (November 1, 2010), *Proceedings*, p. 28.

In general, knowledge of French is considered to be essential to the economic progress of Quebec's English speakers. They often believe that have an insufficient level of knowledge of French. The question of the quality of their French was raised a number of times at the public hearings. It is a determining factor in the occupational success of young English speakers. Some organizations called for additional funding for language training offered to English-speaking entrepreneurs and employees.

2. Government support: coordination and networking

Quebec's English-speaking communities seem to have fairly good relations with federal departments and agencies in the economic development sector. In general, the witnesses acknowledged the importance of ensuring good coordination in managing programs in the economic development sector.

One of the key coordination mechanisms is the National Human Resources Development Committee for the English Linguistic Minority, a partnership between the federal government and the communities composed of two equal partners: the Government Table and the Community Table. CEDEC also had good things to say about the national committee:

This model allows us to work at more than an operations level with individuals within Quebec where we can influence the way in which our communities can access programs and individuals who are working in the different regions. It also allows us to interact with our colleagues at national headquarters who are developing policies that will play a role in the way in which we work. ... The

coordination, interaction and partnerships that exist between the federal government and our communities through the national committee are key and fundamental for the sustainability of the English-speaking communities in Quebec.¹⁹¹

SUCCESS STORY: THE ENABLING FUND

The Enabling Fund for Official Language Minority Communities allows for applications for assistance made to federal institutions to be coordinated. The English-speaking communities see it as a way of creating new partnerships and strengthening their communities' capacities in the economic development and human resources development sectors.

CEDEC called for a commitment by the federal government to continue investing in this coordinating body. As the organization pointed out, the last strategic plan developed by the national committee dates from 2006.¹⁹²

Human Resources and Skills Development Canada (HRSDC) and Canada Economic Development (CED) for Quebec Regions are two of the key partners for the

¹⁹¹ Ibid., p. 33.

¹⁹² Ibid., p. 46.

English-speaking communities. Under the Roadmap (2008-2013), the federal government has allocated funds to support economic development in English-speaking communities.¹⁹³ Investments for 2008-2013 break down as follows:

- **Strengthening community capacities:** \$13.5 over five years has been allocated to Quebec's English-speaking communities under the Enabling Fund for Official Language Minority Communities.
- **Economic Development:** \$9.2 million over five years has been allocated to CED for the regions of Quebec to support various activities involving innovation, entrepreneurship, partnerships and diversifying economic activities.

HRSDC funds employability initiatives that contribute to the development of Quebec's English-speaking communities, whether through the Enabling Fund or under Canada Summer Jobs, the Skills Connection, Youth Awareness or other initiatives. The Enabling Fund was mentioned several times as a success story for the development of Quebec's English-speaking communities. "This essential funding allows CEDEC to maintain points of contact and human resources across Quebec in order to initiate, develop and support Community Economic Development in the English-speaking community."¹⁹⁴ However, the CEDEC pointed out that the Enabling Fund has not been indexed since it was created, in 2002-2003, and as a result some projects may be jeopardized. In addition, it seems to be impossible to determine the specific criteria that apply to how the Enabling Fund is distributed across the country. When the organization appeared before the Committee, it said it would like to see the criteria for federal programs tailored to the unique context of each community.¹⁹⁵

CED is a regional development agency that works to foster the long-term economic development of the regions of Quebec. Under the Roadmap (2008-2013), CED is committed to expanding its activities in Quebec's English-speaking communities. There seems to be well-established partnership between the agency and the English-speaking communities, according to the Minister of State, the Honourable Denis Lebel: "The agency's strength lies in its ability to interact directly and regularly with regional stakeholders and provide financial support for economic development projects created by and for communities."¹⁹⁶ Several community organizations said they were satisfied with their cooperation with CED. A representative of CASA said: "These initiatives based on the priorities identified in

¹⁹³ These funds are in addition to the regular budget of federal institutions whose mandates deal with economic development (e.g. HRSDC, CED, Industry Canada, etc.). Unfortunately, we do not have the total amount invested by those institutions for 2008-2009.

¹⁹⁴ Community Economic Development and Employability Corporation, *Brief to the Senate Standing Committee on Official Languages*, November 1, 2010, p. 5.

¹⁹⁵ Community Economic Development and Employability Corporation (November 1, 2010), *Proceedings*, p. 29.

¹⁹⁶ The Honourable Denis Lebel, Minister of State for the Economic Development Agency of Canada for the Regions of Quebec, *Proceedings of the Standing Senate Committee on Official Languages*, 2nd Session, 40th Parliament, Issue No. 12, November 16, 2009, p. 37.

the [Roadmap] have been of great assistance in injecting new momentum in our communities."¹⁹⁷ Some organizations, like the Coasters' Association, qualified those comments: "[W]e find that the criteria for the programs in Quebec do not meet the criteria of the Lower North Shore. ... The Lower North Shore is isolated. We do not have the same criteria, and we would like to see if there is flexibility"¹⁹⁸

Decentralization of responsibilities for labour force and labour market management to the province generated criticism from the witnesses heard. According to YES

**SUCCESS STORY:
PARTNERSHIP TO IMPROVE ACCESS
TO EMPLOYMENT SERVICES**

The CEDEC has initiated discussions with Emploi-Québec to find solutions to the systemic problem of access to employment services in English. The need for a coordinated approach in the economic development sector has been recognized. In 2010-2011, the two organizations will examine the level at which services are used in the English-speaking community throughout Quebec and will develop a strategy for improving the integration of Anglophones in the labour market.

The CEDEC also recently initiated a survey of older workers to identify the necessary tools to help them enter the labour market.

Montreal: "The transfer payments from the federal government for employment programs through Emploi-Québec are not meeting the needs of the English-speaking community."¹⁹⁹ The testimony showed that the services offered in English are not well known. The CEDEC said: "Many in the English-speaking community are unaware or have experienced barriers to accessing economic resources."²⁰⁰

The difficulties encountered are explained in part by the lack of coordination between the activities of the two levels of government: "There is no strategic plan for English-speaking communities around economic development issues within federal and provincial governments, and they are often working at cross-purposes."²⁰¹ YES Montreal asked that the federal-

provincial agreement be reviewed to assess whether it still meets the needs of the English-speaking minority. The CEDEC has recently been working with Emploi-Québec to tackle this problem.

As in many other sectors, networking and partnerships are seen as essential to support the development of the English-speaking communities. The example of the Military Family Resource Centre in Valcartier was cited several times before the

¹⁹⁷ Committee for Anglophone Social Action (September 13, 2010), p. 35.

¹⁹⁸ Coasters' Association (September 13, 2010), p. 50.

¹⁹⁹ YES Montreal (Youth Employment Services) (October 25, 2010), p. 6.

²⁰⁰ Community Economic Development and Employability Corporation (November 1, 2010), *Proceedings*, p. 28.

²⁰¹ YES Montreal (Youth Employment Services) (October 25, 2010), p. 7.

committee as an example of a success story. The Centre offers direct networking and integration services to members of the military and their families before, during and after their arrival in the region. YES Montreal is another example of an organization that recognizes the importance of maintaining ties with various stakeholders. The Commissioner of Official Languages and the Minister of Canadian Heritage and Official Languages also commended it when they appeared before the Committee.

3. Underrepresentation of Anglophones in the public service

The testimony showed that Anglophones in Quebec feel they are underrepresented in the various levels of the public administration. Statistics Canada figures indicate that Anglophones account for the following proportions: 11.7 percent (federal), 2.8 percent (provincial) and 7.0 percent (municipal/local/regional).²⁰² This phenomenon can be observed in all regions of Quebec.²⁰³ Those figures are based on 2006 Census data.

The figures in the most recent Treasury Board annual report present a slightly different picture for the federal public service: Anglophones account for 7.9 percent in the core public administration and 14.1 percent in all federal institution subject to the Act.²⁰⁴ Those figures are based on administrative data collected by the Treasury Board Secretariat from 2008-2009.

In general, some witnesses felt that access to employment in the public sector has to be improved. Some federal institutions have taken steps to encourage young Anglophones to pursue a career in the federal public service. A representative of the Public Service Commission said: "We do have regular meetings with the different associations to pause and assess. Sometimes it is useful to present how they apply, what the requirements are and what the benefit is of being bilingual, so even in some regions where we need some [A]nglophone candidates and bilingual candidates."²⁰⁵ A representative of PWGSC told the Committee that measures can be taken to remedy the problem of recruiting Anglophones in the federal public service:

We decided to work with the community table and identify the barriers so that we could understand why we were not able to attract [A]nglophones to PWGSC in the Quebec region. We realize that many of them would apply and come to the headquarters because there are more mobility and opportunity

²⁰² Statistics Canada (2010).

²⁰³ Ibid.

²⁰⁴ Treasury Board Secretariat, *Annual Report on the Official Languages 2008-2009*, Ottawa, 2010. Note that the core public administration consists of some 80 institutions, while some 200 federal institutions are subject to the Act (this includes the core public administration, Crown corporations, privatized agencies, separate agencies and departmental corporations).

²⁰⁵ Public Service Commission, *Proceedings of the Standing Senate Committee on Official Languages*, 2nd Session, 40th Parliament, Issue No. 11, 19 October 2009, p. 19.

for promotion. We have been trying to recruit at the entry level so that they can see a progression within their career stream. We go to university and college campuses to sensitize potential recruits. We go to McGill, Concordia and Bishops and we work with the community table to help us to target those groups and attract potential employees. We also try to use employees to see if we can work within their network to attract people. When we are on campus, we try to bring representation so that we do not have a crew that is [F]rancophone only staffing the recruitment booth. We bring [A]nglophones with us as well. They are all bilingual but they can demonstrate that they have room to grow in our organization. The objective is really to increase presence. Since this measure has been implemented, we have seen a two per cent increase in our [A]nglophone labour force in Quebec. ... We feel that if we continue, we should be able to remedy the situation over the next two years.²⁰⁶

In short, the witnesses were of the opinion that the federal government has to find ways of reaching the English-speaking communities outside the major centres. It also has to promote knowledge of both official languages as an asset. Candidates who are already bilingual will have the best chances of finding a job in the federal public service. Unfortunately, many Anglophones in Quebec do not think of the federal public service as a potential employer. The lack of interest on the part of young people in jobs in the public service might be explained by the length of time involved in the hiring process.

The CEDEC said that a subcommittee has been created within the National Human Resources Development Committee for the English Linguistic Minority "to address the challenge of English-speaking representation in Quebec's federal public service."²⁰⁷ It looks like additional measures are needed, however, to ensure equitable representation of the English-speaking population in all federal institutions in Quebec. Unfortunately, the President of the Treasury Board was not able to suggest any concrete solutions when he was questioned about this by the Committee. According to him, the data collected by his department show an equitable participation for Anglophones in federal institutions in Quebec. However, he did recognize that: "It is important for the people in charge of program management to continue encouraging people to follow programs to improve access to employment in the public sector."²⁰⁸ Unfortunately, no consideration has been given to that in the Roadmap (2008-2013).

The provincial public service is even less attractive to Anglophones, and this is probably because fluency in French is mandatory. The CEDEC observed that the Government of Quebec has started to adopt measures to recruit representatives of the English-speaking community and other groups. "This represents an opportunity

²⁰⁶ Public Works and Government Services Canada, *Proceedings of the Standing Senate Committee on Official Languages*, 2nd Session, 40th Parliament, Issue No. 14, December 7, 2009, p. 15.

²⁰⁷ Community Economic Development and Employability Corporation (November 1, 2010), *Brief*, p. 11.

²⁰⁸ The Honourable Stockwell Day, President of the Treasury Board (December 13, 2010), p. 8.

for the English-speaking community to work with the Government of Québec to help meet identified targets."²⁰⁹

4. New technologies

In remote regions, access to new technologies is seen as essential to support the vitality of the communities. High-speed Internet access is not available everywhere. Some communities, such as the Lower North Shore, are denied access to the resources they need to ensure the development of telecommunications in their region. In some cases, access is restricted to the schools only. Access to cutting-edge technology is the only way for some communities to maintain their vitality. A representative of the Eastern Townships School Board said:

One of the most critical needs is to ensure that affordable high-speed Internet access is available in rural areas. Those residents who are farthest away from the centres of cultural and social activity have the greatest need, yet they are the ones who lack adequate service. Providing such access may be the most cost-effective means of reducing poverty and disadvantage. New technologies that can break down the barriers of distance and ignorance are emerging rapidly, but, sadly, the rural areas are the last to benefit.²¹⁰

According to Heritage Lower St. Lawrence, the new technologies are one way of ensuring equal access to services in both official languages: "We encourage the government of Canada to continue to develop access to government services in English using the web, which is an efficient way to deliver services and ensure equal access to information."²¹¹ The Commissioner of Official Languages supported these organizations' comments.²¹²

G. EARLY CHILDHOOD DEVELOPMENT

It is recognized that early childhood development is the path to take to combat assimilation of official language minority communities. The sense of belonging to the community develops from a child's earliest years. The following passages describe some of the observations presented to the Committee relating to this sector of development.

1. Limited government support

The Committee received and heard limited testimony about the early childhood development sector. Most of the witnesses reached the same conclusion: they saw

²⁰⁹ Community Economic Development and Employability Corporation (November 1, 2010), *Brief*, p. 11.

²¹⁰ Eastern Townships School Board (September 16, 2010), p. 75.

²¹¹ Heritage Lower St. Lawrence (December 6, 2010), p. 4.

²¹² Graham Fraser, Commissioner of Official Languages (October 4, 2010), p. 20.

limited government support for offering services in English in the early childhood development sector.

The Roadmap (2008-2013) does not allocate any investments to the early childhood development sector for Quebec's English-speaking communities. A representative of HRSDC said that the Department does not fund specific initiatives, for the following reasons:

... [T]he problem that it was designed to deal with, namely, young kids being inadequately prepared to start into school and perform in school, seemed much more prevalent in the [F]rancophone minority communities than in the [A]nglophone minority communities. That is probably connected to the simple fact that the minority [A]nglophone communities in Quebec are typically of a much larger scale of community and are denser and more able to support themselves. The [A]nglophone communities, in Quebec as well, did not see this problem as a priority, although this project started before I joined the department.²¹³

Support in the literacy sector is also very limited, but none of the witnesses heard identified any particular difficulty in that regard.

H. YOUTH

Youth is recognized as a priority sector of development for the English-speaking communities, in all regions of Quebec. As we will see below, a large number of young English speakers believe that the opportunities available to them in Quebec do not meet their expectations or their needs. The presence of young English speakers who are involved in their community is seen as essential to the survival and vitality of the English-speaking communities.

1. Key to the present and the future

For both the French-speaking and English-speaking minorities in Canada, youth are the key to ensuring the long-term viability of a minority community. One of the determining factors that set English-speaking youth in Quebec apart is their tremendous mobility. Many young Anglophones in Quebec leave when the time comes to continue their education or get a job. Those who remain are more likely to be jobless or to hold less than secure positions. The RAWQ explained the harmful effects of the youth exodus on community vitality: "In the Outaouais, many of our youth are drawn out of their home region to Ottawa where education, employment, social and leisure activities are more accessible to them. This has a significant impact on the continued vitality of our English community."²¹⁴ This was

²¹³ Human Resources and Skills Development Canada, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 4, May 3, 2010, p. 50.

²¹⁴ Regional Association of West Quebecers (November 15, 2010), p. 6.

echoed in the testimony of several witnesses at the public hearings. The QCGN said:

Our youth are the future, particularly in the small communities outside the Montreal region. When they leave [the region] to go to university or to get a better job — or even just a job — they do not return. We are working very hard in this area and it has become a priority, not only for the organization in Montreal, but for organizations across the province.²¹⁵

Recently, the QCGN did a survey of young Anglophones in Quebec to better identify the challenges they are facing.²¹⁶ The organization identified youth as a priority focus for development.

In general, the witnesses said that young Anglophones have to be encouraged to get involved in their communities. A representative of Bishop's University said: "Young people are more likely to stay and be engaged here if they have had an opportunity to go beyond the university and be involved in the local community."²¹⁷ To participate fully in the development of their communities, young Anglophones have challenges to meet, however. They include the need for fluency in French and the need to participate in their region's economy.

2. Challenges: fluency in French and access to training and networks

As we saw earlier, fluency in French is an essential factor in the economic success of Anglophone youth. The QCGN said:

The departure of highly educated, bilingual [A]nglophones is a loss of human capital for both the English-speaking community of Quebec and for Quebec society as a whole. It also points to a glaring need for a policy for French language training that recognizes the French language as an essential job skill. A successful human resources development strategy in cooperation with support from key provincial and federal partners is of paramount importance to the survival of our community.²¹⁸

Anglophone youth are among the most bilingual in the country. Nonetheless, some of them do not believe they are sufficiently fluent in French. They also find it hard to see the added value their level of knowledge of both official languages represents. A representative of VEQ said: "[Young Anglophones] do not understand that [their] bilingualism [is] a much sought-after asset in our region."²¹⁹ That attitude might be explained by the difficulty the young people

²¹⁵ Quebec Community Groups Network (March 23, 2009), p. 39.

²¹⁶ Quebec Community Groups Network, *Creating Spaces for Young Quebecers: Strategic Orientations for English-speaking Youth in Quebec*, January 2009.

²¹⁷ Bishop's University (September 16, 2010), p. 53.

²¹⁸ Quebec Community Groups Network (March 23, 2009), p. 29.

²¹⁹ Voice of English-speaking Québec (September 13, 2010), p. 17.

have in defining their sense of belonging to their community, whether it be the English-speaking community or Quebec society as a whole. On that point, Jack Jedwab said:

... [Y]oung [A]nglophones who have learned the French language do not feel as though they are reflected in the institutions of the province in a meaningful way, for example in the media They do not feel they are reflected in what might be described in Quebec as the broad media or in the cultural institutions on the broader level They do not feel they are reflected in the decision-making process, in the civil service or in the federal institutions in Quebec. They just do not feel they are reflected.²²⁰

In the Eastern Townships, the weak sense of belonging is attributed to employers' lack of interest in hiring English-speaking youth.²²¹

In some regions, young people's skills in French are very limited, and this may cause difficulties for them when in finding jobs or getting access to the services they need. The Coasters' Association said: "The youth who leave the Lower North Shore to learn a trade have difficulty getting into the workforce."²²² In the Outaouais, the RAWQ acknowledged that there is still work to do "to ensure that our young people are functionally bilingual enough to work in French and to be full participants in Quebec society."²²³ The testimony heard indicated that young Anglophones must be given more opportunities to improve their fluency in French.

As we saw earlier, English-speaking youth face major challenges in terms of access to the training they need if they are to live in their communities and be integrated into them. On that subject, a representative of Dawson Community Centre said: "If we can encourage English-speaking young people and support them in their training, they will eventually become bilingual; they will be able to work in jobs and serve the English-speaking population."²²⁴

Once they complete their training, young people need access to employability services and networks to enable them to embark on careers. A representative of the VEQ said: "In terms of employability, we need direct services for young people in such areas as training, networking, preparing for entering the labour force and everything connected with entrepreneurship to help them establish a business in our region."²²⁵ Similar testimony was heard in the Outaouais: "[Youth] feel discouraged because they are not plugged into professional networks, causing

²²⁰ Jack Jedwab (June 14, 2010), p. 25.

²²¹ Townshippers' Association (September 15, 2010), p. 7.

²²² Coasters' Association (September 13, 2010), p. 47.

²²³ Regional Association of West Quebecers (November 15, 2010), p. 6.

²²⁴ Dawson Community Centre (November 29, 2010), p. 12.

²²⁵ Voice of English-speaking Québec (September 13, 2010), p. 17.

them to miss out on internships, apprenticeships and mentoring opportunities."²²⁶
The QCGN also acknowledges the importance of networking:

When we look for jobs and talk about professions, networks are important
... We know that competency and language skills are important. However,
often it comes down to who you know, who is in the network and how you get
referrals. For a young allophone or English-speaking person going into the job
market, the notion of employment equity has to do with who they know, who
they went to school with and who they know in the corporate or business
sector. Often, our young English-speaking people say that they have trouble
finding jobs. It might be because of their language skills, but it might be
because of networks and the whole concept of employment equity: How do
you get a job? Who do you know in a corporation? Who are your mentors and
champions? Sometimes that is a disconnect for finding a job.²²⁷

The Commissioner of Official Languages suggested to the Committee that the
English-speaking communities should follow examples in French-speaking minority
communities, where youth networks are more developed.²²⁸

3. Government support for youth initiatives

Under the Roadmap (2008-2013), the federal government has allocated funding to
support youth initiatives in Quebec. Investments for 2008-2013 break down as
follows:

- **Youth initiatives:** \$0.6 million over five years has been allocated for
initiatives to enable young Anglophones to what they have learned to use
outside the classroom.

Opportunities to use French outside the classroom were recognized as a key factor
by many witnesses. Young people's level of knowledge of French depends on their
ability to use the language among themselves, with their family or to obtain
services. The Committee met informally with two student associations, the
Bishop's University student association and the Champlain Regional College –
Lennoxville campus student association, which acknowledged the importance of
supporting student exchange visits between various Canadian universities.
Students who choose to study in Sherbrooke want to be able to study in English in
a Francophone environment.

As well, YES Montreal called on the federal government not to transfer the Youth
Employment Strategy programs to the province. That organization asked that
"whenever there is a transfer payment to the province it should be looked at in
terms of the impact on the English-speaking community in Quebec."²²⁹

²²⁶ Regional Association of West Quebecers (November 15, 2010), p. 6.

²²⁷ Quebec Community Groups Network (June 14, 2010), p. 24.

²²⁸ Graham Fraser, Commissioner of Official Languages (October 4, 2010), p. 22.

²²⁹ YES Montreal (Youth Employment Services) (October 25, 2010), p. 18.

I. IMMIGRANTS AND NEWCOMERS

Immigration and support for newcomers present major challenges for the Anglophone population of Quebec. The English-speaking communities, like their French-speaking counterparts outside Quebec, want the federal government to play its role fully in attracting immigrants, helping them to integrate and thus enabling official language minority communities to rejuvenate themselves. They also want newcomers whose first language is English, whether they come from other provinces of Canada or other regions of Quebec, to be able to identify themselves as full members of the community. The paragraphs that follow summarize the main challenges and highlight success stories in this sector.

1. Attraction and retention

As we noted earlier, two of the main characteristics of the English-speaking population of Quebec are its great diversity and its multicultural nature. The Commissioner of Official Languages told the Committee: "The English-speaking community of Quebec has always been inclusive and open to integrating newcomers. Its diversity and changing face have been shaped by immigration and also by out-migration to other parts of Canada."²³⁰ The QCGN felt that this diversity was a huge source of strength of the English-speaking communities.²³¹ In fact, some immigrants who settle in Quebec feel an affinity with English.

The English-speaking communities have an essential role to play in attracting and retaining immigrants in Quebec. However, the legislation and policies in place limit the recruitment and retention of immigrants and newcomers in Quebec's English-speaking communities. As we know, responsibility for selecting immigrants and for settling and integrating permanent residents was transferred to the Government of Quebec under the 1991 *Canada-Quebec Accord relating to Immigration and the Temporary Admission of Aliens*. In fact, the federal government and the Government of Quebec signed the first immigration accord in 1971. The objectives of the 1991 Canada-Quebec Accord include "to preserve [Quebec's] demographic importance in Canada, and to ensure the integration of immigrants in Quebec in a manner that respects the distinct identity of Quebec".²³² As well, current provincial education legislation does not allow immigrants to attend English-language schools. For children from other provinces of Canada, they must have received "the major part" of their instruction in English in order to be allowed to attend an English school in Quebec.

The issue for the English-speaking population of Quebec is to find ways of attracting newcomers to English-speaking communities without damaging the aspirations of the French-speaking majority. It is looking for federal government

²³⁰ Graham Fraser, Commissioner of Official Languages (October 4, 2010), p. 6.

²³¹ Quebec Community Groups Network (June 14, 2010), p. 8.

²³² *Canada-Quebec Accord relating to Immigration and the Temporary Admission of Aliens*, signed by the Government of Canada and the Government of Quebec on February 5, 1991.

support for its efforts to recruit and retain English-speaking immigrants, while still stressing the need to learn French. As for French-speaking communities outside Quebec, the English-speaking population of Quebec sees immigration as a way of ensuring that English-speaking communities and their institutions are sustainable. The QCGN summarized the challenges that arise in relation to immigration this way: "Immigration in Quebec provides the province with new means to preserve its demographic importance in Canada and to ensure the integration of immigrants in a manner that respects the distinct identity of Quebec. It has never been used by the government of Quebec as a way to renew its English-speaking communities, many of which, as you will see, are slowly disappearing under demographic and other pressures."²³³ The QCGN stated its position on immigration:

It wants to work with the federal government and the Government of Quebec in partnership to help English-speaking immigrant adjust and adapt, knowing full well that they need to learn the French language, as the leadership of the community has demonstrated with respect to its attitude toward youth acquisition of the French language, while ensuring a community connection. The challenge is that often this issue is viewed in zero sum terms. An immigrant who gravitates toward the English-speaking community is viewed as one less French speaker or member of the [F]rancophone community in Quebec.²³⁴

2. Government support: research

Like all federal institutions, Citizenship and Immigration Canada (CIC) has a duty to take positive measures to promote the use of English and French in Canadian society and to enhance the vitality and support the development of both official language communities of Canada. The Department therefore has a responsibility to the English-speaking minority in Quebec under Part VII of the Act. The division of powers combined with scarce resources make the Department's job in this regard somewhat complex. A representative of CIC described the situation as follows:

For a few years now, English-speaking communities in Quebec have been coming to see us at the department, telling us that we have certain responsibilities towards them under Part VII. Given that there is not enough funding, and because we obviously want to ensure that we do not undermine the Canada-Quebec accord, we worked with those communities to do some research and come up with some best practices. We are also working to understand the context of the regionalization of immigration to see how we can help communities retain [A]nglophone immigrants in regions outside of Montreal, for example. We are not yet ready to take action, but instead of helping them do research, we gave them a little money to that end. That is what they needed most.²³⁵

²³³ Quebec Community Groups Network (September 13, 2010), pp. 10 and 11.

²³⁴ Ibid., p. 25.

²³⁵ Citizenship and Immigration Canada, *Proceedings of the Standing Senate Committee on Official Languages*, 2nd Session, 40th Parliament, Issue No. 12, November 2, 2009, pp. 28 and 29.

Under the Roadmap (2008-2013), CIC has allocated a small amount of funding to Quebec's English-speaking communities in relation to immigration. The investments provided for 2008-2013 will be used for:

- **Promoting the use of English:** Citizenship ceremonies organized in English to build bridges between all communities of newcomers in the province.
- **Research:** A study done by Michèle Vatz-Laaroussi, a professor at the Université de Sherbrooke, will be used to evaluate the potential within rural communities in Quebec, where there is a significant English-speaking presence, for attracting and retaining immigrant populations. A workshop on immigration and diversity in Quebec's English-speaking communities was funded by the Department as part of the Metropolis National Conference held in Montreal in the spring of 2010. A special edition was published by the Association for Canadian Studies on this theme in connection with the conference. A literature review dealing with the best approaches used by minority French-speaking communities in relation to immigration is currently being prepared, and may provide a source of inspiration for English-speaking communities for developing policies, programs and activities in this area.

3. Challenges: networks, jobs and language training

The Commissioner of Official Languages believes that English-language organizations have done a good job to date in supporting immigration and agrees that their resources in this area should be expanded:

The English-speaking communities in Quebec would benefit from being able to share their experience in immigration and in taking into account diversity, and would also benefit from actively participating in public debates on the issue. Moreover, it would be important for English-speaking community organizations to obtain the resources they need to continue working on integrating new comers and helping them realize their full potential in Quebec.²³⁶

In other words, the federal government should enable Quebec's English-speaking communities to retain their immigration-related networks and infrastructures and create new ones when the need arises. The testimony showed that the English-speaking communities sometimes find it difficult to integrate newcomers into their networks. Jack Jedwab commented on the situation as follows:

More English-speaking immigrants arrive in Quebec than we would presume. They are directed to French-language institutions to learn the French language. That is a legitimate and valid objective for those immigrants if they want to achieve bilingualism. However, by and large, there is no community connectedness, so it is difficult for the English-speaking community to provide institutional support for them.²³⁷

²³⁶ Office of the Commissioner of Official Languages, *Annual Report 2008-2009*, Ottawa, 2009, p. 76.

²³⁷ Jack Jedwab (June 14, 2010), p. 25.

As we know, the integration of immigrants is often achieved through access to employment. Access to networks is particularly relevant in that context, as a representative of the QCGN observed: "Immigrants have a greater tendency to attach to the English community but have gone to French-language schools because they must do so. Sometimes there is a disconnect in the networking that can help them find jobs."²³⁸ A representative of the VEQ echoed that statement: "We need to provide more direct services for them, employability services to get a job and create that network, social networking so they can meet other people who are facing the same challenges so they do not feel they are alone in the region facing this problem."²³⁹ Some witnesses mentioned concerns relating to recognition of foreign credentials and visa problems experienced by university students who want to stay in the province after finishing their education.

Immigrant integration also requires access to training. There are government resources in place for language training for immigrants. Some witnesses mentioned the need to provide this kind of training for members of the communities who would like to receive it. The Commissioner of Official Languages said: "Action must be taken to ensure the Canada-Quebec agreement can include funding for language training not only for immigrants or people who come from other provinces, but also for members of the community."²⁴⁰ That suggestion was reiterated by the QFHSA.²⁴¹ YES Montreal hoped that government support would be offered to immigrants for learning English.²⁴²

4. Renewing the English-speaking population outside major urban centres

Community organizations in several regions would like to have the benefit of newcomers, whether they arrive through immigration or from other provinces of Canada, to ensure that the English-speaking population is renewed. This is particularly the case in the Gaspé, the Outaouais, the Eastern Townships and Quebec City, where the English-speaking community has to deal with two situations: the exodus of young people and the aging of the population. Methods have to be found for encouraging newcomers to settle in remote regions. To do that, they have to have access to support, networks and job prospects.

²³⁸ Quebec Community Groups Network (June 14, 2010), p. 24.

²³⁹ Voice of English-speaking Québec (September 13, 2010), p. 21.

²⁴⁰ Graham Fraser, Commissioner of Official Languages (October 4, 2010), p. 12.

²⁴¹ Quebec Federation of Home and School Associations (September 17, 2010), p. 78.

²⁴² YES Montreal (Youth Employment Services) (October 25, 2010), pp. 8 and 9.

**SUCCESS STORY:
PROGRAM FOR NEWCOMERS'
INTEGRATION AND RETENTION IN
THE GREATER QUEBEC CITY REGION**

Every five years there is a 25 percent turnover in the English-speaking population of the Quebec City region, as a result of newcomers. That population faces barriers that are linguistic, social (isolation), economic (employability) and structural (lack of information about the services available).

The newcomers' integration and retention program, which has been set up by Voice of English-speaking Québec, helps newcomers and their families in adapting to the unique lifestyle, culture and environment of the Quebec City region.

It offers a variety of services: information sessions, kits, matching projects, electronic newsletters, job banks, and so on. It receives financial support from the City of Québec and is supported by many partners in the schools and the English-speaking community. It has three specific objectives:

- to facilitate the integration of newcomers into the English-speaking minority community and the French-speaking majority community;
- to create services that meet their needs, before and after their arrival; and
- to develop services that meet the needs of employers who hire newcomers.

A representative of VEQ told the Committee about a promising experiment in this area, referring to its program for newcomers' integration and retention. The purpose of the project is to help immigrants overcome language barriers and social isolation, while offering them the services they need for finding jobs and getting access to training. The testimony showed that the key to success lies in solid partnerships and a desire shared by all stakeholders to achieve progress.

J. WOMEN

The Committee heard a small number of witnesses on the subject of English-speaking women. The general finding in this area of development is that access to services is limited.

1. Limited access to services

Access to services for women and their families seems to involve a number of challenges. In all regions outside Montreal, there is little knowledge of infrastructure, where it even exists. As we saw earlier, expectant mothers on the Lower North Shore have to travel to a healthcare institution in another region, sometimes several weeks before their due date. In

some families, one of the spouses holds seasonal employment outside the region; this is often the only method available to them to support their family. The Lower North Shore Community Learning Centre provides some services to women and their families. In general, women who live in remote regions suffer from isolation.

We might think the situation would be better on the island of Montreal, but the Montreal Council of Women identified challenges experienced there. For example, some English-speaking women have trouble integrating into the labour market. For older women, the youth exodus and the lack of family support are barriers to

economic opportunities, access to the services they need or integration into the community. Many English-speaking women therefore find themselves isolated. "... [T]hey feel more isolated, and they tend to stay within their own little group rather than participating more wholly in society."²⁴³

On the Committee's visit to the Lennoxville Women's Centre, representatives of the organization spoke out against the disappearance of some federal government funding that had come from either HRSDC or Status of Women Canada. One-time funding is available through Canadian Heritage, but it is not seen as sufficient to meet needs. As well, it is difficult to determine precisely where federal government funds are being invested. English-speaking women feel that the services offered to them are not of the same quality as the services offered to the French-speaking majority. In addition, the restrictions imposed by provincial institutions on public signage limit active promotion of the services offered to English-speaking women. As in some other sectors of development, there is a crying need for volunteers who are able to support the work done by community organizations. The will to carry out plans is there, but unfortunately, resources are insufficient.

K. SENIORS

Quebec's English-speaking communities are greatly concerned about the future of their seniors. The testimony heard identified a lack of support for this segment of the population. The resources and services offered are simply insufficient.

1. Aging of the population and access to services

The English-speaking population in Quebec is older than the French-speaking population. "Nine of the territories in Quebec have 20 per cent more seniors than the [F]rancophone population in their territories."²⁴⁴ Two phenomena contribute to the aging of the English-speaking population: the youth exodus and the "missing middle" generation. Together, they result in a decline in family support for seniors. The figures in the *Survey on the Vitality of Official-Language Minorities* showed that Anglophones have a tendency to turn to family members or friends when they are sick.²⁴⁵

The aging of the population results in greater need for long-term care and palliative care for a larger number of English-speaking seniors. In some regions of Quebec, however, including Montreal, seniors have difficulty accessing the services they need. "Many of my friends' parents cannot get into seniors' homes in Quebec — in Montreal even — because there is no available seniors' home. The care is not available."²⁴⁶

²⁴³ Montreal Council of Women (November 29, 2010), p. 29.

²⁴⁴ Community Health and Social Services Network (September 14, 2010), p. 116.

²⁴⁵ Statistics Canada (2007).

²⁴⁶ Quebec Community Groups Network (March 23, 2009), p. 34.

In the Quebec City region, there is one residence that offers seniors services in English: Saint Brigid's. Only a tiny percentage of the English-speaking population has access to it. A VEQ representative said: "... [A]ccessibility as such is a problem. Demand is so high that unfortunately, many seniors will never get a spot in this facility".²⁴⁷ The Committee had an opportunity to visit the residence and meet with a number of managers, volunteers and residents. The warm welcome and unbounded dedication to the seniors' well-being that they exhibited were a source of hope.

In the Outaouais, there is also one residence that offers seniors bilingual services. However, lack of access was not identified as a problem in that region. In remote regions such as the Gaspé or the North Shore, the path for seniors to obtain services is strewn with obstacles: a lack of family support, a shortage of volunteers, the absence of roads, and so on.

Seniors' lack of knowledge of French is sometimes a barrier to access to services. In Quebec City, one witness pointed out that "[i]ndividuals in the 65-plus population sometimes have limited language skills, and this causes difficulties with long-term care facilities."²⁴⁸ In some families, for example as noted on the North Shore, seniors are not even able to hold a conversation with their own family.

2. Special needs of English-speaking seniors

Some English-speaking seniors cannot turn to their families for support. One explanation for this is that there are little to no services offered; another is the population exodus phenomenon. This means that growing numbers of seniors "do not even seek the services that they have a right to because they are afraid of not being received, not understanding, of bothering people because there are no available services, no transport, no access."²⁴⁹ A representative of the Coasters' Association described some extreme situations that seniors in their region find themselves in:

We have parents who leave for four to six months out of the year, leaving the seniors to fend for themselves as well as to take care of their grandchildren or nephews and nieces. ... We have seen couples who have been married for 60 years, where the husband had to be placed in Blanc-Sablon and the wife in Harrington Harbour. They will probably not see each other again because of the distance and the lack of roads; they cannot travel back and forth, which is traumatizing for them.²⁵⁰

Some seniors turn to volunteer services to meet their needs. In some regions, volunteers are simply not available. The CHSSN said:

²⁴⁷ Voice of English-speaking Québec (September 13, 2010), p. 16.

²⁴⁸ Ibid., p. 13.

²⁴⁹ Townshippers' Association (September 15, 2010), p. 17.

²⁵⁰ Coasters' Association (September 13, 2010), p. 46.

As a consequence, a smaller population is responsible for a heavy caregiver burden for the English-speaking population of Quebec. Volunteers that normally would be taking care of many services for the elderly are not there, and so the ones who remain are highly burdened and have a high level of burnout.²⁵¹

The need for training to be offered in the home care field was noted by VPGN.²⁵² CAMI told the Committee about a project supported by HRSDC to encourage volunteerism among youth and help build bridges between youth and seniors.²⁵³

What must be done, then, to provide English-speaking seniors in Quebec with a better quality of life? Some witnesses suggested that more emphasis should be put on autonomy for seniors. There is a desire to give seniors access to the health services they need and also to give them an opportunity to participate in community life and in social and cultural activities in their language. The importance of maintaining seniors' autonomy, by ensuring that social and cultural activities are available and accessible in English, was noted in the Quebec City region, the Eastern Townships, the Gaspé and the Outaouais. A VEQ representative said that "[w]e have almost no services or activities in English for the 50-to-65 age group, and they suffer from social isolation."²⁵⁴

In remote regions or rural communities, the isolation phenomenon is exacerbated by inadequate transportation. Some witnesses testified about the importance of having services for seniors grouped together in a single location. A representative of Canadian Heritage who testified acknowledged this: "What seems to work well in some areas of the country is a system where the community centre, the senior centre, children's daycares and the community radio station are all grouped together. It creates a kind of critical mass, such that seniors, for example, have a little more support by the very fact of these services being grouped together."²⁵⁵

Some success stories were described to the Committee. For example, the St. Lawrence Campus of Champlain Regional College has a program that enables about 30 students to receive training to become personal care attendants for seniors. A representative of the college said that the program has a positive impact on the young people.²⁵⁶ In the last year, the QCGN launched its Action Plan for Quebec's English-speaking Seniors, which sets out the main challenges and actions to be taken to improve the lives of this segment of the population.²⁵⁷ This

²⁵¹ Community Health and Social Services Network (September 14, 2010), p. 116.

²⁵² Vision Percé – Gaspé Now (September 13, 2010), p. 32.

²⁵³ Council for Anglophone Magdalen Islanders (December 14, 2010).

²⁵⁴ Voice of English-speaking Québec (September 13, 2010), p. 13.

²⁵⁵ Canadian Heritage, *Proceedings of the Standing Senate Committee on Official Languages*, 2nd Session, 40th Parliament, Issue No. 3, March 23, 2009, p. 23.

²⁵⁶ Champlain Regional College – St. Lawrence Campus (September 13, 2010), p. 62.

²⁵⁷ Quebec Community Groups Network, *Active and Healthy Aging: An Action Plan for Quebec's English-speaking Seniors*, 2010-1015.

is a first step in providing English-speaking seniors with the services to which they are entitled.

L. RESEARCH

There are major needs to be met in terms of research, to develop a better understanding of the situations and challenges that Quebec's English-speaking communities are facing. The paragraphs that follow describe the main challenges experienced in relation to research.

1. Better understanding the needs of the English-speaking communities

Research is the key to a better understanding of the factors that influence the vitality of the communities and implementing appropriate measures to improve their situation. The actors working on the development and vitality of these communities must therefore have data that are accessible, reliable and up to date. With this in mind, the Office of the Commissioner of Official Languages published studies on the vitality of three of Quebec's English-speaking communities in June 2008.²⁵⁸ This is also why the CHSSN has "spent an enormous amount of time developing a knowledge base about the English-speaking community".²⁵⁹ A representative of Bishop's University told the Committee:

I can say that there is recognition of the fact that research targeting Quebec's English-speaking minority is currently not in line with the problems and situations that exist. I think that English-language universities in Quebec — and all universities in Quebec, for that matter — have a role in addressing that situation.²⁶⁰

At present, there are both a centre and a network dedicated entirely to research about Quebec's English-speaking communities. The Eastern Townships Research Centre, which is affiliated with Bishop's University "preserves the historical records of the English-speaking community of this region".²⁶¹ The Centre has been active for three decades, and is mainly dedicated to research about the population of the Eastern Townships. Of course, the Centre could do more if it were better funded.

The Quebec English-speaking Communities Research Network (QUESCREN) was created in the spring of 2009. Noel Burke described its mission as follows:

QUESCREN was founded to enhance community viability and sustainability. Its role ... is to encourage and nurture research with regard to the English-speaking community of Quebec with an interest toward providing and

²⁵⁸ Office of the Commissioner of Official Languages (June 2008).

²⁵⁹ Community Health and Social Services Network (September 14, 2010), p. 115.

²⁶⁰ Bishop's University (September 16, 2010), p. 47.

²⁶¹ *Ibid.*, p. 44.

affirming the identity of that community and its participants, as well as forming opinions and positions that need to be examined and taken with respect to the English-speaking community for the future.²⁶²

QUESCREN works in partnership with Concordia University, the QCGN and the English-speaking communities.

Many witnesses shared the opinion that better knowledge of the circumstances of Quebec's English-speaking communities will make it possible to better meet their needs. Research is a vehicle "that can inform opinion and clarify myths and misconception."²⁶³ Throughout this report, we have seen how the circumstances of Quebec's English-speaking communities have changed over the years. Those facts are poorly known, poorly understood and poorly communicated. A representative of the Office of the Commissioner of Official Languages noted that "even when Statistics Canada issues statistics on income, there is still a debate. So we need these reliable figures and that has to be done very well."²⁶⁴ In that regard, some witnesses were enthusiastic about the Statistics Canada portrait published in 2010.

2. Statistics

There are difficulties in interpreting statistics about the Quebec's English-speaking population. As we saw earlier, the size of the population varies, depending on the criteria used. At the federal level, English speakers are defined according to the first official language spoken (FOLS), for the purpose of applying the *Official Languages (Communications with and Services to the Public) Regulations*.²⁶⁵ At the provincial level, there is a greater tendency to use mother tongue to determine the number of English speakers. In other words, there is a discrepancy of about 387,500 persons, depending on which variable is used.

A Statistics Canada representative acknowledged that "[e]ach linguistic variable ... has certain advantages and certain disadvantages, depending on what we want to study".²⁶⁶ The English-speaking communities prefer to use a more inclusive variable, like FOLS, which takes into account immigrants' language-related behaviour. A witness from the Eastern Townships said: "... [T]he English community is self-defined. Those who choose to be English are."²⁶⁷

²⁶² Noel Burke (June 14, 2010), p. 12.

²⁶³ Ibid., p. 13.

²⁶⁴ Office of the Commissioner of Official Languages, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 10, October 4, 2010, p. 10.

²⁶⁵ *Official Languages (Communications with and Services to the Public) Regulations*, December 16, 1991 (SOR/92-48).

²⁶⁶ Statistics Canada, *Proceedings of the Standing Senate Committee on Official Languages*, 3rd Session, 40th Parliament, Issue No. 11, October 18, 2010, p. 11.

²⁶⁷ Eastern Townships School Board (September 16, 2010), p. 72.

The use of data that do not reflect the true situation of the population can have negative effects on the services that are offered and the availability of services. For example, a witness in the Vaudreuil-Soulanges region talked about the challenge involved in welcoming a large number of English-speaking immigrants in that region:

Every year the government of Quebec comes out with a decree on January 1 that tends to approximate what the population is for the uses of schools, hospitals, health and social services. Everything is based on the decree at the first of the year. The decree has never been an accurate reflection, simply because the population is expanding so quickly that there is no real snapshot of what is going on. ... The old measuring tools no longer work. People are coming from Montreal, and some are eligible for English-language education and some are not. Regardless, their language of service is English. There are a lot of Asians and Sikhs.²⁶⁸

Just before the public hearings were held in Quebec, the government announced, in an order in council, that it was eliminating the long-form census questionnaire and replacing it with a voluntary survey (National Household Survey). That decision prompted an outpouring of protests from a number of organizations representing official language minority communities, including Quebec's English-speaking communities. Some of the witnesses who testified reacted to that announcement.

A representative of the *Hudson-St. Lazare Gazette* said: "I very much regret that we will not have the long form. It gave us information on exactly this kind of demographic change. This was a terrible political error."²⁶⁹ The QESBA said that the elimination of the long-form questionnaire will make it more difficult to plan and provide services in English-language schools.²⁷⁰ The Commissioner of Official Languages was not able to offer an opinion on this question, which was being investigated at the time of the public hearings. On the question of the reliability of the data that will be collected in the new survey, a representative of Statistics Canada said:

... [T]he national household survey is a new survey. ... [W]e will not know that information and the quality of that information until we collect, evaluate and disseminate it. ... We will use the survey methods that we have and use for other surveys, but we will not know until we actually do it, collect it and evaluate it, because it is new.²⁷¹

In general, a number of witnesses said that reliable, up to date data had to be obtained, whether to measure the effects of immersion programs on the development of English-speaking communities, to understand the factors that lead to dropping out among English-speaking youth, to measure the impact of the

²⁶⁸ *Hudson-St. Lazare Gazette* (November 29, 2010), p. 35.

²⁶⁹ *Ibid.*, p. 41.

²⁷⁰ Quebec English School Boards Association (September 17, 2010), p. 83.

²⁷¹ Statistics Canada (October 18, 2010), p. 24.

aging of the population or the youth exodus on community vitality, or to assess the role of immigrants in community revitalization. It therefore seems to be important for the federal government to continue to support research projects, to gain a better understanding of the circumstances and challenges facing Quebec's English-speaking communities.

"The English-speaking community of Quebec understands that enhancing the vitality and supporting the development of Canada's English linguistic minority community is a challenge for the Government of Canada. The government is mandated by the Official Languages Act of 1988 to take positive measures to enhance the "vitality of the English and French linguistic communities in Canada," support their development, and do so in a way that respects the jurisdiction and powers of the provinces. The inherent tension in dealing with Canada's English linguistic minority communities, which are entirely located within Quebec, should be apparent."

Quebec Community Groups Network (13 September 2010)

TAKING ACTION: FINDINGS AND RECOMMENDATIONS

This section summarizes the Committee's key findings and presents a series of recommendations to the federal government for enhancing the vitality and supporting the development of the English-speaking minority.

A. FEDERAL GOVERNMENT SUPPORT

1. The vitality of Quebec's English-speaking communities

As we stated at the very beginning of this report, the challenge for Quebec's English-speaking communities does not lie in ensuring the survival of their language but in ensuring their sustainability and supporting their vitality across Quebec. Therefore, it must be recognized that close attention must be paid to ensuring respect for the rights and specific needs of official-language minority communities, both Anglophone and Francophone alike. The obligations set out in the *Canadian Charter of Rights and Freedoms* and the *Official Languages Act* are clear: English and French have equal rights and status, and the federal government is required to support the development of Anglophone and Francophone minority communities.

This study highlights the many challenges English-speaking communities experience across Quebec and in the various sectors related to their development. It also points out several successes that the federal government can use as a model for supporting the vitality of these communities.

What English-speaking communities want most of all from governments is recognition of their rights and specific needs. The federal government must take note of the statements made in the Committee's study. It must recognize that Quebec's English-speaking communities have equal rights and privileges, and specific needs that require the attention of all federal institutions. Therefore, the Committee recommends:

Recommendation 1:

That the Government of Canada recognize that the Anglophone minority in Quebec:

- a) has equal rights and privileges.**
- b) has specific needs that deserve close attention from all federal institutions.**

2. Transparency

One of the major challenges for English-speaking communities is knowing when governments are providing funding for their development, in what sectors and under what conditions. According to testimony, Anglophone community organizations are demanding greater accountability in this area. Wherever possible, they would like to receive their funding directly from the federal government.

Increased transparency would demonstrate whether federal institutions are fully meeting their responsibilities for community development. The same should apply to federal-provincial transfers. The Commissioner of Official Languages said: “[T]he trend we have seen is that when the federal government transfers to the provinces, they are not required to account for the use of the funds. This is a battle that began quite a while ago.”²⁷² The QCGN said:

One of our main messages to our Ottawa partners and friends in the last few years is that when the devolution takes place of services and/or funding to Quebec, it has to come with ways whereby we can follow it and have it apply, or at least our share of it, to us.²⁷³

The Committee believes that federal funds transferred to Quebec for the English-speaking communities must be used for that purpose. Accordingly, reporting processes must be improved in all sectors, whether education, health or elsewhere. Communities depend on government funding to carry out certain projects, and in too many instances, funding delays spell disaster for community development. To ensure that English-speaking communities receive their fair share of funding and are treated equitably, federal institutions must review the funding methods under the transfer payment programs to support the activities of these communities.

Transparency should be the watchword in all federal-provincial relations that affect the development of the official language minority communities. The Minister of Canadian Heritage and Official Languages himself said: “For each province, there must be someone in charge of making sure that the funds distributed by our

²⁷² Graham Fraser, Commissioner of Official Languages (2 March 2009), p. 31.

²⁷³ Quebec Community Groups Network (March 23, 2009), p. 40.

government to the provinces be paid.”²⁷⁴ His Department should encourage each of the provinces to comply with transparency and accountability requirements.

The Committee acknowledges the efforts made in recent years to improve the accountability process. But those efforts appear insufficient to meet the communities' expectations. As the Commissioner of Official Languages underlined in a letter sent to the Committee: “Despite the fact that there has been an effort made in recent years to tighten up the accountability mechanisms, gaps remains.”²⁷⁵ Accordingly, the Committee recommends:

Recommendation 2:

That when transfer payments affect activities for the benefit of Quebec's English-speaking communities, federal institutions:

- a) **ensure at all times that transparent accountability mechanisms are established, in cooperation with the province and the communities, and that the mechanisms are simple to understand and accessible to the public.**
- b) **issue the funding directly to Quebec's Anglophone organizations, wherever possible.**
- c) **review their funding methods to ensure that English-speaking communities receive their fair share and are treated equitably.**

3. A government strategy based on the needs of Quebec's English-speaking communities

One of the key strategies established by the federal government in relation to official languages is the Roadmap (2008-2013). That initiative is reaching its mid-point, and the government will soon be starting the process for deciding how to follow up on it.

At present, only six of the 16 departments that fall under that government strategy have adopted measures that deal specifically with Quebec's English-speaking communities.²⁷⁶ A number of witnesses were critical of the fact that some investments under the Roadmap (2008-2013) were limited to French-speaking communities; this was the case in relation to immigration, literacy and early childhood.

The figures provided to the Committee by Canadian Heritage indicate that about 13 percent of the total amount under the Roadmap (2008-2013) was allocated to

²⁷⁴ The Honourable James Moore, Minister of Canadian Heritage and Official Languages (December 7, 2010), p. 20.

²⁷⁵ Graham Fraser (January 14, 2011), p. 4.

²⁷⁶ For more detail, consult Appendix E.

English-speaking communities over five years, that is, slightly more than \$145 million out of the \$1.1 billion budgeted for the next five years.

If we consider the 2006 census data relating to FOLS, the population of the English-speaking minority is about the same as for the French-speaking minority, Canada-wide, that is, 994,700 English-speaking individuals in Quebec versus 997,100 French-speaking individuals outside Quebec.

When we look at these figures, the Committee realizes why the English-speaking communities question the federal government's commitment to their development. The Minister of Canadian Heritage and Official Languages replied to criticism by pointing out that the funding identified in the Roadmap (2008-2013) covers several departments and is distributed equitably across the country, based on need. "I do not think it is fair to say that Quebec gets less money, because the relationship between the federal government and the Province of Quebec, legally and politically, is much more complicated than the rest of the country. With the [R]oadmap, there is no shortage of funding for this group."²⁷⁷

To improve the implementation of the Roadmap (2008-2013), the QCGN suggested that a comprehensive evaluation method be developed so that all departments concerned could take the priorities of Quebec's English-speaking communities into account. "In each of those priorities, we have to figure out how it could work in Quebec. That takes serious thinking. Part VII is part of it; commitment and understanding and willingness to think outside the box is another."²⁷⁸

Other organizations suggested improving communications about the Roadmap (2008-2013). The testimony identified a lack of knowledge about funding opportunities offered to the communities by the federal government in some sectors. On that point, VGPN said that "some regions have not been able to participate successfully in the programs due to information not being disseminated properly."²⁷⁹ The organization said that CED had itself acknowledged that information was not communicated in an orderly fashion.²⁸⁰

In light of the testimony heard, the Committee believes that the government must adopt improvements to communication strategies in order to reach the communities effectively, since some of them are evidently not aware of the funding available. As well, the Committee hopes that the federal government will give particular attention to the needs of Quebec's English-speaking communities in the process of deciding how to follow up on the current Roadmap (2008-2013). To do that, it has to start now to take account of the specific needs of Quebec's

²⁷⁷ The Honourable James Moore, Minister of Canadian Heritage and Official Languages (December 7, 2010), p. 15.

²⁷⁸ Quebec Community Groups Network (March 23, 2009), pp. 28 and 40.

²⁷⁹ Vision Gaspé – Percé Now (September 13, 2010), p. 35.

²⁸⁰ *Ibid.*, p. 40.

English-speaking communities in its Accountability and Coordination Framework. If federal institutions have specific criteria and indicators, they will be better able to identify the funding allocated to English-speaking communities through their programs and to explain any imbalances. Accordingly, the Committee recommends:

Recommendation 3:

That the Minister of Canadian Heritage and Official Languages:

- a) urge all departments covered by the Roadmap (2008-2013), in consultation with the English-speaking communities, to review communications strategies for increasing awareness of the funding available in all regions of Quebec.**
- b) immediately review, in consultation with the English-speaking communities, the Accountability and Coordination Framework and establish specific criteria and indicators so that all federal institutions are able to take into account the specific needs of those communities.**
- c) require federal institutions involved in developing the next official languages strategy to consider these criteria as a means of identifying allocations to both official-language minority communities and explaining imbalances, if any.**

4. Positive measures and consultation

It is important to note that the funding under the Roadmap (2008-2013) is only one part of the investments the Government of Canada has committed for linguistic duality. The Minister of Canadian Heritage and Official Languages pointed out to the Committee that about 22 percent of his Department's regular budget was dedicated to Quebec's English-speaking communities in 2009-2010.²⁸¹

Under Part VII of the Act, all federal institutions have a responsibility to take positive measures to enhance the vitality of official language minority communities and promote linguistic duality. Those responsibilities apply to both French-speaking minority communities and English-speaking minority communities. The witnesses who testified in the course of this study stressed that federal institutions in Quebec must take positive measures to assist them, and must take into account the unique circumstances of the English-speaking minority in doing so.

The Committee submitted a report on implementation of Part VII of the Act in June 2010, in which it identified three factors to guide federal institutions in taking positive measures:

²⁸¹ The Honourable James Moore, Minister of Canadian Heritage and Official Languages (December 7, 2010), p. 17.

- Federal institution must consider the needs of official language minority communities and the promotion of linguistic duality in developing their programs and policies.
- Federal institutions must take steps to learn about the needs and interests of official language minority communities through consultation or other similar mechanisms.
- Federal institutions must demonstrate that they have evaluated the linguistic impact of the decisions.²⁸²

The Committee is aware that positive measures may take very different forms, depending on the context. However, it continues to believe that Canadian Heritage must guide federal institutions in implementing Part VII, based on specific requirements. As the Honourable Michel Bastarache put it so well in his testimony to the Committee, "Departments must know their obligations in order to meet them."²⁸³

With respect to the first factor identified by the Committee, the requirement for considering communities' needs, it seems that some federal institutions in Quebec are finding it difficult to comply systematically with the requirements of Part VII of the Act when they design their programs and policies. Some witnesses who testified in the course of this study complained that their needs were not always considered in federal programs. Some departments already recognize that it is worthwhile to adapt their programs to the needs of different communities in Canada and are fully aware of the challenges this creates in terms of planning. A representative of HRSDC said:

Many challenges that we face with respect to the design and delivery of our programs are that the programs are national in approach but, as we well know, each of our official language minority communities is unique, so we try to ensure that there is sufficient flexibility in the program to allow for response to the particular needs and priorities of each of the communities. We set broad parameters with respect to the objectives of the program and then try to ensure that implementation of the program is in a manner flexible enough to be adapted to the community. That flexibility, to me, remains a challenge.²⁸⁴

The Committee believes that all federal institutions in Quebec must develop mechanisms they can use to take the needs of the English-speaking communities into account when they design their programs and policies. For example, they can make a commitment to abiding by the guidelines set out in the *A Guide to*

²⁸² Standing Senate Committee on Official Languages, *Implementation of Part VII of the Official Languages Act: We can still do better*, 3rd Session, 40th Parliament, June 2010, p. 44.

²⁸³ The Honourable Michel Bastarache, *Proceedings of the Standing Senate Committee on Official Languages*, 2nd Session, 40th Parliament, Issue No. 11, October 26, 2009, p. 47.

²⁸⁴ Human Resources and Skills Development Canada (May 3, 2010), p. 53.

*Preparing Treasury Board Submissions.*²⁸⁵ That Guide requires that Treasury Board submissions contain a description of the impact of federal institutions' initiatives on Parts IV, V, VI and VII of the Act. The government also acknowledged the importance of that tool in its response to the Committee in November 2010.²⁸⁶ The Committee believes that Treasury Board should hold federal institutions accountable for following the guidelines contained in the Guide. Accordingly, the Committee recommends:

Recommendation 4:

That the President of the Treasury Board hold federal institutions operating in Quebec accountable for complying with the requirements set out in Appendix E of the *Guide to Preparing Treasury Board Submissions*, by requiring systematic language impact analysis for all initiatives subject to its approval.

With respect to the other two factors identified by the Committee, consultation and the linguistic impact of decisions, the testimony showed that improvements must be made in the activities of federal institutions in Quebec. While some English-speaking community organizations feel that they are heard by the federal government, others have the impression they are disregarded. In fact, the degree of consultation varies by sector, region and the federal institution offering the service. The Commissioner of Official Languages went so far as to say: "In some regional offices in Quebec there is no greater understanding of the English-speaking minority in a federal department than there is in a provincial department."²⁸⁷

In its response in November 2010, the government acknowledged that an institution is more likely to take positive measures if it listens to the communities.²⁸⁸ Federal institutions in Quebec must understand that even within the province, the needs of English-speaking communities vary from region to region. The Minister of Canadian Heritage and Official Languages himself said that consultation was essential "so as to understand the great diversity that exists in Canada."²⁸⁹ The QCGN said that federal institutions have no appropriate frame of reference for considering the special needs of the English-speaking communities:

²⁸⁵ Treasury Board, *A Guide to Preparing Treasury Board Submissions – Appendix E: Official Languages*.

²⁸⁶ Response of the government to the third report of the Standing Senate Committee on Official Languages entitled *Implementation of Part VII of the Official Languages Act: We Can Still Do Better*, tabled on November 25, 2010.

²⁸⁷ Graham Fraser, Commissioner of Official Languages (October 4, 2010), p. 21.

²⁸⁸ Response of the government to the third report of the Standing Senate Committee on Official Languages (November 25, 2010).

²⁸⁹ The Honourable James Moore, Minister of Canadian Heritage and Official Languages (December 7, 2010), p. 12.

When the federal government establishes policies and programs, they often consult. However, we have to undo what they are thinking to make them consider a different way because their frame of reference is the [F]rancophone community. ... One of our biggest difficulties is with the federal departments because of their frame of reference. All these wonderful people who write the policies for official languages come from Franco-Ontarian or Franco-Manitoban backgrounds. They have this idea of what it is to be [F]rancophone outside of Quebec, which is truly important. However, few have worked with us in Quebec.²⁹⁰

As the Honourable Michel Bastarache told the committee, an assessment of the linguistic impact of decisions is a key factor in implementing Part VII of the Act:

What are these "positive measures"? At the very least they serve to ensure that each time services are introduced, the fact that there are two equal communities needing equal access to services of equal quality is considered. From the beginning we must consider possible impacts. What would be the impact of my decision on a minority community? Would it have a negative impact? If so, can it still be justified?²⁹¹

The Committee believes that federal institutions in Quebec must be proactive in implementing Part VII. They must commit to taking measures that will have a positive and lasting impact on Quebec's English-speaking communities. The Committee is firmly convinced that only specific knowledge of the needs of the English-speaking communities in the various regions of Quebec will lead to federal institutions abiding by the obligations imposed on them under Part VII of the Act. To that end, there must be ongoing dialogue with the communities. Accordingly, the Committee recommends:

Recommendation 5:

That the Minister of Canadian Heritage and Official Languages:

- a) ensure that federal institutions operating in Quebec regularly consult the English-speaking communities in all regions of Quebec in implementing their policies and programs.
- b) ensure that federal institutions operating in Quebec take measures that have a positive and long-lasting effect on the development of these communities.
- c) do the necessary follow-up with federal institutions operating in Quebec that fail to abide by the requirements associated with the implementation of Part VII of the *Official Languages Act*.

The English-speaking communities tend to want to take advantage of their successes to ensure their vitality within Quebec society. And there have been

²⁹⁰ Quebec Community Groups Network (March 23, 2009), p. 34.

²⁹¹ The Honourable Michel Bastarache (October 26, 2009), p. 40.

numerous successes, as we saw throughout this report. The Community Learning Centres are a model that could encourage involvement by the English-speaking communities. All witnesses, without exception, had only praise for the value and potential of the centres, whether to foster the development of the communities or to increase the number and quality of the services offered to them. The Committee believes that we must encourage innovation and enable the communities to profit from their good work. The government should therefore commit to maintaining and developing the Community Learning Centres in the long term. Accordingly, the Committee recommends:

Recommendation 6:

That the Minister of Canadian Heritage and Official Languages:

- a) **consult Quebec's English-speaking communities to determine their priorities and needs in relation to the development of the Community Learning Centres.**
- b) **commit, under the Canada-Quebec Agreement on Minority Language Education and Second Language Instruction, to providing the support needed to provide for maintaining and developing the Community Learning Centres in the long term.**
- c) **continue the commitment to the Community Learning Centres beyond 2013.**

In spite of the success stories, there are still challenges. A representative of the QCGN said: "There are sectors where we have been very successful, but there are places where, with seniors or women, we do not have strong traditions of putting forward issues for minorities in our community because we do not have the structures."²⁹² The English-speaking communities are seeking a means of strengthening their identity, their sense of belonging and their pride. The way to do that is to provide stronger support in the areas of education, youth, immigration, and arts and culture. It also requires targeted measures in the areas of healthcare, economic development and support for children, women and seniors. As a representative of the Townshippers' Association put it, we have "to revitalize a community that used to be active, dynamic and participatory."²⁹³

The Committee was appalled to hear some of the testimony, noting the inability of some organizations to do anything beyond the minimum to ensure the development of their communities. How can we explain the fact that the only English-language college in Quebec City has to fight for the resources it needs to provide its students with an amphitheatre? Why are so many English-speaking seniors not able to receive the health services they need in their own language? How is it that an English-language newspaper like the *Hudson St. Lazare Gazette* does not have access to the resources it needs to survive?

²⁹² Quebec Community Groups Network (June 14, 2010), p. 28.

²⁹³ Townshippers' Association (September 15, 2010), p. 22.

As in the case of earlier studies done by the Committee, some English-speaking community organizations stressed the importance of long-term support from the federal government. Those organizations must have sufficient resources in order to play their role effectively. Some of the community organizations the Committee met were enthusiastic and dedicated to the welfare of their communities, and have demonstrated innovation in spite of the low level of resources they are allocated.

The recent changes made by Canadian Heritage to its funding methods are certainly a step in the right direction. As mentioned earlier, the Minister of Canadian Heritage and Official Languages announced that reforms had been introduced in order to: encourage multi-year funding applications; implement service standards; allow grants up to \$50,000; examine ways to shorten the time for processing applications and issuing payments; set a single deadline for all client groups in all provinces and territories; distribute funding earlier so that client groups receive it in April.²⁹⁴ Based on the testimony received, Quebec's English-speaking communities do not seem to be aware of these measures.

An investigation report on the impact of delays in approvals and payments under the Department of Canadian Heritage cooperation agreements was recently released by someone who filed a complaint with the Office of the Commissioner of Official Languages. In the report, the Commissioner of Official Languages concluded as follows: these delays were detrimental to the implementation of projects and activities that contribute to the vitality and development of official-language communities; Canadian Heritage did not monitor the impact of these delays on the communities; Canadian Heritage did not act proactively to accelerate the funding application process or mitigate the negative impact of these delays on the communities; and Canadian Heritage did not take steps to communicate with the organizations affected to keep them informed of delays and the progress of their application.²⁹⁵ Given the findings of this report and the testimony received by the Committee, it appears that Canadian Heritage could perform better in this regard.

The negotiation of cooperation agreements is a perfect opportunity for Canadian Heritage to strengthen its support for Quebec's English-speaking communities. As we have seen, delays in delivering funding can threaten the vitality of these communities. The Committee believes that Canadian Heritage should review its communications strategies for reforms to community cooperation agreements. The Committee also encourages the department to take into account the testimony reported in this study, so it will be able to offer the communities support that reflects their needs. Accordingly, the Committee recommends:

²⁹⁴ Government response to the second report of the House of Commons Standing Committee on Official Languages: *The Impact of Approval and Payment Delays on Department of Canadian Heritage Recipient Organizations*, tabled in the House of Commons on April 1, 2010.

²⁹⁵ Office of the Commissioner of Official Languages, *The Impact of Delays in Approvals and Payments under the Department of Canadian Heritage Collaboration Accords*, Final Investigation Report, November 2010, pp. 1 and 2.

Recommendation 7:

That the Minister of Canadian Heritage and Official Languages, in negotiating the Cooperation Agreement with Quebec's English-speaking communities:

- a) **review communication strategies to ensure that English-speaking communities across Quebec are aware of changes to funding methods.**
- b) **consult with English-speaking communities to see if other action is necessary to reduce funding delays in the period covered by the agreement under negotiation.**
- c) **take the Committee's study into account so it is able to offer the communities support that reflects their needs.**

As witnesses stated, a community's vitality depends on its economic viability. Thriving English-speaking communities have access to well-paid jobs, help starting their own businesses or opportunities to develop their language and job skills. This study found that fluency in French is considered essential to the economic success of Anglophones in Quebec. Access to new technologies is another element that is crucial to the vitality of English-speaking communities outside major urban centres.

However, Quebec's English-speaking communities still encounter many challenges to their economic development. The Committee believes that governments must pay special attention to this issue. The federal government has a tried and true mechanism for this purpose — the National Human Resources Development Committee for the English Linguistic Minority — but it has been operating rather slowly for some time. It is critical for the federal partners on this committee to prepare an up-to-date strategic plan that takes into account the challenges and needs highlighted in this study and allocates the resources to deal with them. Therefore, the Committee recommends:

Recommendation 8:

That the federal partners on the National Human Resources Development Committee for the English Linguistic Minority:

- a) **understand the challenges and needs identified by the Committee in the area of economic development, such as access to employment services in English, business development services, support for language and other training and access to new technologies outside major urban centres.**
- b) **work with community partners to develop a strategic plan with specific criteria and adequate resources to address these challenges.**
- c) **notify the Committee of action taken in this regard.**

Witnesses also stated that community vitality is tied to greater visibility in the media, particularly the English-language community media. In its previous reports, the Committee recognized that community media play a critical role in the development of official-language minority communities. Witnesses remarked that federal program criteria are frequently ill suited to the realities of these communities, as in the case of the Canada Periodical Fund. This program's eligibility criteria exclude small-circulation newspapers that are distributed free of charge. Community media are also excluded from funding that would expand their presence on the Internet. Lastly, they have difficulty obtaining their fair share of government advertising. Each year, fewer ads are placed in English-language newspapers, which threatens the financial viability of community newspapers.

Based on the testimony received, it seems that much remains to be done in terms of the media. In a previous report, the Committee had recommended that the Minister of Heritage Canada and Official Languages take the necessary steps to ensure that all federal institutions make effective use of community media and set aside a predetermined part of government advertising expenditures for community media.²⁹⁶ In its response, the government stated that the Consultative Committee on Advertising and Official Language Minority Media, of which the QCNA and the Quebec Association of Anglophone Community Radio are members, had been established.²⁹⁷ There is an urgent need for this consultative committee to examine the needs expressed in the present study. Therefore, the Committee recommends:

Recommendation 9:

That the Consultative Committee on Advertising and Official Language Minority Media:

- a) **examine the challenges and needs identified by the Committee in the media sector, such as criteria that are better suited to the needs of English-speaking communities, support for new technologies and government advertising in English-language community media.**
- b) **work with community partners to develop a strategic plan that has the necessary criteria and adequate resources to respond to the needs expressed.**
- c) **notify the Committee of action taken in this regard.**

5. Interdepartmental cooperation

The testimony showed the importance of effective coordination between federal departments and agencies for meeting the needs of Quebec's English-speaking

²⁹⁶ Standing Senate Committee on Official Languages. *Francophone Arts and Culture: Living Life to its Fullest in Minority Settings*, 2nd Session, 40th Parliament, June 2009, p.16.

²⁹⁷ Government response to the third report of the Standing Senate Committee on Official Languages. *Francophone Arts and Culture: Living Life to its Fullest in Minority Settings*, tabled November 2009.

communities. The Committee recommended in its report of June 2010 that public servants in the regions be offered the tools they need to implement the requirements of the Act.²⁹⁸ The government's response, tabled on November 25, 2010, indicates that the cooperation agreement being negotiated with English-speaking organizations in Quebec provides for formal discussion structures to be established to address interdepartmental issues and for mechanisms that will help the regional offices of Canadian Heritage refer the communities to other federal institutions.²⁹⁹ Those structures might also be useful in establishing partnerships between federal institutions and the province. The Committee hopes that all federal institutions will follow the example set by Canadian Heritage to improve coordination between headquarters and their regional offices, and with other federal departments and agencies.

The Committee would like to congratulate the Network of National Coordinators responsible for the implementation of Section 41, which held a meeting during 2008-2009 to raise awareness in federal institutions about the situation of Quebec's English-speaking communities. The Committee urges it to pursue its efforts with federal institutions in Quebec. The Network of Official Languages Champions and the Committee of Assistant Deputy Ministers on Official Languages also have a key role to play in relation to interdepartmental coordination. The Committee urges them to take steps to ensure that federal public servants in Quebec comply with the requirements of the Act. Accordingly, the Committee recommends:

Recommendation 10:

That the Network of National Coordinators responsible for the implementation of Section 41, the Network of Official Languages Champions and the Committee of Assistant Deputy Ministers on Official Languages, in cooperation with the English-speaking communities:

- a) study the measures to take so that federal institutions operating in Quebec comply with the requirements of the *Official Languages Act*.
- b) notify the Committee of action taken in this regard.

6. Services of equal quality

The testimony showed that Quebec's English-speaking communities are not able to receive services in the official language of their choice in all circumstances. Moreover, there is no guarantee that when the service is offered it will be of equal quality to the service offered in French, even though, under the Supreme Court of Canada's decision in *Desrochers*,³⁰⁰ federal institutions have clear obligations in

²⁹⁸ Standing Senate Committee on Official Languages (June 2010).

²⁹⁹ Response of the government to the third report of the Standing Senate Committee on Official Languages (November 25, 2010).

³⁰⁰ *Desrochers v. Canada (Industrie)* [2009] SCC 8.

this regard: they must aim for substantive equality between the two official languages.

In its report in June 2010, the Committee acknowledged the importance of the connection between providing services and community development.³⁰¹ In its response released on November 25, 2010, the government indicated that it would take steps to reflect the idea of equal quality in communications and services in both official languages.³⁰² The government has initiated a process for reviewing policy instruments on official languages and plans to consult the official language minority communities when the time comes. The President of the Treasury Board told the Committee:

We will work closely and continue to work closely with the institutions to help ensure that Canadians receive that equal quality of services in the official language of their choice. That work includes, by the way, being able to support institutions to help them not only work alongside but promote and enhance the availability of services to minority language groups. This approach is not a static one; this is something that requires energy and foresight.³⁰³

The Committee notes that Quebec's English-speaking communities are entitled to receive services of equal quality to the services offered to the French-speaking majority. Treasury Board must urge all federal institutions in Quebec to take the principle of substantive equality into account in communications with and services to the public. Accordingly, the Committee recommends:

Recommendation 11:

That the President of the Treasury Board, in consultation with the English-speaking communities, speed up the review of official language policy instruments to ensure that communications and services offered in both official languages in Quebec are of equal quality.

7. Equitable participation in the public service

The testimony showed that Anglophones in Quebec feel they are underrepresented in the federal public service. The Commissioner of Official Languages described the problem of the underrepresentation of Anglophones as chronic in his annual report last year.³⁰⁴

³⁰¹ Standing Senate Committee on Official Languages (June 2010).

³⁰² Response of the government to the third report of the Standing Senate Committee on Official Languages (November 25, 2010).

³⁰³ The Honourable Stockwell Day, President of the Treasury Board (December 13, 2010), p. 6.

³⁰⁴ Office of the Commissioner of Official Languages (2009), p. 18.

The President of the Treasury Board offered no concrete solutions to this problem when he was questioned about it by the Committee. According to him, the data from 2008-2009 collected by his department demonstrate the good performance of federal institutions operating in Quebec in terms of equitable participation of Francophones and Anglophones. However, those data do not provide for a meaningful picture of the situation by region. It is somewhat difficult for the Committee to assess the institutions' performance in a tangible way.

In addition, the question of accountability for the implementation of Part VI of the Act raises some concerns. Only a few reported to Treasury Board on the implementation of that Part of the Act for 2008-2009. In a letter sent to the Committee, the President of the Treasury Board said:

... [W]e modified our approach to monitoring and evaluating the implementation of the Official Languages Program within federal institutions in our Annual Report and adopted a three-year cycle. Over this period, all institutions will be evaluated at least once. ... Rather than requesting that all institutions submit every year a review of their official languages activities, a total of 77 institutions were asked to submit a report for the 2008-2009 exercise. ... In their review, institutions were asked to talk about five target areas, which touch on various aspects of Parts IV, V and VI of the Act, namely communications with and services to the public in both official languages, language of work, human resources management, governance and Official Languages Program monitoring.³⁰⁵

It is therefore difficult to determine whether federal institutions across all regions of Quebec are complying with their obligations in this regard since the data obtained are incomplete and not comparable over time. In light of the testimony heard, the Committee still believes that those institutions must step up their efforts to comply with the requirements of Part VI of the Act in all regions of Quebec. Accordingly, the Committee recommends:

Recommendation 12:

That the President of the Treasury Board:

- a) **require that federal institutions operating in Quebec submit a report on the implementation of Part VI of the *Official Languages Act*.**
- b) **notify the Committee of action taken by federal institutions in Quebec to promote the equitable participation by Anglophones and Francophones in those institutions.**

³⁰⁵ The Honourable Stockwell Day, *Letter in response to the questions raised by the Standing Senate Committee on Official Languages*, January 19, 2011, p. 3.

8. Research

As we have seen throughout this report, Quebec's English-speaking communities have to deal with certain myths that are firmly rooted in collective memory. The Committee believes that the federal government can make a difference. Research can encourage governments to analyze, evaluate or review their policies and programs. The federal government must therefore commit to funding up to date, evidence-based research, to support the development of the English-speaking communities and an improved understanding of the factors that influence their vitality.

Statistics Canada did some of this work in presenting a statistical portrait in the fall of 2010. Citizenship and Immigration Canada has supported a research project on the role of the English-speaking communities in attracting and retaining immigrants in the regions of Quebec. It is certainly possible for other federal institutions to follow their lead. The Coordinating Committee on Official Languages Research, which is part of the Committee of Assistant Deputy Ministers on Official Languages, must make sure that research on Quebec's English-speaking communities is available and the results are widely disseminated. Accordingly, the Committee recommends:

Recommendation 13:

That the Coordinating Committee on Official Languages Research:

- a) **make up to date, evidence-based research available to federal institutions about the various issues that affect the development of Quebec's English-speaking communities.**
- b) **disseminate the results of that research to federal institutions in Quebec and to organizations representing the English-speaking communities, to better support the development of the communities.**

B. FEDERAL-PROVINCIAL RELATIONS

1. **Respecting the province's areas of jurisdiction: partnerships and language clauses**

Access to government services presents a number of challenges for Quebec's English-speaking communities, particularly in cases where responsibilities have been transferred from the federal level to the provincial level. In many sectors, responsibility for program management lies with the province. That situation is difficult for Quebec's English-speaking communities to manage, because more often than not they find themselves in the middle of political battles. The QCGN summarized the situation this way:

The federal practice of devolving the delivery of services and programs to other stakeholders, including the Quebec government, has not been

accompanied by clearly defined language clauses to safeguard the interests of our official language minority community. We believe that federal money carries with it all the responsibilities afforded the Government of Canada under law. To accept otherwise permits the government to simply transfer funds and walk away from their obligations to the official language minority communities.³⁰⁶

The testimony showed that the practices adopted by some departments could be used as models by other federal institutions. The QCGN noted that in health services, "the federal officials thought outside the box and were able to work with people in our community and with the province, forming partnerships."³⁰⁷ Partnership models will not necessarily take the same form from one sector to another, but it is worth taking a careful look at models that have succeeded if improvements are to be made in all sectors that affect the development of the English-speaking communities. One of the goals common to all sectors is to improve access to government services for English-speaking members of the public.

The Committee acknowledges that in implementing Part VII of the Act the province's jurisdiction and powers must be respected. The study published in June 2010 showed that provincial and territorial governments are important partners in implementing Part VII.³⁰⁸ It is essential to secure their full cooperation in sectors that are under provincial jurisdiction or shared jurisdiction. In its response released on November 25, 2010, the government pointed out that federal policy on transfer payments requires that federal institutions comply with Part VII of the Act when transfer payment programs support activities for the benefit of members of official language communities.³⁰⁹

The Minister of Canadian Heritage and Official Languages told the Committee that his greatest wish for the years to come, in terms of linguistic duality, is "to obtain a clear commitment from the provinces to this Canadian project."³¹⁰ That hope must now be transformed into a concrete commitment.

The Committee believes that the federal government must develop mechanisms for working together with the province in all sectors that affect the development of the communities, be it education, health, immigration, arts and culture, economic development or something else. The federal government must ensure that language clauses are included in all agreements for the transfer of responsibility from the federal government to the province, and those clauses must provide for services to be provided to the English-speaking communities and for their needs to

³⁰⁶ Quebec Community Groups Network (September 13, 2010), p. 10.

³⁰⁷ Quebec Community Groups Network (March 23, 2009), p. 37.

³⁰⁸ Standing Senate Committee on Official Languages (June 2010), pp. 48 to 51.

³⁰⁹ Response of the government to the third report of the Standing Senate Committee on Official Languages (November 25, 2010).

³¹⁰ The Honourable James Moore, Minister of Canadian Heritage and Official Languages (December 7, 2010), p. 20.

be considered. According to the Commissioner of Official Languages, even though many agreements include such a language clause, “[f]ollow up mechanisms are required to ensure ... the implementation of these clauses.”³¹¹ Accordingly, the Committee recommends:

Recommendation 14:

That, in any agreement to transfer federal responsibility to the province, federal institutions include language clauses to ensure compliance at all times with:

- a) **Part IV of the *Official Languages Act*, by ensuring that services of equal quality are provided to English-speaking and French-speaking members of the public in Quebec.**
- b) **Part VII of the *Official Languages Act*, by ensuring that positive measures are taken and adapted to the needs of the communities.**

That federal institutions set out follow-up mechanisms to ensure the implementation of those language clauses. That the President of the Treasury Board and the Minister of Canadian Heritage monitor the implementation of these language clauses and notify the Committee of action taken by federal institutions in this regard.

The federal government must use its power of persuasion to urge its provincial counterpart to support the development of Quebec’s English-speaking communities. The testimony showed a number of examples of initiatives where the provincial government has dragged its feet in providing support. They include the plan for an amphitheatre at the St. Lawrence Campus of Champlain Regional College, and also the problem of school transportation identified by numerous English-language school boards. The economic development sector is also in need of particular attention, given the lack of coordination of government initiatives in that area. Some witnesses found the lack of access to new technologies in remote regions to be bizarre.

There are therefore many areas where the federal government could offer a push in the right direction, by securing the cooperation of the Government of Quebec for carrying out projects that will have a concrete and lasting impact on the English-speaking communities. According to the Commissioner of Official Languages, “The federal government should encourage the provincial and territorial governments to consult the official language communities’ representatives regarding their needs, priorities, challenges and issues.”³¹² Accordingly, the Committee recommends:

³¹¹ Graham Fraser, Commissioner of Official Languages, *Letter in response to the questions raised by the Standing Senate Committee on Official Languages regarding its study of the English-speaking communities in Quebec*, January 14, 2011, p. 4.

³¹² Ibid.

Recommendation 15:

That the Minister of Canadian Heritage and Official Languages urge the Government of Quebec to:

- a) consult the English-speaking communities regarding their needs, priorities, challenges and issues.**
- b) support projects that have a concrete and lasting impact on their development, such as those under the Canada-Quebec Agreement on Minority Language Education and Second Language Instruction or under the Canada-Quebec Agreement on English-Language Services.**

One of the initiatives that caught the Committee's interest is a program by the Eastern Townships School Board to introduce laptops in the schools. The program was successful in several respects, by breaking down the isolation of rural and small town areas, making learning more stimulating, improving student results and reducing dropouts. Researchers found that "when the 5,600 laptops were distributed to the great majority of the students, the school board advanced from 66th position in the province (out of 70 school boards) in 2003 to 23rd in 2010, a remarkable improvement."³¹³ According to the most recent statistics released by the ministère de l'Éducation, des Loisirs et du Sport, the school board's student dropout rate moved from 39.4 % in 2004-2005 to 22.7 % in 2008-2009.³¹⁴

The Committee believes that the experience of the Eastern Townships School Board could inspire other Anglophone school boards, particularly in the fight to prevent students from dropping out, a challenge that was raised repeatedly during the public hearings. The Committee considers it important for other boards to have access to the tools and adequate resources to try this approach. The federal government must support the introduction of similar projects through the Canada-Quebec Agreement on Minority Language Education and Second Languages Instruction. As part of this process, it must consult Anglophone school boards, in cooperation with the Government of Quebec, to determine how it can help them address drop-out rates. Therefore, the Committee recommends:

³¹³ Thierry Karsenti and Simon Collin, *Benefits and challenges of using laptops in primary and secondary school: An investigation at the Eastern Townships School Board. Summary of main results*. Montreal, CRIFPE, 2011, p. 1.

³¹⁴ *Ibid.*, p. 20.

Recommendation 16:**That the Minister of Canadian Heritage and Official Languages:**

- a) consult Anglophone school boards, in cooperation with the Government of Quebec, to determine how the federal government can help them address drop-out rates.
- b) encourage the Government of Quebec to support projects to introduce laptops into schools through the Canada-Quebec Agreement on Minority Language Education and Second Languages Instruction.

"While some of the English-speaking community's challenges are sometimes similar to those faced by [F]rancophone minority communities, the responses to them should not be the same. A one-size-fits-all approach or an approach that says what works for [F]rancophone minority communities works for the English-speaking community of Quebec is not what we need. Government policies and programs should have the ability and the flexibility to respond to the English-speaking community's ... needs and realities."

Graham Fraser, Commissioner of Official Languages (4 October 2010)

CONCLUSION

The public hearings held by the Standing Senate Committee on Official Languages showed that English-speaking and French-speaking minority communities face similar challenges in some respects. In both cases, the vitality of the communities seems to be in jeopardy. There is a lack of access to schools, health services, vocational training or cultural promotion in some regions, and there is a crying need for resources, infrastructure and support for volunteers.

However, what the testimony heard over the last two years told us, first and foremost, is that Quebec's English-speaking communities live in a unique social, political, economic and cultural context, and that context must be taken into account when considering the challenges they face.

The English-speaking communities have to deal with a majority population whose priority is to preserve the French language. The survival of English is not a key issue for Quebec. For the English-speaking communities, the challenge rather lies in ensuring their survival and supporting their vitality in all regions of Quebec. Despite all the goodwill there may be on the ground, there are major disparities when it comes to access to schools, cultural products, heritage, training or jobs in English. For the English-speaking communities, fluency in French is an essential asset, to ensure that young people can succeed in their own communities. A relationship with the French-speaking majority based on partnership, dialogue and mutual understanding is also essential to the vitality of the English-speaking communities.

The English-speaking minority in Quebec expects to receive the same kind of protection from the federal government as its French-speaking counterpart receives outside Quebec. In reality, it is caught in a dynamic where it must constantly stand up for its rights, and yet is not necessarily able to promote them. The problem could stem from a number of sources: a lack of commitment to the English-speaking communities on the part of federal institutions in Quebec, a lack of consultation, the absence of communications about existing federal programs, a poor fit between the policies of the province and the federal government, or a lack of transparency in the use of funds transferred from one level of government to the other. In short, the English-speaking communities would like to be seen as an asset, not a threat, and would like to be able to take part in the decisions that

affect their future and the future of Quebec society. A “win” for Anglophone minority rights does not necessarily constitute a threat to the aspirations of the Francophone majority. The goals of the two communities do not have to be mutually exclusive and can be achieved in an atmosphere of respect for the rights of both.

The Committee hopes that in future the results of this study and the recommendations set out in it will provide direction for the federal government’s approach to Quebec’s English-speaking communities. It is particularly important that the specific needs of these communities in the various sectors that affect their development be well understood, especially now that the federal government is initiating the process for determining how to follow up on the present Roadmap (2008-2013).

The Committee would like to thank everyone who contributed to this study. It hopes that the content of the study will do justice to the lively testimony heard over the last two years. If this study can at least serve to break down some of the persistent myths about Quebec’s English-speaking communities, this in itself would be a big step forward.

APPENDIX A: LIST OF RECOMMENDATIONS

Recommendation 1

That the Government of Canada recognize that the Anglophone minority in Quebec:

- a) has equal rights and privileges.
- b) has specific needs that deserve close attention from all federal institutions.

Recommendation 2

That when transfer payments affect activities for the benefit of Quebec's English-speaking communities, federal institutions:

- a) ensure at all times that transparent accountability mechanisms are established, in cooperation with the province and the communities, and that the mechanisms are simple to understand and accessible to the public.
- b) issue the funding directly to Quebec's Anglophone organizations, wherever possible.
- c) review their funding methods to ensure that English-speaking communities receive their fair share and are treated equitably.

Recommendation 3

That the Minister of Canadian Heritage and Official Languages:

- a) urge all departments covered by the Roadmap (2008-2013), in consultation with the English-speaking communities, to review communications strategies for increasing awareness of the funding available in all regions of Quebec.
- b) immediately review, in consultation with the English-speaking communities, the Accountability and Coordination Framework and establish specific criteria and indicators so that all federal institutions are able to take into account the specific needs of those communities.
- c) require federal institutions involved in developing the next official languages strategy to consider these criteria as a means of identifying allocations to both official-language minority communities and explaining imbalances, if any.

Recommendation 4

That the President of the Treasury Board hold federal institutions operating in Quebec accountable for complying with the requirements set out in Appendix E of the *Guide to Preparing Treasury Board Submissions*, by requiring systematic language impact analysis for all initiatives subject to its approval.

Recommendation 5

That the Minister of Canadian Heritage and Official Languages:

- a) ensure that federal institutions operating in Quebec regularly consult the English-speaking communities in all regions of Quebec in implementing their policies and programs.**
- b) ensure that federal institutions operating in Quebec take measures that have a positive and long-lasting effect on the development of these communities.**
- c) do the necessary follow-up with federal institutions operating in Quebec that fail to abide by the requirements associated with the implementation of Part VII of the *Official Languages Act*.**

Recommendation 6

That the Minister of Canadian Heritage and Official Languages:

- a) consult Quebec's English-speaking communities to determine their priorities and needs in relation to the development of the Community Learning Centres.**
- b) commit, under the Canada-Quebec Agreement on Minority Language Education and Second Language Instruction, to providing the support needed to provide for maintaining and developing the Community Learning Centres in the long term.**
- c) continue the commitment to the Community Learning Centres beyond 2013.**

Recommendation 7

That the Minister of Canadian Heritage and Official Languages, in negotiating the Cooperation Agreement with Quebec's English-speaking communities:

- a) review communication strategies to ensure that English-speaking communities across Quebec are aware of changes to funding methods.**

- b) consult with English-speaking communities to see if other action is necessary to reduce funding delays in the period covered by the agreement under negotiation.
- c) take the Committee's study into account so it is able to offer the communities support that reflects their needs.

Recommendation 8

That the federal partners on the National Human Resources Development Committee for the English Linguistic Minority:

- a) understand the challenges and needs identified by the Committee in the area of economic development, such as access to employment services in English, business development services, support for language and other training and access to new technologies outside major urban centres.
- b) work with community partners to develop a strategic plan with specific criteria and adequate resources to address these challenges.
- c) notify the Committee of action taken in this regard.

Recommendation 9

That the Consultative Committee on Advertising and Official Language Minority Media:

- a) examine the challenges and needs identified by the Committee in the media sector, such as criteria that are better suited to the needs of English-speaking communities, support for new technologies and government advertising in English-language community media.
- b) work with community partners to develop a strategic plan that has the necessary criteria and adequate resources to respond to the needs expressed.
- c) notify the Committee of action taken in this regard.

Recommendation 10

That the Network of National Coordinators responsible for the implementation of Section 41, the Network of Official Languages Champions and the Committee of Assistant Deputy Ministers on Official Languages, in cooperation with the English-speaking communities:

- a) study the measures to take so that federal institutions operating in Quebec comply with the requirements of the *Official Languages Act*.
- b) notify the Committee of action taken in this regard.

Recommendation 11

That the President of the Treasury Board, in consultation with the English-speaking communities, speed up the review of official language policy instruments to ensure that communications and services offered in both official languages in Quebec are of equal quality.

Recommendation 12

That the President of the Treasury Board:

- a) require that federal institutions operating in Quebec submit a report on the implementation of Part VI of the *Official Languages Act*.**
- b) notify the Committee of action taken by federal institutions in Quebec to promote the equitable participation by Anglophones and Francophones in those institutions.**

Recommendation 13

That the Coordinating Committee on Official Languages Research:

- a) make up to date, evidence-based research available to federal institutions about the various issues that affect the development of Quebec's English-speaking communities.**
- b) disseminate the results of that research to federal institutions in Quebec and to organizations representing the English-speaking communities, to better support the development of the communities.**

Recommendation 14

That, in any agreement to transfer federal responsibility to the province, federal institutions include language clauses to ensure compliance at all times with:

- a) Part IV of the *Official Languages Act*, by ensuring that services of equal quality are provided to English-speaking and French-speaking members of the public in Quebec.**
- b) Part VII of the *Official Languages Act*, by ensuring that positive measures are taken and adapted to the needs of the communities.**

That federal institutions set out follow-up mechanisms to ensure the implementation of those language clauses. That the President of the Treasury Board and the Minister of Canadian Heritage monitor the implementation of these language clauses and notify the Committee of action taken by federal institutions in this regard.

Recommendation 15

That the Minister of Canadian Heritage and Official Languages urge the Government of Quebec to:

- a) consult the English-speaking communities regarding their needs, priorities, challenges and issues.**
- b) support projects that have a concrete and lasting impact on their development, such as those under the Canada-Quebec Agreement on Minority Language Education and Second Language Instruction or under the Canada-Quebec Agreement on English-Language Services.**

Recommendation 16

That the Minister of Canadian Heritage and Official Languages:

- a) consult Anglophone school boards, in cooperation with the Government of Quebec, to determine how the federal government can help them address drop-out rates.**
- b) encourage the Government of Quebec to support projects to introduce laptops into schools through the Canada-Quebec Agreement on Minority Language Education and Second Languages Instruction.**

APPENDIX B: LIST OF ACRONYMS AND ABBREVIATIONS

CASA	Committee for Anglophone Social Action
CBC	Canadian Broadcasting Corporation
CED	Canada Economic Development (CED) for Quebec Regions
CEDEC	Community Economic Development and Employability Corporation
CHSSN	Community Health and Social Services Network
CIC	Citizenship and Immigration Canada
CLC	Community Learning Centres
CLSC	Local community service centre
CRTC	Canadian Radio-television and Telecommunications Commission
CSSS	Health and social services centre
ELAN	English Language Arts Network
FOLS	First official language spoken
HRSDC	Human Resources and Skills Development Canada
JHSB	Jeffery Hale – Saint Brigid’s
NSCA	North Shore Community Association
PWGSC	Public Works and Government Services Canada
QAHN	Quebec Anglophone Heritage Network
QCGN	Quebec Community Groups Network
QCNA	Quebec Community Newspapers Association
QDF	Quebec Drama Federation
QESBA	Quebec English School Boards Association
QFHSA	Quebec Federation of Home and Schools Association
QUESCREN	Quebec English-speaking Communities Research Network
QWF	Quebec Writer’s Federation
RAWQ	Regional Association of West Quebecers
SRC	Société Radio-Canada
VEQ	Voice of English-speaking Québec
VGPN	Vision Gaspé – Percé Now
YES	Youth Employment Services

**APPENDIX C:
LIST OF WITNESSES**

Name of Organization and Spokesperson	Date
<i>PUBLIC HEARINGS IN OTTAWA</i>	
Office of the Commissioner of Official Languages <ul style="list-style-type: none"> • Graham Fraser, Commissioner of Official Languages 	02.03.2009 31.05.2010 04.10.2010
<ul style="list-style-type: none"> • Lise Cloutier, Assistant Commissioner, Corporate Services Branch • Johane Tremblay, Acting Assistant Commissioner, Policy and Communications Branch • Pierre Coulombe, Acting Assistant Commissioner, Compliance Assurance Branch • Pascale Giguère, Acting Director, Legal Affairs 	02.03.2009
<ul style="list-style-type: none"> • Lise Cloutier, Assistant Commissioner, Corporate Services Branch • Sylvain Giguère, Assistant Commissioner, Policy and Communications Branch • Ghislaine Charlebois, Assistant Commissioner, Compliance Assurance Branch • Johane Tremblay, Legal Counsel and Director of Legal Affairs 	31.05.2010
<ul style="list-style-type: none"> • Eva Ludwig, Commissioner's Representative, Quebec Region • Sylvain Giguère, Assistant Commissioner, Policy and Communications Branch 	04.10.2010
Quebec Community Groups Network <ul style="list-style-type: none"> • Robert Donnelly, President • Sylvia Martin-Laforge, Executive Director • Rita Legault, Director of Communications and Public Relations 	23.03.2009
<ul style="list-style-type: none"> • Sylvia Martin-Laforge, Executive Director 	14.06.2010
Canadian Heritage <ul style="list-style-type: none"> • The Honourable James Moore, Minister of Canadian Heritage and Official Languages 	23.03.2009 11.05.2010 07.12.2010
<ul style="list-style-type: none"> • Judith A. Laroque, Deputy Minister • Hubert Lussier, Director General, Official Languages Support Programs • Jérôme Moisan, Senior Director, Official Languages Secretariat 	23.03.2009
<ul style="list-style-type: none"> • Hubert Lussier, Director General, Official Languages Support Programs • Pablo Sobrino, Assistant Deputy Minister, Strategic Policy, Planning 	11.05.2010

Name of Organization and Spokesperson	Date
and Corporate Affairs	
Canadian Heritage (cont'd) <ul style="list-style-type: none"> • Daniel Jean, Deputy Minister • Hubert Lussier, Director General, Official Languages Support Programs 	07.12.2010
Santé Canada <ul style="list-style-type: none"> • The Honourable Leona Aglukkaq, Minister of Health 	05.10.2009
<ul style="list-style-type: none"> • Roger Farley, Executive Director, Official Language Community Development Bureau, Programs Directorate • Catherine MacLeod, Senior Director General, Regions and Programs Branch, Programs Directorate 	
Public Service Commission of Canada <ul style="list-style-type: none"> • Maria Barrados, President • Donald Lemaire, Senior Vice-President, Policy Branch • Robert McSheffrey, Director, Consultation and Counselling Services 	19.10.2009
The Honourable Michel Bastarache, C.C., Counsel at the law firm Heenan Blaikie and former judge of the Supreme Court of Canada (as an individual)	26.10.2009
Citizenship and Immigration Canada <ul style="list-style-type: none"> • Claudette Deschênes, Assistant Deputy Minister, Operations 	02.11.2009
Economic Development Agency of Canada for the Regions of Quebec <ul style="list-style-type: none"> • The Honourable Denis Lebel, Minister of State 	16.11.2009
<ul style="list-style-type: none"> • Guy McKenzie, Deputy Minister/President • Manon Brassard, Vice-President, Operations • Pierre Bordeleau, Acting Vice-President, Policy and Planning 	
Public Works and Government Services Canada <ul style="list-style-type: none"> • The Honourable Christian Paradis, Minister of Public Works and Government Services 	07.12.2009
<ul style="list-style-type: none"> • Diane Lorenzato, Assistant Deputy Minister, Human Resources • Francine Kennedy, Chief Executive Officer, Translation Bureau • Marc Olivier, Manager, Translation Bureau, Professional Development Division 	
Industry Canada <ul style="list-style-type: none"> • France Pégeot, Assistant Deputy Minister, Regional Operations • Carmen DeMarco, Program Manager, Northeastern Ontario Region, Program Delivery • Diane Bertrand, Associate Director, Human Resources Programs, Human Resources Branch 	12.04.2010

Name of Organization and Spokesperson	Date
Public Health Agency of Canada <ul style="list-style-type: none"> • James Ladouceur, Director General, Human Resources Directorate • Marc Desroches, Manager, Diversity and Official Languages, Learning, Diversity and Employee Programs Division 	19.04.2010
Human Resources and Skills Development Canada <ul style="list-style-type: none"> • Franck Fedyk, Associate Assistant Deputy Minister, Strategic Policy and Research • Michel Caron, Director, Youth and Official Language Minority Communities • Cliff Halliwell, Director General, Strategic Policy Research Directorate • Ellen Healy, Director, Social Programs Division • Silvano Tocchi, Acting Director General, Office of Literacy and Essential Skills 	03.05.2010
Jack Jedwab, Executive Director, Association for Canadian Studies (as an individual)	14.06.2010
Noel Burke, Chairperson, Quebec English-Speaking Communities Research Network (as an individual)	
English Language Arts Network <ul style="list-style-type: none"> • Guy Rodgers, Executive Director 	
Statistics Canada <ul style="list-style-type: none"> • Jane Badets, Director, Social and Aboriginal Statistics Division • Jean-François Lepage, Analyst, Social and Aboriginal Statistics Division • Brigitte Chavez, Analyst, Social and Aboriginal Statistics Division 	18.10.2010
YES Montreal (Youth Employment Services) <ul style="list-style-type: none"> • John Aylen, President • Iris Unger, Executive Director 	25.10.2010
Community Economic Development and Employability Committee <ul style="list-style-type: none"> • Elizabeth Kater, Board Member and Former President • John Buck, Executive Director • Grant Myers, Provincial Development Officer • Michèle Thibeau, Director, Québec Chaudière-Appalaches Office 	01.11.2010
Regional Association of West Quebecers <ul style="list-style-type: none"> • Heather Stronach, Executive Director • Noel Gates, Secretary 	15.11.2010

Name of Organization and Spokesperson	Date
Dawson Community Centre <ul style="list-style-type: none"> • Line St-Amour, Executive Director • Lisa Olmstead, Coordinator, Teens and Young Adults Programs 	
Montreal Council of Women <ul style="list-style-type: none"> • Bonnie Stamos Destounis, President • Mair Verthuy, Secretary • Beverley Colquhoun, Vice-President, Communications 	29.11.2010
Hudson-St. Lazare Gazette <ul style="list-style-type: none"> • Jim Duff, Editor • Louise Craig, Publisher 	
Treasury Board Secretariat <ul style="list-style-type: none"> • The Honourable Stockwell Day, President of the Treasury Board 	13.12.2010
<i>PUBLIC HEARINGS IN QUEBEC</i>	
Quebec Community Groups Network <ul style="list-style-type: none"> • Linda Leith, President • Sylvia Martin-Laforge, Executive Director 	
Voice of English-speaking Québec <ul style="list-style-type: none"> • Jean-Sébastien Gignac, Director General 	
Vision Gaspé-Percé Now <ul style="list-style-type: none"> • Gary Briand, Vice-President • Tracey Leotta, Executive Director 	
Committee for Anglophone Social Action <ul style="list-style-type: none"> • Ronald Mundle, President • Cathy Brown, Executive Director 	13.09.2010
North Shore Community Association <ul style="list-style-type: none"> • Marc Deslauriers, Chair • Jody Lessard, Coordinator 	
Coasters' Association <ul style="list-style-type: none"> • Anthony Dumas, President • Cornella Maurice, Executive Director • Kimberly Buffitt, Health and Social Services Development Agent 	

Name of Organization and Spokesperson	Date
Champlain Regional College – Campus St. Lawrence <ul style="list-style-type: none"> • Jean Robert, Campus Director • Terence Kerwin, Chairman, Board of Governors 	13.09.2010
Central Québec School Board <ul style="list-style-type: none"> • Ronald Corriveau, Director General • Stephen Burke, President, Council of Commissioners 	
Ministère de l'Éducation, du Loisir et du Sport (Government of Quebec) <ul style="list-style-type: none"> • Leo La France, Assistant Deputy Minister, Services to the English-Speaking Community and Aboriginal Affairs 	14.09.2010
Community Health and Social Services Network <ul style="list-style-type: none"> • Jennifer Johnson, Executive Director 	
Townshippers' Association <ul style="list-style-type: none"> • Gerald Cutting, President • Ingrid Marini, Executive Director 	15.09.2010
Quebec Anglophone Heritage Network <ul style="list-style-type: none"> • Roderick McLeod, Past President • Richard Evans, Treasurer and Founding President 	
Bishop's University <ul style="list-style-type: none"> • Michael Goldbloom, Principal and Vice-Chancellor • Michael Childs, Vice-Principal Academic • Catherine Beauchamp, Dean, School of Education • Victoria Meikle, Secretary General and Vice-Principal Government Relations and Planning 	16.09.2010
Champlain Regional College – Campus Lennoxville <ul style="list-style-type: none"> • Paul Kaeser, Director 	
Eastern Townships School Board <ul style="list-style-type: none"> • Michael Murray, Chairman 	
English Language Arts Network <ul style="list-style-type: none"> • Charles Childs, President • Geoff Agombar, Office Manager 	17.09.2010
Quebec Community Newspapers Association <ul style="list-style-type: none"> • George Bakoyannis, Director and Past President • Greg Duncan, Executive Director 	
Quebec Drama Federation <ul style="list-style-type: none"> • Patrick Goddard, Interim President • Jane Needless, Executive Director 	

Name of Organization and Spokesperson	Date
Quebec Writers' Federation <ul style="list-style-type: none"> • Elise Moser, President • Lori Schubert, Executive Director 	17.09.2010
McGill University <ul style="list-style-type: none"> • Vaughan Dowie, Executive Head of Public Affairs • Morton J. Mendelson, Deputy Provost, Student Life and Learning 	
Concordia University <ul style="list-style-type: none"> • David Graham, Provost and Vice-President, Academic Affairs • Olliver Dyens, Vice-Provost, Teaching and Learning • Russell Copeman, Association Vice-President, Government Relations 	
Dawson College <ul style="list-style-type: none"> • Robert Kavanagh, Academic Dean 	
Quebec Federation of Home and School Associations <ul style="list-style-type: none"> • Carol Meindl, President • Marion Daigle, Attendant to History and Archives Services and Past President 	
Quebec English School Boards Association <ul style="list-style-type: none"> • Debbie Horrocks, President • David Birnbaum, Executive Director 	
Sir Wilfrid Laurier School Board <ul style="list-style-type: none"> • Caroline Curiale, Vice-Chair 	
English Montreal School Board <ul style="list-style-type: none"> • Angela Mancini, Chair 	
Lester B. Pearson School Board <ul style="list-style-type: none"> • Angela Nolet, Vice-Chair 	
INFORMAL MEETINGS IN QUEBEC	
Visit of Morrin Centre and Meeting with the Literary and Historical Society of Québec <ul style="list-style-type: none"> • David F. Blair, President • Sovita Chander, Vice-President • Louisa Blair, Secretary • Gina Farnel, Administrator • Barbara Salomon de Friedberg, Honorary Librarian • Ladd Johnson, Administrator • Steve Cameron, Administrator • Simon Jacobs, Executive Director • Marie Rubsteck, Development Director 	13.09.2010

Name of Organization and Spokesperson	Date
<p>Visit of Saint Brigid's – Jeffery Hale Hospital (SBJH)</p> <ul style="list-style-type: none"> • Louis Hanrahan, Director General • Richard Walling, Vice-President of SBJH Board of Directors and Director General of Jeffery Hale Community Partners • Brigitte Paquette, Chief of Community Services 	
<p>Meeting with Volunteers and Residents of Saint Brigid's Home</p> <ul style="list-style-type: none"> • Gertrude Grogan, President of the Guild, Vice-President of Saint Brigid's Home Committee and Member of SBJH Users Committee • Hillary Buggie, Saint Brigid's Resident and Member of Saint Brigid's Home Committee • Nicolas Poirrier, Saint Brigid's Resident • Mary Bonner, Saint Brigid's Resident • Iona Wood, Saint Brigid's Resident and Member of Saint Brigid's Home Committee • Iris English, Saint Brigid's Resident • Jeanette O'Grady, Saint Brigid's Resident • Robert Kearney, Member of Saint Brigid's Home Committee, Volunteer for Saint Brigid's Home and Family Member (mother residing at Saint Brigid's) • Lorraine Dinan, Volunteer for the Guild and McGreevy Manor's Resident • Barbara Bignell, Past President of the Ladies Protestant Home of Québec, Member of SBJH Board of Governors and Volunteer for the Jeffery Hale Community Services • Bill Donnelly, Member of Voice of English-Speaking Québec Board of Directors and Member of the Coalition Community Christmas Hamper Campaign • Lorne Mulroney, Past President, Congregation of the Catholics of Québec Speaking the English Language • Catherine Mills Rouleau, McGreevy Manor's Resident • Robert Stewart, President of SBJH Board of Governors • Jennifer Robert, Director of Nursing at SBJH and Vice-President of Holland Housing Community Corporation • Paule Vallières, Special Education Technician for Saint Brigid's Residents 	14.09.2010
<p>Meeting with Sherbrooke City Hall Representatives</p> <ul style="list-style-type: none"> • Bernard Sévigny, Mayor of Sherbrooke • Sylvie L. Proulx, Press Officer, Mayor's Office 	
<p>Meeting with Representatives of Lennoxville Women's Centre, Mental Health Estrie, Estrie Network and Townshippers' Association</p> <ul style="list-style-type: none"> • Cheryl Gosselin, Vice-President, Board of Directors, Lennoxville & District Women's Centre and Professor of Sociology and Women Studies at Bishop's University • Terry Moore, Executive Director, Lennoxville & District Women's Centre 	15.09.2010

Name of Organization and Spokesperson	Date
<ul style="list-style-type: none"> • Linda Boulanger, President Board of Directors, Lennoxville & District Women's Centre • Jo-Anne Anderson, Activities and Intervention Coordinator, Lennoxville & District Women's Centre • Jennifer Smith-Beaudoin, Administrative Assistant, Lennoxville & District Women's Centre • Naomi Bezanson, Services user, Lennoxville & District Women's Centre • Judith Ross, Executive Director, Mental Health Estrie • Shannon Keenan, Coordinator, Estrie Network, Eastern Townships Partners for Health and Social Services, Townshippers' Association • Ingrid Marini, Executive Director, Townshippers' Association • Salim Hashmi, Financial Committee, Townshippers' Association 	15.09.2010
<p>Meeting with Representatives of Students' Associations</p> <ul style="list-style-type: none"> • Paige Johnson, President, Students' Representative Council, Bishop's University • Michael Angelo Di Cesare, President, Champlain Regional College – Lennoxville Students' Association 	
<p>Visit of Community Learning Centre and St. Lambert Elementary School</p> <ul style="list-style-type: none"> • Stephen Lessard, Director General, Riverside School Board • Pierre Farmer, Assistant Director General, Riverside School Board • Mary Williams, Director of Elementary Schools, Riverside School Board • Louise Beaupré, Director of Adult and Vocational Education, Riverside School Board • Lyse Gendron-Brodeur, Director of High Schools, Riverside School Board • Moira Bell, Chairman, Counsel of Commissioners, Riverside School Board • Lesley Llewellyn-Cuffling, Commissioner, Riverside School Board • Debbie Horrocks, President, Quebec English School Boards Association • Deborah Angelus, Principal, St. Lambert Elementary School • Sara Matos-Chahal, Teacher, St. Lambert Elementary School • Deborah Summerlin, Teacher, St. Lambert Elementary School Students (Choir), St. Lambert Elementary School • Nicole Bianco, President, Langmobile • Judith Schurman, Vice President, South Shore Reading Council 	16.09.2010

Name of Organization and Spokesperson	Date
<p>Teleconference with Community Learning Centres (CLC) of St. Lambert, Châteauguay and Lower North Shore</p> <ul style="list-style-type: none"> • Paule Langevin, Project Director, CLC Project Resource Team, Ministère de l'Éducation, du Loisir et du Sport • Christie Huff, CLC Coordinator of St. Lambert Elementary School • Charles Halliday, CLC Coordinator of St. Willibrord Elementary School • Bonnie Mitchell, CLC Coordinator of New Frontiers School Board • Kinberly Buffit, CLC Coordinator of St. Paul's School 	16.09.2010
<p>Meeting with St. Lambert City Hall Representatives</p> <ul style="list-style-type: none"> • Philippe Brunet, Mayor of St. Lambert • Francis Dumais, Municipal Councillor 	
<p>Meeting with Representatives of Ethno-Cultural Communities</p> <ul style="list-style-type: none"> • George Sinoyannis, Director General, Quebec Hellenic Congress • Eleni Sakotakis, Director of Social Services, Quebec Hellenic Congress • Giuliano D'Andrea, Vice-President, Canadian-Italian Business and Professional Association 	17.09.2010

APPENDIX D: LIST OF BRIEFS, STUDIES AND OTHER DOCUMENTS

Name of Document	Date
BRIEFS AND OTHER DOCUMENTS SUBMITTED TO THE COMMITTEE	
• Voice of English-speaking Québec, <i>Presentation to the Standing Senate Committee on Official Languages.</i>	13.09.2010
• Community Health and Social Services Network, <i>Determinants of Health for the English-speaking Community of Quebec: Breaking Down the Myths.</i>	14.09.2010
• Community Health and Social Services Network, Binder with reference material.	14.09.2010
• Jeffery Hale Hospital – Saint Brigid’s, <i>Qui sommes-nous? Attentif, novateur et au service de la collectivité</i> (in French only).	14.09.2010
• Mental Health Estrie, <i>Presentation to the Standing Senate Committee on Official Languages.</i>	15.09.2010
• Lennoxville Women’s Centre, Binder with reference material.	15.09.2010
• Eastern Townships School Board, <i>Tell Them From Me – Survey Results, 2009-2010.</i>	16.09.2010
• Paule Langevin, <i>Community Learning Centre: The Quebec Way.</i>	16.09.2010
• Community Learning Centre, Binder with reference material.	16.09.2010
• English-Language Arts Network, <i>Brief to the Senate Committee on Official Languages.</i>	17.09.2010
• Quebec Drama Federation, <i>Addendum Text for the Senate Committee on Official Languages.</i>	17.09.2010
• Quebec Writers’ Federation, <i>Brief to the Standing Senate Committee on Official Languages.</i>	17.09.2010
• Quebec Federation of Home and School Associations, <i>A Consultation with the Standing Senate Committee on Official Languages.</i>	17.09.2010
• Quebec Drama Federation, <i>Noteworthy Increase in Number of Culture Workers According to 2006 Census.</i>	22.09.2010
• Coasters’ Association, <i>Brief to the Standing Senate Committee on Official Languages.</i>	27.09.2010
• Quebec Community Newspapers Association, <i>Follow-up Correspondence to the Standing Senate Committee on Official Languages.</i>	28.09.2010
• Hudson Village Theatre, <i>Brief to the Senate Committee on Official Languages.</i>	29.09.2010
• YES Montreal (Youth Employment Services), Binder with reference material.	25.10.2010
• Community Economic Development and Employability Corporation, <i>Brief to the Senate Standing Committee on Official Languages.</i>	01.11.2010
• Community Economic Development and Employability Corporation, Binder with reference material.	01.11.2010

Name of Document	Date
• Montreal Council of Women, <i>Report to the Standing Senate Committee on Minority Languages</i> .	29.11.2010
• Hudson-St. Lazare Gazette, <i>Oral Presentation Notes: Standing Senate Committee on Official Languages</i> .	29.11.2010
• Heritage Lower St. Lawrence, <i>Presentation to the Standing Senate Committee on Official Languages</i> .	06.12.2010
• Council for Anglophone Magdalen Islanders, <i>Presentation to the Standing Senate Committee on Official Languages</i> .	14.12.2010
• Council for Anglophone Magdalen Islanders, Email to the Clerk of the Standing Senate Committee on Official Languages.	14.12.2010
• Dawson Community Centre, <i>Réponses aux questions du Comité sénatorial permanent des langues officielles</i> (in French only).	22.12.2010
• Graham Fraser, Commissioner of Official Languages, <i>Letter in response to the questions raised by the Standing Senate Committee on Official Languages regarding its study of the English-speaking communities in Quebec</i> .	14.01.2011
• The Honourable Stockwell Day, <i>Letter in response to the questions raised by the Standing Senate Committee on Official Languages</i> .	19.01.2011
STUDIES BROUGHT TO THE ATTENTION OF THE COMMITTEE	
• Richard Y. Bourhis (ed.), <i>The Vitality of English-speaking Communities of Quebec: From Community Decline to Revival</i> , Montreal, 29 February 2008.	
• Dawson Community Centre, <i>Annual Report 2009-2010</i> .	
• Centre de santé et de services sociaux du Sud-Ouest-Verdun, <i>En route vers l'école: Enquête sur la maturité scolaire</i> , roundup paper on issues and priorities specific to local action (in French only).	
• Centre de santé et de services sociaux de Vaudreuil-Soulanges, <i>Améliorer l'état de santé et de bien-être de la communauté d'expression anglaise de Vaudreuil-Soulanges</i> , community network special project presented to the Community Health and Social Services, 11 December 2009 (in French only).	
• Conference Board of Canada, <i>Valuing Culture: Measuring and Understanding Canada's Creative Economy</i> , Report, August 2008.	
• Montreal Council of Women, <i>Municipal Elections and the 30,000 Strong Montreal Council of Women</i> .	
• Canada-Quebec Agreement on Minority Language Education and Second Language Instruction, 2009-2010 to 2012-2013, concluded on 31 March 2010.	
• Amending Agreement to the Canada-Quebec Agreement on English-Language Services, 2006-2007 to 2008-2009, concluded on 23 March 2010.	
• Quebec Federation of Home and School Associations, <i>A Brief Presented to the Parliamentary Committee of the National Assembly on Bill 103: An Act to Amend the Charter of the French Language and Other Legislative Provisions</i> , August 2010.	
• Quebec Federation of Home and School Associations, <i>Children's Literacy Resource Guide</i> .	
• Greater Montreal Community Development Initiative – Steering Committee, <i>Building upon Change and Diversity within the English-speaking Communities of the Greater Montreal Region: Pursuing Shared Development Goals and Strategies</i> , Summer 2007.	
• Hudson-St. Lazare Gazette, <i>Variation population 2009-2010</i> , Municipalité régionale de comté de Vaudreuil-Soulanges (in French only).	
• Jack Jedwab (ed.), <i>Canadian Diversity: The Deep Diversity of English-Speaking Quebecers</i> , Vol. 8, No. 2, Spring 2010.	

Name of Document	Date
• Joanne Pocock and Brenda Hartwell, <i>Profile of the English-Speaking Community in the Eastern Townships</i> , Sherbrooke, Townshippers' Association, 2010.	
• Joanne Pocock, <i>Social Support Networks in Quebec English-speaking Communities</i> , Community Health and Social Services Network, 30 April 2006.	
• Quebec Action Plan – Minority Language Education and Second Language Instruction, 2009-2010 to 2012-2013.	
• Quebec's Strategic Plan – English-Language Services.	
• Quebec Community Groups Network, <i>Blazing a Trail for Active and Healthy Aging: An Action Plan for Quebec's English-Speaking Seniors</i> , 2010-1015.	
• Quebec Community Groups Network, <i>1994-1995 – 2009-2010</i> , Anniversary Booklet, 2009.	
• Quebec Community Groups Network, <i>Assessing the English-speaking Community's Capacity to Access Arts, Culture, and Heritage in Nine Regions of Quebec</i> .	
• Quebec Community Groups Network, <i>Creating Spaces for Young Quebecers: Strategic Orientations for English-Speaking Youth in Quebec</i> , January 2009.	
• Quebec Community Groups Network, <i>Research Project: The Role of English-Speaking Communities in the Capital of Attraction and Retention of Immigrants in the Quebec Regions</i> , Summary and Highlights, 6 September 2010.	
• Quebec Community Groups Network, <i>Collective Rights and the Declining Vitality of the English-Speaking Communities in Quebec</i> , Brief to the Committee on Culture and Education with regards to the General Consultation and Public Hearings on Bill 103, An Act to Amend the Charter of the French Language and Other Legislative Provisions, September 2010.	
• Community Health and Social Services Network and ministère de la Santé et des Services sociaux, <i>Cadre de mise en œuvre du Programme de contribution pour les langues officielles en santé</i> , 1 June 2009 (in French only).	
• Statistics Canada, <i>Portrait of Official-Language Minorities in Canada: Anglophones in Quebec</i> , Catalogue No. 89-642-X – No. 002, Ottawa, 2010.	
• YES Montreal (Youth Employment Services), <i>Self-Employment and Employment in Quebec's English-speaking Cultural Communities and Visible Minorities: Prospects and Problems</i> , prepared by Jack Dewab with the Support of the Department of Canadian Heritage, September 2006.	

APPENDIX E:
BREAKDOWN OF FUNDS ALLOCATED TO QUEBEC'S
ENGLISH-SPEAKING COMMUNITIES AS PART OF THE
ROADMAP FOR CANADA'S LINGUISTIC DUALITY

Department/ Agency	Initiative	Year	Funds (\$)	Total (\$)
Justice Canada	Access to justice in both official languages	2008-2009	205 636	897 553
		2009-2010	262 589	
		2010-2011	309 328	
		2011-2012	120 000	
		2012-2013	S/O	
Health Canada	Training, networks and access to health services	2008-2009	4 666 809	38 770 609
		2009-2010	7 934 600	
		2010-2011	9 700 000	
		2011-2012	10 000 000	
		2012-2013	10 300 000	
Citizenship and Immigration Canada	Recruitment and integration of immigrants	2008-2009	S/O	252 732
		2009-2010	63 183	
		2010-2011	63 183	
		2011-2012	63 183	
		2012-2013	63 183	
Canadian Heritage	Support to Official-Language Minority Communities*	2008-2009	460 332	2 124 130
		2009-2010	448 438	
		2010-2011	405 120	
		2011-2012	405 120	
		2012-2013	405 120	
	Cultural Development Fund	2008-2009	S/O	1 084 963
		2009-2010	450 385 \$	
		2010-2011	634 578 \$	
		2011-2012	T.B.D.	
		2012-2013	T.B.D.	
	Youth Initiatives	2008-2009	N/A	614 743
		2009-2010	614 743	
		2010-2011	N/A	
		2011-2012	N/A	
		2012-2013	N/A	
	Intergovernmental Cooperation	2008-2009	400 000	2 000 000
		2009-2010	400 000	
		2010-2011	400 000	
		2011-2012	400 000	
		2012-2013	400 000	
* Under Canadian Heritage's "Support to Official-Language Minority Communities" initiative, Quebec's English-speaking communities have access to budgets that go beyond the Roadmap (2008-2013).				

Department/ Agency	Initiative	Year	Funds (\$)	Total (\$)
Canadian Heritage (cont'd)	Support to education in the language of the minority*	2008-2009	14 505 142	70 449 709
		2009-2010	14 014 642	
		2010-2011	14 014 642	
		2011-2012	13 957 641	
		2012-2013	13 957 641	
	National Translation Program for Book Publishing	2008-2009	N/A	5 000 000
		2009-2010	750 000	
		2010-2011	1 250 000	
		2011-2012	1 500 000	
	Musical Showcases Program for Artists from Official- Language Communities	2008-2009	200 000	1 800 000
		2009-2010	400 000	
		2010-2011	400 000	
		2011-2012	400 000	
		2012-2013	400 000	
Economic Development Agency of Canada for the Regions of Quebec	Economic Development Initiative	2008-2009	164 265	9 237 032
		2009-2010	1 022 767	
		2010-2011	3 025 000	
		2011-2012	3 025 000	
		2012-2013	2 000 000	
Human Resources and Skills Development Canada	Enabling Fund for Official Language Minority Communities	2008-2009	2 700 000	13 500 000
		2009-2010	2 700 000	
		2010-2011	2 700 000	
		2011-2012	2 700 000	
		2012-2013	2 700 000	
Total				145 731 471
* Under Canadian Heritage's "Support to education in the language of the minority" initiative, Quebec's English-speaking communities have access to budgets that go beyond the Roadmap (2008-2013).				

Source: Data submitted by Canadian Heritage, September 2010.