SENATE SÉNAT
CANADA

Aiming Higher:

Increasing bilingualism of our Canadian youth

Report of the Standing Senate Committee on Official Languages

The Honourable Claudette Tardif, Chair

The Honourable Suzanne Fortin-Duplessis, Deputy Chair

June 2015

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The Honourable Suzanne Fortin-Duplessis
Deputy Chair*

The Honourable Senators:

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Ex officio members of the Committee:

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

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

The Honourable Senators Beyak, Boisvenu, Champagne (retired), Charette-Poulin (retired), Dawson, De Bané (retired), Fraser, Marshall, McInnis, Mockler, Oh, Rivard and Robichaud (retired)

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

> The Honourable Senator Tardif moved, seconded by the Honourable Senator Ringuette:
>
> That the Standing Senate Committee on Official Languages be authorized to examine and report on best practices for language policies and second-language learning in a context of linguistic duality or plurality; and
>
> That the documents received, evidence heard and business accomplished on this subject by the committee since the beginning of the First Session of the Forty-First Parliament be referred to the committee; and
>
> That the committee report from time to time to the Senate but no later than June 30, 2015, and that the committee retain all powers necessary to publicize its findings for 90 days after the tabling of the final report.
>
> The question being put on the motion, it was adopted.
>
> Gary W. O'Brien
>
> *Clerk of the Senate*

Excerpt from the *Journals of the Senate* of 26 May 2015:

> The Honourable Senator Tardif moved, seconded by the Honourable Senator Munson:
>
> That, notwithstanding the order of the Senate adopted on Thursday, November 21, 2013, the date for the final report of the Standing Senate Committee on Official Languages in relation to its study on best practices for language policies and second-language learning in a context of linguistic duality or plurality be extended from June 30, 2015 to December 15, 2015; and
>
> That the Standing Senate Committee on Official Languages be permitted, notwithstanding usual practices, to deposit with the Clerk of the Senate a report if the Senate is not then sitting, and that the report be deemed to have been tabled in the Chamber.
>
> The question being put on the motion, it was adopted.
>
> Charles Robert
>
> *Clerk of the Senate*

AUFC	Association des universités de la francophonie canadienne
CAIT	Canadian Association of Immersion Teachers
CASLT	Canadian Association of Second Language Teachers
CEFR	Common European Framework of Reference for Languages
CDLI	Centre for Distance Learning and Innovation
CMEC	Council of Ministers of Education, Canada
CNFS	Consortium national de formation en santé
CNPF	Commission nationale des parents francophones
CPF	Canadian Parents for French
CTF	Canadian Teachers' Federation
CYF	Canadian Youth for French
EDK	Swiss Conference of Cantonal Ministers of Education
ESL	English as a second language
ÉNAP	École nationale d'administration publique
FCPQ	Fédération des comités de parents du Québec
FJCF	Fédération de la jeunesse canadienne-française
FLRC	French Language Resource Centre
FNCSF	Fédération nationale des conseils scolaires francophones
FSL	French as a second language
IE	Intensive English
IF	Intensive French
LANG	House of Commons Standing Committee on Official Languages
MCCF	Ministerial Conference on the Canadian Francophonie
OCOL	Office of the Commissioner of Official Languages
OLBI	Official Languages and Bilingualism Institute
OLLO	Senate Standing Committee on Official Languages
OLMC	Official-language minority community
SEVEC	Society for Educational Visits and Exchanges in Canada
UQAM	Université du Québec à Montréal

In the spring of 2013, members of the Standing Senate Committee on Official Languages adopted the terms of reference for a study on the best practices for language policies and second-language learning. Since the early 1970s, a significant portion of the federal government's investment in official languages has gone to second-language learning. This first report of a two-part study is the result of more than two years of study, during which time we also addressed other important topics, such as examining the language obligations of CBC/Radio-Canada and the recent changes to the immigration system.

This report concludes the Canadian part of the study and presents an overview of the practices in place in Canada. From the beginning, our intention was to identify the challenges we face in our own country and then to observe what is done in other countries. We believe Canada can learn from the practices in place in other countries that have two or more official languages. As a result, we intend to proceed with the second part of this study once parliamentary business resumes.

For the Canadian portion of this study, we held no fewer than 19 meetings in Ottawa, at which we heard from 51 witnesses. In our report, we identify the primary issues raised by witnesses and we draw attention to a series of good practices in place across the country. We believe it is important to learn from best practices and to strengthen our second-language learning and language policies.

Bilingualism is at the heart of the Canadian identity, and the federal government has a key leadership role to play in implementing a pan-Canadian strategy to promote official languages and official-language learning. As the 150th anniversary of Canadian Confederation approaches, a strong commitment from the federal government to actively promote bilingualism and increased fluency in the official languages across the country is not only desirable, but also essential.

We would like to extend special thanks to the witnesses who gave their time to our study and shared their enthusiasm for working to find common solutions. To overcome the challenges from coast to coast, we need to work together to create a climate where both official languages can take their rightful place.

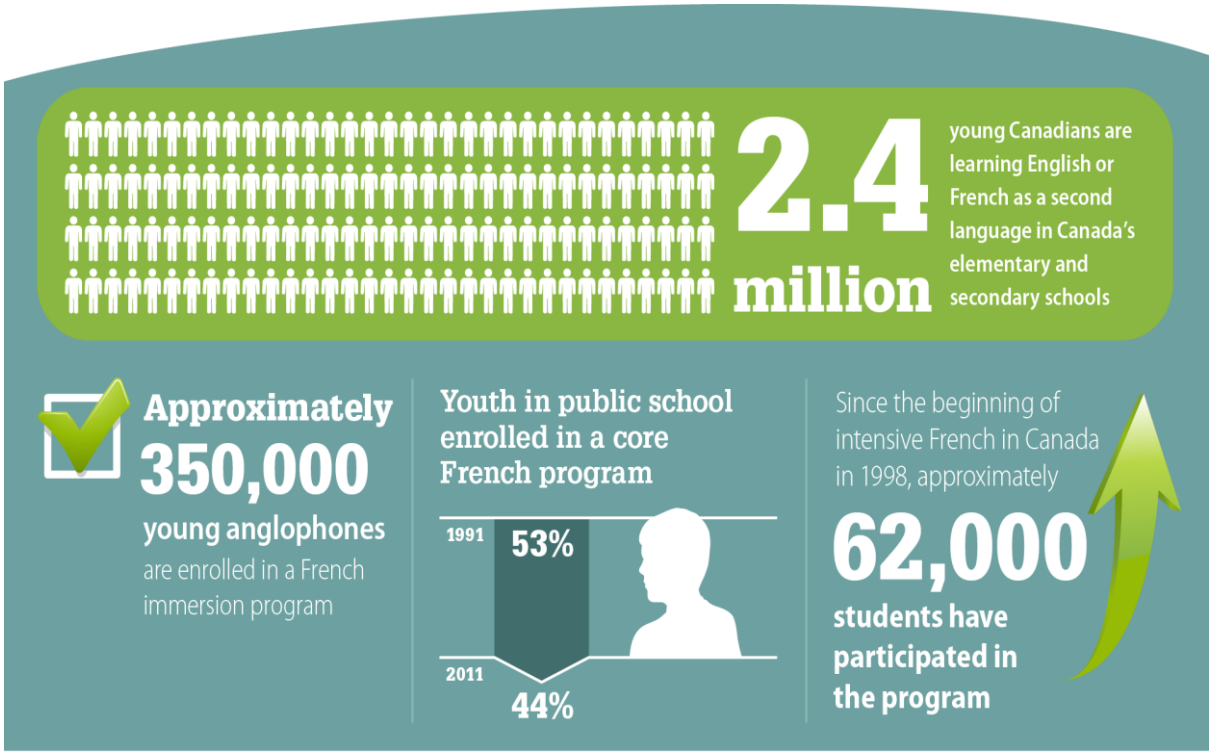
Claudette Tardif
Chair

Suzanne Fortin-Duplessis
Deputy Chair

This report presents the conclusions of the first phase of the study of the Standing Senate Committee on Official Languages ("the Senate Committee") on best practices for language policies and second-language learning in a context of linguistic duality or plurality. It marks the end of the Canadian portion of this study and provides an overview of the practices in place in Canada. The Senate Committee's study began in April 2013 and continued until May 2015. In total, the Senate Committee heard from 51 witnesses who appeared at public hearings in Ottawa. These witnesses represented a variety of interests, including those of educational institutions, government officials, researchers, young people, parents, teachers, the media and non-profit organizations.

Second-language learning programs are found across Canada, but vary from province to province. There are core programs, where a set number of hours are allocated to second-language learning. There are intensive programs, where a higher number of hours are allocated to second-language learning and where exposure to the second language is concentrated over a certain period of time. There are also immersion programs, which are becoming more and more popular across the country. In some areas, learning a second language is mandatory, while in others it is optional. Sometimes second-language learning begins at a very young age, and other times it is introduced in a later grade.

In 2011–2012, 2.4 million young Canadians were learning English or French as a second language in elementary and secondary schools across the country. Approximately 350,000 anglophone students were enrolled in French immersion programs. Since intensive French programs were introduced in Canada in 1998, around 62,000 students have participated in the program. Although the numbers are on the rise for specialized programs, the proportion of students in public school enrolled in a core French program has decreased compared with 20 years earlier, dropping from 53% in 1991 to 44% in 2011.



The Senate Committee's report provides a general overview of Canada's linguistic situation, education as a shared jurisdiction, and the legislative and policy frameworks in place. It looks at the evolution of bilingualism and differentiates between teaching French as a second language and English as a second language. It summarizes the key challenges identified during the public hearings and draws attention to a series of good practices in Canada and around the world. These practices are applied inside and outside the classroom, as well as in the areas of post-secondary education and national coordination. The report proposes learning from best practices and strengthening our second-language learning and language policies. It includes 10 recommendations to the federal government to improve the current situation.

The Senate Committee's recommendations are divided into four specific areas: active promotion of bilingualism; increased fluency in both official languages; innovative practices; and funding. There are many advantages to being bilingual, including social, economic and cognitive advantages. Bilingualism is an added value, and all Canadians should be able to benefit from it. The federal government must ensure that bilingualism is promoted. It must take steps to ensure that more people become more fluent in both official languages. To do so, it must encourage innovative practices and focus on good practices. It must also provide equitable, sustained funding and improve its accountability practices.

As the 150th anniversary of Canadian Confederation approaches, Canada must take steps to ensure that bilingualism takes its rightful place as a fundamental value across the country. A firm commitment to actively promote bilingualism and to support increased fluency in both official languages across the country is not only desirable, but also essential. English and French are among the most influential languages in the world. There is no doubt that a Canada with a more bilingual population would also have a stronger global presence.

In addition, it seems relevant to observe what is done in other countries to see what we are already doing well and especially where we can do more by implementing best practices, policies and systems in use elsewhere in the world. That is why, after tabling this first report, the Senate Committee plans to turn next to countries that have two or more official languages so it can study their current practices and identify possible solutions to the barriers we have in Canada.

AIMING HIGHER

Increasing bilingualism of our Canadian youth

Introduction

The Standing Senate Committee on Official Languages ("the Senate Committee") heard the first witnesses appearing as part of its study on best practices for language policies and second-language learning more than two years ago. Between April 2013 and May 2015, 51 witnesses were heard during public hearings held in Ottawa.

Linguistic diversity is one of the hallmarks of modern societies. Many countries have implemented systems to officially recognize bilingualism or plurilingualism. Various models are in use in the current global environment, one in which the socio-demographic situation is changing and where there is a growing desire to promote linguistic and cultural diversity. Therefore, it seemed appropriate to study the practices, policies and systems in place in Canada to promote official languages and second-language learning.

It is in this context that the Senate Committee began its study, which includes both a Canadian perspective and an international perspective. When it began its study, the Senate Committee set ambitious objectives:

- To examine the practices, policies and systems in place in Canada to encourage second-language learning by young Canadians and in the schools.
- To examine the practices, policies and systems in place in Canada to encourage second-language learning by immigrants.
- To examine the practices, policies and systems in use in other countries to encourage second-language learning, specifically in situations with two or more languages, and to ensure the advancement of official languages.
- To identify the main challenges in this area.
- To identify good practices in this area.
- To make recommendations to the federal government that will encourage second-language learning and will advise those involved on the main challenges and the best practices in this area.
- To make recommendations to the federal government that will advance official languages in a context of linguistic duality and plurality.

This first report summarizes the Canadian portion of its study. The Senate Committee heard from witnesses representing a variety of interests, including those of educational institutions, government officials, researchers, young people, parents, teachers, the media and non-profit organizations.

Many of the observations made in this report echo those made by the House of Commons Standing Committee on Official Languages, which published a report last year on French second-language education programs in Canada.[1] The same challenges occur from year to year. The federal government has not made any new commitments for second-language learning. In fact, its investments have even decreased in certain areas. As a result, there is a need to take steps to overcome these barriers, from measures in the classroom to measures for national coordination. These measures must be based on existing good practices. Some of these good practices have been highlighted in this report.

It is important to acknowledge from the outset that the first immersion programs were introduced here, in Canada. There are also other types of second-language learning programs, which vary from province to province. There are core programs, where a set number of hours are allocated to second-language learning. There are intensive programs, where a higher number of hours are allocated to second-language learning and where exposure to the second language is concentrated over a certain period of time. And then there are immersion programs, which are becoming more and more popular across the country. In some areas, learning a second language is mandatory, while in others it is optional. Sometimes second-language learning begins at a very young age, and other times it is introduced in a later grade. This report identifies the primary characteristics of these programs and provides statistics on enrolment.

As part of its study, the Senate Committee wished to answer the following questions:

How is second-language learning promoted in a context of linguistic duality or plurality?

What are the characteristics of various systems of education and how do they encourage such learning?

What is the preferred age for second-language learning to start?

Which social factors contribute to this kind of learning?

Which pedagogical factors must be considered?

What lessons can be learned from the practices, policies and systems already in place?

Can good practices be identified to guide those involved in second-language learning?

Canada is a good example, but it is not the only country with policies in place to promote official languages and second-language learning. In Europe, many countries are open to linguistic diversity and welcome new arrivals. They have implemented education programs to encourage residents to learn other languages. In the second part of this study, the Senate Committee intends to identify possible solutions to the barriers that exist in Canada. It intends to study the practices, policies and systems in place abroad, in countries with two or more official languages.

The Senate Committee's report is divided into three chapters. The **first chapter** provides a general overview of Canada's linguistic situation, education as a shared jurisdiction, and the legislative and policy frameworks in place. It looks at the evolution of bilingualism and differentiates between teaching French as a second language and English as a second language. The **second chapter** summarizes the key challenges identified during the public hearings and draws attention to a series of good practices in Canada and around the world. The barriers to overcome are present both inside and outside the classroom, as well as in the areas of post-secondary education and national coordination. The **third chapter** proposes learning from best practices and strengthening our second-language learning and language policies. It also provides 10 recommendations to the federal government to improve the current situation.

The Senate Committee's recommendations are divided into four specific areas: active promotion of bilingualism; increased fluency in both official languages; innovative practices; and funding. The Senate Committee believes that the federal government has a leadership role to play in ensuring that bilingualism takes its rightful place as a fundamental Canadian value.

> *"The value of learning Canada's official languages within our pluri-lingual context is unparalleled. A focus on the ways in which languages can support and inform the learning of English or French is important. The focus on the integral relationship between language and culture also needs greater emphasis but, more importantly, the focus on developing a strong Canada, populated by pluri-lingual, pluri-cultural citizens who are prepared to participate in the global community that our world has become."*
>
> **Canadian Association of Second Language Teachers, *Evidence*, 6 May 2013, pp. 51–52.**

Chapter 1 – Overview of the situation

This first chapter intends to provide an overview of the linguistic situation in Canada, education as a shared jurisdiction, and the legislative and policy frameworks in place. It examines the evolution of bilingualism in Canada and provides recent statistics on this topic. It also provides an overview of English second-language and French second-language programs in Canada and explains how they are different.

1.1 At a glance: Canada's linguistic situation

In Canada, the most recent census data show that our socio-demographic and socio-linguistic landscape is changing. From one census to the next, the linguistic characteristics of Canadians change a great deal. In 2011, more than 200 languages were reported.[2] About 20% of Canadians reported speaking a language other than English or French at home. These other languages include immigrant languages, Aboriginal languages and sign languages. These figures show Canada's great linguistic diversity.

Despite this great linguistic diversity, the fact remains that English and French are Canada's two official languages and they represent a key way for new arrivals to integrate into Canadian society. In 2011, nearly 98% of Canadians reported that they could conduct a conversation in one or other of the official languages.

The appeal of official languages is clear. However, the overwhelming majority of immigrants (98%) turn to English when they settle outside Quebec. The imbalance between the English-speaking and French-speaking population continues to grow, especially in terms of the number of speakers. However, the number of people for whom French is their first official language increased in a number of places between 2001 and 2011. Across Canada, close to 10 million people—or 30% of the population—said that they had a knowledge of French in 2011. In this context, strategies to promote French-language learning outside Quebec are important to maintaining the demographic proportion of francophones. In Quebec, provincial government policy requires immigrants to attend school in the language of the majority.

1.2 At a glance: shared jurisdiction over education

Under the Constitution of Canada, education is primarily an area of provincial jurisdiction. This is true of both primary and secondary education. However, the Government of Canada can support language learning by virtue of other powers granted to it by the Constitution. As a result, since the early 1970s, complementary funding has been provided to the provinces and territories in order to promote second-language learning.

The Enhancement of Official Languages Program (EOLP) under Canadian Heritage has three components:[3]

- The **Promotion of Linguistic Duality** component, which aims to promote a better understanding and appreciation of linguistic duality and to bring members of the two official language communities closer together. In 2012–2013, Canadian Heritage invested $4.3 million in this area.
- The **Second-Language Learning** component, which aims to promote a working knowledge of both official languages for young Canadians. In 2012–2013, Canadian Heritage invested $111.6 million in this area.
- The **Language Rights Support** component, which aims to recognize and clarify the language rights outlined in the Canadian Constitution. In 2012–2013, Canadian Heritage invested $0.3 million in this area.

As part of the Second-Language Learning component, Canadian Heritage provides opportunities to learn English or French as a second language and to increase awareness of the cultures of the two official-language communities. Funding for this component is granted through a protocol signed between the Government of Canada and the Council of Ministers of Education, Canada (CMEC). This protocol covers the following points:

- **Federal–provincial/territorial agreements** for minority-language education and second-language instruction;
- The **Explore** and **Destination Clic** bursary programs, which give young Canadians the opportunity to increase their proficiency in either their first or second language as part of a three- to five-week immersion program during the summer;
- The **Odyssey** language monitor program, which gives young Canadians the opportunity to support second-language learning or minority-language education by working in primary, secondary or post-secondary institutions.

Under the terms of the current protocol, which covers the period from 2013–2014 to 2017–2018, the federal government has committed to investing $1.3 billion over five years for these three components.[4] About one-third of this amount is allocated to second-language learning under federal–provincial/territorial agreements. Bilateral agreements are also being negotiated with each province and territory.

1.3 At a glance: the legislative and policy frameworks

Since 1969, Canada has recognized both English and French as official languages. In 1982, the official status of these two languages was entrenched in the Constitution. The quasi-constitutional status of the *Official Languages Act* of 1988 has been upheld many times by the courts. The federal government's obligations to promote official languages and language learning are outlined in Part VII of the *Official Languages Act* and section 16 of the *Canadian Charter of Rights and Freedoms*. Subsection 43(1) of the *Official Languages Act* gives the Minister of Canadian Heritage eight specific areas of responsibility, including these four:

- Encourage and support the learning of English and French in Canada.
- Foster an acceptance and appreciation of both English and French in Canada.
- Encourage and assist provincial governments to provide opportunities for everyone in Canada to learn both English and French.
- Encourage the business community, labour organizations, voluntary organizations and other organizations or institutions […] to foster the recognition and use of [English and French].

While minority language education rights are protected by section 23 of the *Canadian Charter of Rights and Freedoms*, official-language education is not protected by a similar statute. However, the Government of Canada has supported official-language learning since the early 1970s.

The provinces and territories exercise their powers within the legislative jurisdiction outlined in the Constitution. The language frameworks vary considerably from one province or territory to the next, and the same can be said of the education systems. The provinces, territories and school boards are left to develop their own legislation and policies on official-language learning. There are significant gaps across the country. **Access is not equal everywhere**.

1.4 The evolution of bilingualism in Canada

To ensure that the findings presented in this report are properly understood, it is important to provide an overview of the evolution of bilingualism in Canada. The following subsections present some recent statistics relating to this topic.

1.4.1 The 1960s to today

Bilingualism by the numbers

In 2011, 17.5% of Canadians—5.8 million people—said they could conduct a conversation in both English and French.

In terms of knowledge of both official languages, 17.5% of Canadians reported being able to conduct a conversation in both English and French in 2011. The proportion of people who report being able to conduct a conversation in both official languages has increased overall since 1961, when it was 12.2%, but it decreased slightly between 2001 and 2011, going from 17.7% to 17.5%. When asked to comment on these statistics, a Canadian Parents for French (CPF) representative pointed out that, while the

proportion of bilingual people had decreased between 2001 and 2011, the number of bilingual Canadians had increased (from 5.2 million to 5.8 million).[5]

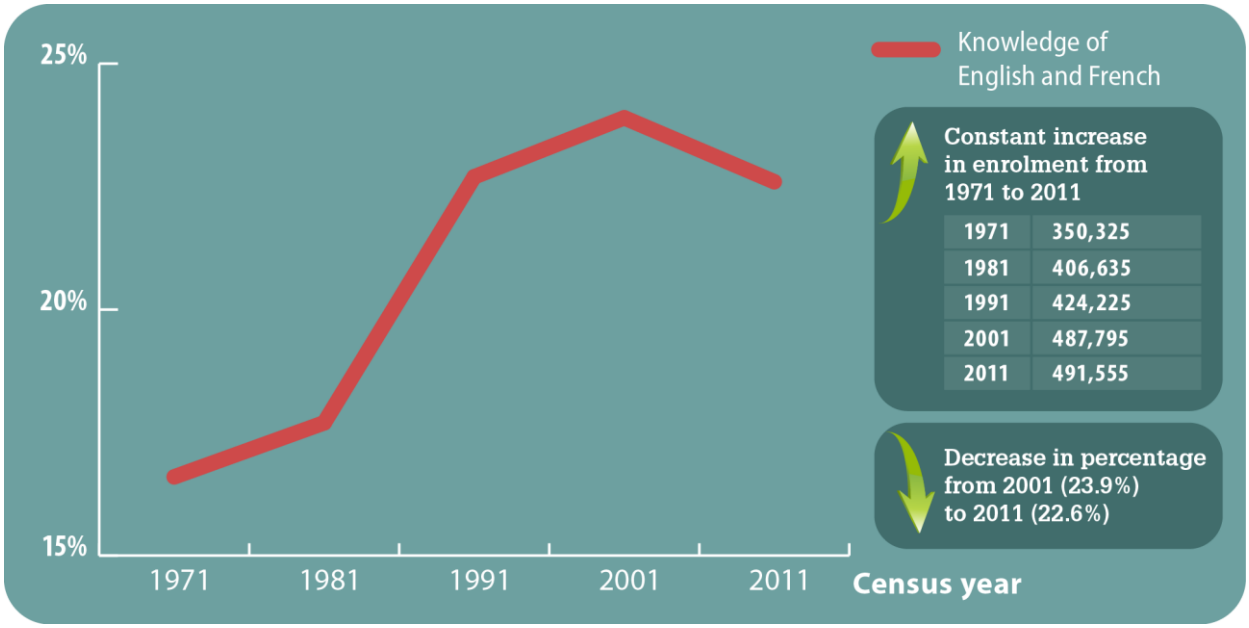
The highest bilingualism rates are in Quebec, Ontario and New Brunswick, which are all regions where members of the two language communities interact with each other regularly. They are also high among anglophones and francophones in minority communities. Bilingualism in Quebec has evolved differently than bilingualism in the other provinces and territories. In fact, bilingualism rates have increased steadily in Quebec, the only francophone province in Canada, going from 25.5% in 1961 to 40.8% in 2001 to 42.6% in 2011. In the other provinces and territories, the bilingualism rate went from 6.9% in 1961 to 10.3% in 2001 to 9.7% in 2011.[6]

Statistics Canada identified two factors that help explain the recent decrease in bilingualism: the proportion of students in French second-language programs was shrinking, while the immigrant population was growing.[7] The English–French bilingualism rate remains low among immigrants outside Quebec. In Quebec, immigrants have a higher rate of English–French bilingualism, and often speak an additional language as well.

1.4.2 Bilingualism among youth

The most recent census data available show that 22.6% of Canadians between the ages of 15 and 19 had a knowledge of both official languages in 2011. As shown in the following figure (Figure 1), this percentage increased steadily between 1971 and 1991, and then peaked. However, the number of young people aged 15 to 19 with a knowledge of English and French has increased steadily, going from 350,325 in 1971 to 491,555 in 2011.

FIGURE 1 – EVOLUTION OF BILINGUALISM AMONG CANADIANS AGED 15 TO 19 (IN %), 1971 TO 2011



Source: Statistics Canada, Census of Population, 1971 to 2011.

Outside Quebec, the bilingualism rate remains low among young anglophones. Between 2001 and 2011, it decreased from 17% to 14%. The second-language retention rate tends to peak while young people are in school and then drop as they age. A Statistics Canada study published in May 2013 explained the situation as follows:

> [M]any Anglophones outside Quebec do not retain their bilingualism as they grow older. For example, take the 15- to 19-year-old Anglophones outside Quebec in 1996, whose rate of bilingualism was 15%—their rate of bilingualism five years later (when they were 20 to 24) had dropped to 12%. Ten years later (in 2006, when they were 25 to 29) their rate was 10%, and 15 years later (in 2011, when they were 30 to 34) it was 8%.[8]

The peak period for bilingualism among young anglophones is reached between 15 and 19 years of age. This applies especially to those who attended core French second-language programs. Among young francophones in Quebec, the trend is the opposite: their highest rates of bilingualism occur during their twenties, when they are entering the labour market. As for young anglophones in Quebec, they have higher English–French bilingualism rates than elsewhere in the country. Their rate of bilingualism increased from 48% to 52% between 2001 and 2011.

1.4.3 Support for bilingualism

Bilingualism has many advantages, not only economically and socially, but also as regards cognitive development. It is not just individuals who benefit from bilingualism; the entire public sphere benefits.

From an **economic** standpoint, bilingualism creates opportunities and improves job prospects. Often, bilingual people have higher paying jobs. Being bilingual opens more doors to post-secondary education. Research has also shown that bilingualism facilitates trade. The Conference Board of Canada published a study to that effect in June 2013.[9] Bilingualism results in economic spinoffs, not only in terms of human capital, but also as regards the private sector and trade.[10] Knowing French stimulates trade with francophone countries.[11] A study carried out by the Commissioner of Official Languages for New Brunswick confirmed these findings, and added that bilingualism also facilitates tourism.[12] The Ambassador of Switzerland to Canada also supported these findings, saying that the economic success of his country was based in part on the developed language skills of the population.[13]

Economic benefits

- *Increases job prospects*
- *Increases median income*
- *Increases trade opportunities*

Cognitive development benefits

- *Increases creativity, critical thinking skills, mental dexterity and concentration*
- *Decreases the effects of aging*
- *Makes learning other languages easier*

Research has also shown that bilingualism improves **cognitive development**. People who can speak a second language generally find it easier to learn a third or even a fourth language.[14] Bilingualism also increases mental dexterity.[15] Studies have shown that it may

decrease the effects of aging on the brain and help delay cognitive diseases such as Alzheimer's.[16] It also improves creativity, critical thinking skills and concentration.

From a **social** perspective, bilingualism is an asset because it encourages interactions among language communities.[17] It contributes to national cohesion and makes it easier for people who speak different languages and come from different cultural backgrounds to communicate with each other.[18] It leads to a greater openness to the world. Bilingualism may also beneficial in terms of self-confidence, interpersonal relationships and interest in travel.[19]

Social benefits

- *Contributes to national cohesion*
- *Allows for communication among various people from various cultures*
- *Increases openness to the world*

Large segments of the Canadian population support bilingualism. This support is greater than it was 45 years ago. Ideas have changed, and many people now believe that linguistic duality is one of our fundamental values. In Alberta, for example, initiatives such as Bonjour Alberta promote closer partnerships between francophones and francophiles.[20] Across the country, more and more people are expressing their enthusiasm for and attachment to the two official languages. Many people believe they are at the heart of the Canadian identity. According to the Commissioner of Official Languages:

> [T]here are a lot more Canadians who appreciate hearing and listening to French in public places or at public ceremonies and who understand it, even though, according to the census, they say they cannot carry on a conversation. At least they understand. Those who cannot understand French feel that the use of French at official public ceremonies is part of Canada's identity, and that constitutes a change in attitude.[21]

Witnesses identified a number of persistent myths that need to be exposed. A representative from CPF described the situation as follows:

> It is necessary to always repeat the same message for every generation and to make the point that bilingualism will never be anything but an asset, that it will never disadvantage you, for example. It bears repeating that learning a second language makes it easier to learn a third and a fourth language. And doing that takes a considerable amount of money, because it involves building awareness nationwide and repeating the same message regularly. For an effort like that to be successful, the support of all levels of government is necessary.[22]

1.5 Official-language instruction in Canada

The types of second-language programs offered in Canada vary a great deal. The sections below describe the existing programs for teaching French as a second language and English as a second language.

1.5.1 French second-language instruction outside Quebec

It is difficult to provide an accurate and detailed description of French second-language programs offered outside Quebec due to the fact that there are no national standards and each school system compiles data differently. In some places, second-language learning is mandatory, while in others it is optional. In some areas it starts at a young age, while in others it is introduced in a later grade. Various models are offered: core programs (also known as basic programs in some provinces), intensive programs and immersion programs.

The vast majority of students in French second-language programs are enrolled in **core programs**. The effectiveness of these programs depends on the number of hours of instruction, as well as on accessibility. Some provinces do not have policies in place to encourage students to learn French. Enrolment in core programs has decreased over the last few years. The number and type of programs also vary greatly. A brief submitted by CPF provided a list of French second-language requirements by province and territory.[23] French second-language classes are mandatory in Yukon (grades 5 to 8), Ontario (grades 4 to 9), Quebec (K-Secondary V), New Brunswick (K-10),[24] Nova Scotia (grades 4 to 9), Prince Edward Island (grades 4 to 9) and Newfoundland and Labrador (grades 4 to 9). It is optional in British Columbia and Manitoba, where a second language is mandatory but French is just one of the options (grades 5 to 8). Alberta, Saskatchewan, the Northwest Territories and Nunavut do not have second-language policies.

What is the core program?

The second language is taught as a subject and is part of the regular course schedule. The number of hours of second-language instruction does not exceed 25% of the total instruction time and varies from province to province. This type of instruction is sometimes mandatory, sometimes optional.

What is the intensive program?

The intensive program takes a pedagogical approach to second-language instruction based on recent research in neurolinguistics (a neurolinguistic approach). The program is usually offered in grades 5 and 6 and can be offered in secondary school. Models vary from one school board to another. The most common model is five months of regular instruction and five months of intensive second-language instruction. The number of hours of second-language instruction accounts for 25% to 75% of total instruction time.

Over the last 15 years, a number of intensive second-language programs have been developed. They first appeared in Newfoundland and Labrador, but **intensive programs** have gained popularity and are now available across the country. Since intensive French programs were first offered in Canada in 1998, around 62,000 students have participated in them.[25] In general, they begin in the later grades of primary school and take place over a concentrated period of time. The number of hours of instruction is higher than regular core programs, but lower than immersion programs. Data on school attendance do not make a distinction between students who are in core programs and students who are in intensive programs. In total, these two programs account for 85% of Canadian students enrolled in a French second-language program.[26]

Immersion programs have proven to be very effective and are becoming increasingly popular in most provinces and territories. People are seeking out these programs more and more. In the words of the Commissioner of Official Languages,

> French immersion has been one of the most successful educational experiments in Canadian history. It has been praised as the most popular language program ever recorded in professional language-teaching literature.[27]

What is the immersion program?

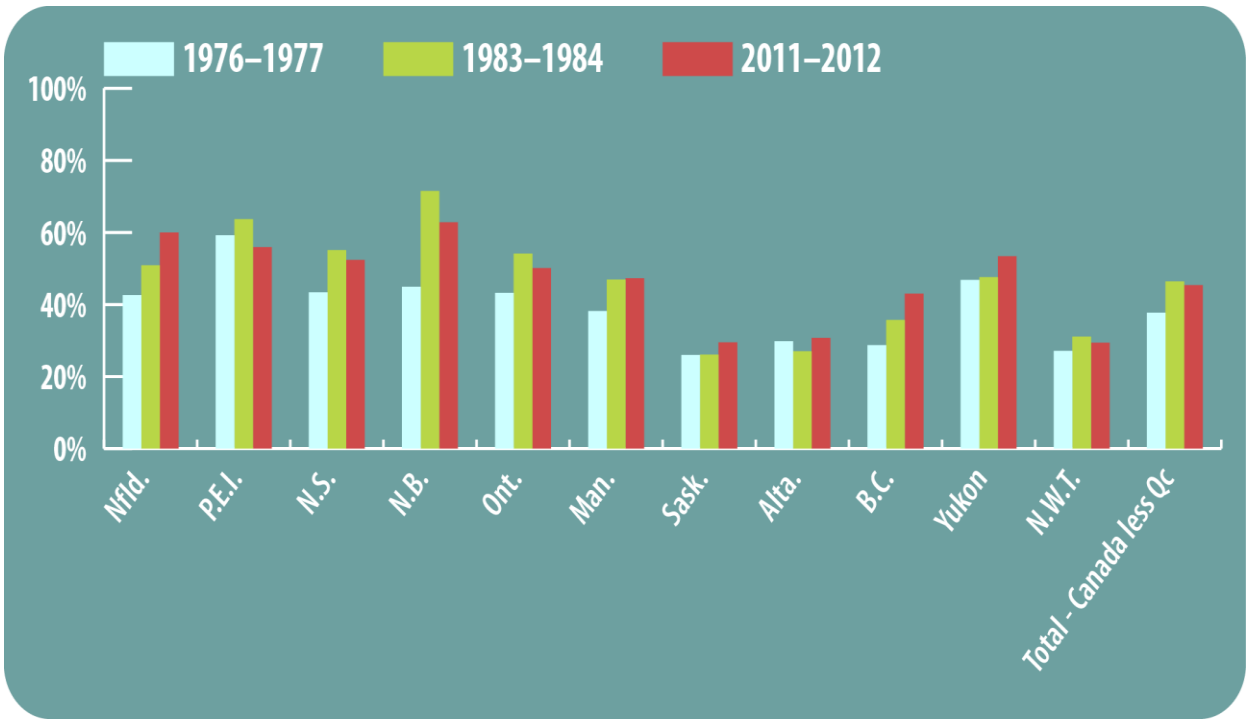
In immersion programs, the second language serves as the language of instruction for all subjects. Immersion can be early (kindergarten onward) or late (Grade 6 onward). French immersion programs are available in all provinces and territories.

Witnesses emphasized that steps must be taken to increase the number of places available, to support access to these programs, to facilitate transportation and to develop educational resources. In some ways, immersion programs are the victim of their own success. Many parents find they have to line up to enrol their children in these programs. Demand exceeds supply in many areas across Canada. In some schools, enrolment is based on a lottery system. However, immersion programs are still seen in a very positive light. The Minister of Canadian Heritage and Official Languages, Shelly Glover, attended a French immersion program. In total, immersion programs represent approximately 15% of Canadian students enrolled in a French second-language program.[28]

Every year, Canadian Heritage compiles data on enrolment in second-language programs in the majority-language education system. The following figures (Figure 2 and Figure 3) show the changing enrolment in French second-language programs and French immersion programs in all the provinces and territories, excluding Quebec. These data do not distinguish between core programs and intensive programs. No data are available for Nunavut. It is immediately apparent that French second-language programs have become increasingly popular since the mid-1970s. This is especially true of French immersion programs.

The data in Figure 2 show the percentage of enrolment in all types of French second-language programs, from core programs to immersion programs. In all of the provinces and territories (excluding Quebec and Nunavut), enrolment figures have increased steadily, going from 1.5 million in the mid-1970s to 1.6 million in the mid-1980s to 1.7 million in 2011–2012. That said, French second-language programs decreased by 1% on average across the country between 1983–1984 and 2011–2012, dropping from 46.4% to 45.4%. In general, the situation is not the same in each province and territory. The most significant increase in the proportion of students enrolled in French second-language programs took place in Newfoundland and Labrador, British Columbia and Yukon. The most significant decrease took place in Prince Edward Island.

FIGURE 2 – EVOLUTION OF THE PROPORTION OF STUDENTS ENROLLED IN FRENCH SECOND-LANGUAGE PROGRAMS (IN %), 1970S TO TODAY

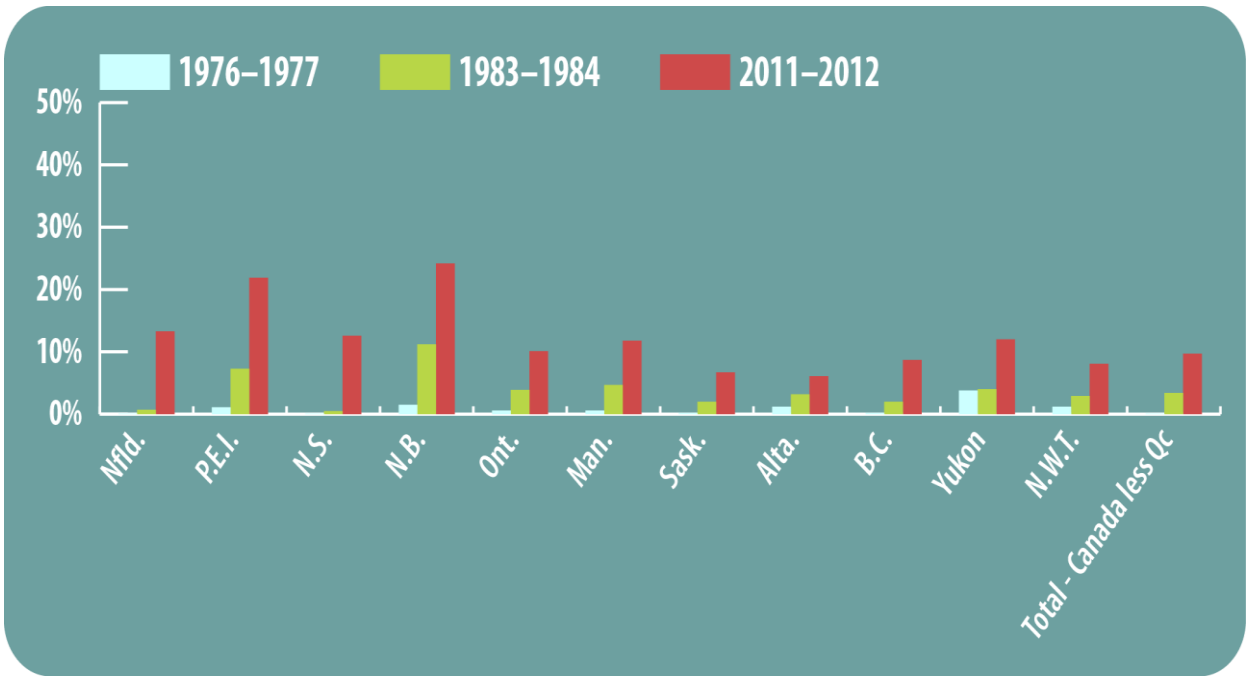


Sources: Canadian Heritage, *Official Languages Annual Report 2010–11, Volume 1: Official Languages Support Programs*, Ottawa, 2012, pp. 28–31; Canadian Heritage, *Official Languages Annual Report 2012-13*, Ottawa, 2014, pp. 27–29.

Despite these long-term gains in enrolment, some provinces have experienced a downward trend in enrolment in French second-language programs in recent years. Census data show a decrease in the proportion of young people aged 15 to 19 outside Quebec who are exposed to French second-language instruction. This proportion decreased from 53% to 44% over the last 20 years for students enrolled in core French programs in public schools.[29] Furthermore, second-language retention rates drop significantly when young anglophones enter the labour market; students who graduate from French immersion programs generally maintain their bilingual capacity for a longer period of time.[30]

The data in Figure 3 represent the percentage of students enrolled in French immersion programs. Across the country, there is a steady increase in enrolment, both in number and in percentage. While there were close to 5,000 anglophone students enrolled in French immersion programs in the mid-1970s, enrolment increased to around 120,000 students in the mid-1980s and it is now approximately 350,000.[31] French immersion programs across the country have increased on average by roughly 10% over 40 years, going from 0.1% in the mid-1970s to 9.7% in 2011–2012. The most significant increases took place in the Atlantic provinces, in Manitoba and in Yukon.

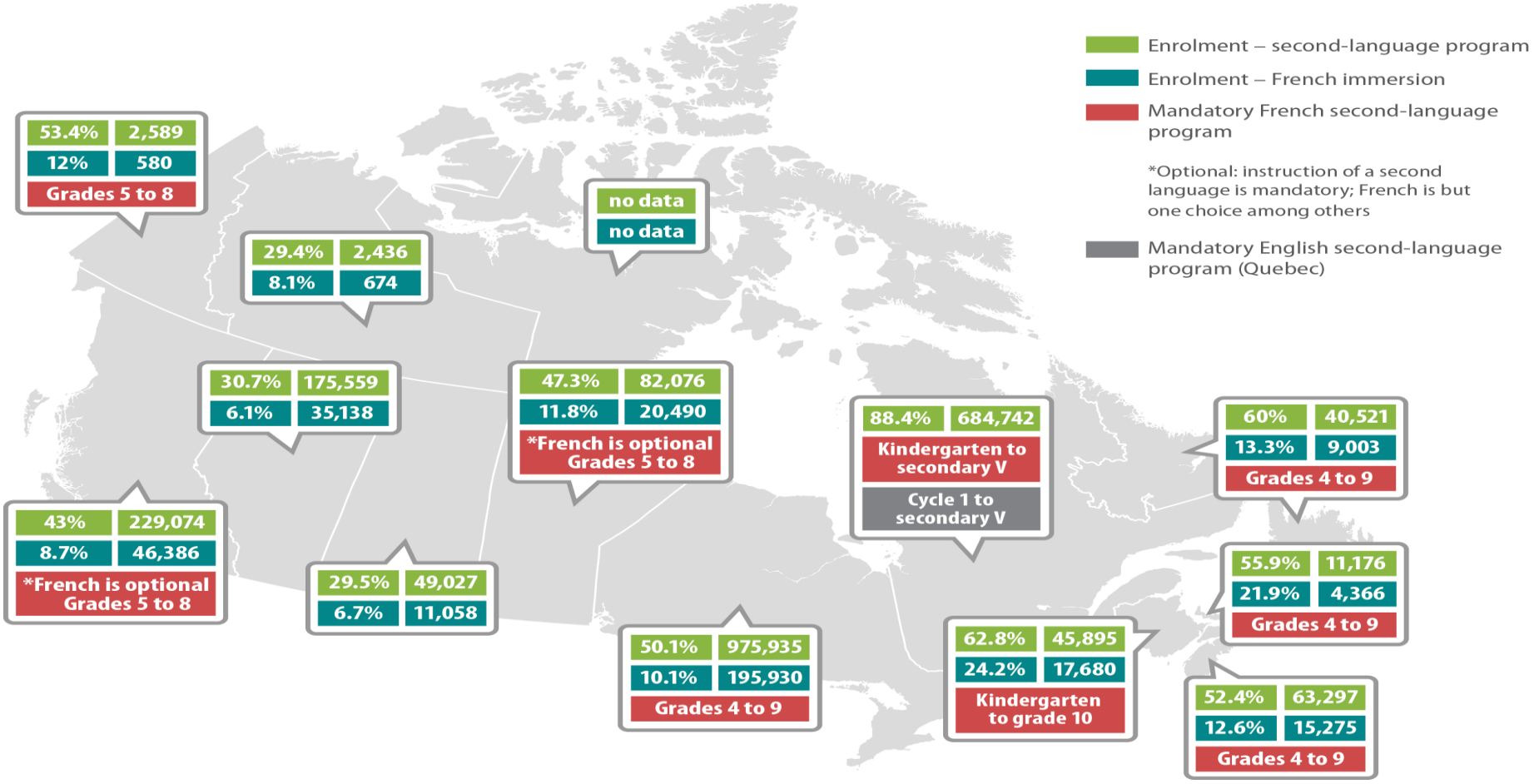
FIGURE 3 – EVOLUTION OF THE PROPORTION OF STUDENTS ENROLLED IN FRENCH IMMERSION PROGRAMS (IN %), 1970S TO TODAY



Sources: Canadian Heritage (2012), pp. 28–31; Canadian Heritage (2014), pp. 27–29.

The next figure (Figure 4) provides an overview of the French second-language programs offered across the country in 2011–2012. It indicates enrolment numbers and percentages for all French second-language programs, as well as all French immersion programs. It shows the areas where French second-language programs are mandatory and includes data for English second-language programs in Quebec. In some cases, as in British Columbia and Manitoba, second-language programs are mandatory, but French is one option among many.

FIGURE 4 – SECOND-LANGUAGE PROGRAMS, PROVINCES AND TERRITORIES, 2011–2012



Sources: Canadian Heritage (2014), pp. 27–29; CPF, *An Overview of French Second Language Education in Canada*, Submission to the Standing Senate Committee on Official Languages, December 2013, p. 9; Government of New Brunswick, *Making the Choice of Learning French*.

1.5.2 English second-language instruction in Quebec

In the case of Quebec, the language of the majority is surrounded on all sides by English-speaking North America. The teaching of English in schools has been the subject of much debate in Quebec, with parents, education professionals and government officials all weighing in. In Quebec, francophone students are introduced to English second-language programs in their first year of primary school, and they continue these programs until their last year of secondary school.

Success story: introducing students to the English language in Quebec

In 2006, the Government of Quebec implemented a program to introduce Grade 1 students to the English language. This measure gained support from parents, teachers and school administrators. The program was simple to implement, and had been tested and evaluated before it was launched in all primary schools.

In 2006, an English second-language program for Grade 1 students was implemented in all primary schools in Quebec. The program is for students who are six and seven years old and it focuses on **introducing students to the English language**. Recent research shows that this program has proven to be relevant, simple to implement and appreciated by parents, teachers and school administrators.[32]

In 2011, pilot projects were developed for **intensive English second-language instruction** in grades 5 and 6. According to data published in a report released by Quebec's Conseil supérieur de l'éducation, 236 out of a total of 1,715 francophone public schools offered intensive English second-language programs in 2013–2014, with roughly 1,300 Grade 5 students and just under 9,000 Grade 6 students participating.[33] These schools offered more than 300 hours of intensive English instruction in either Grade 5 or Grade 6, and most of them (60%) used a structure with five months of regular instruction and five months of intensive English instruction. However, there are 10 or more different models currently in use across the province.[34] These programs are not offered in all regions of Quebec, and up to 15% of students enrolled in francophone school boards have access to them.[35]

In May 2014, the Centre for Research and Expertise in Evaluation of the École nationale d'administration publique (ÉNAP) published a series of three reports on intensive English second-language instruction in Quebec.[36] Overall, the study showed that there was considerable interest in participating in intensive English second-language programs, but a number of factors can affect whether they are implemented or not. The challenges are similar to those facing French second-language programs outside Quebec: integrating students with learning difficulties, recruiting and retaining teachers, and addressing the lack of financial resources. In addition, the issue has become politicized, which has prevented intensive programs from being introduced on a larger scale. The ÉNAP researchers concluded that the Government of Quebec's recent efforts to improve English instruction at the primary level is a step in the right direction, but that it could do more. They suggested increasing the number of hours of instruction and the availability of programs in all the regions of Quebec so that young people can become fluently bilingual.[37]

Quebec does not offer English immersion programs. Most of the students in the province, including young immigrants, are required by law to attend school in French. However, French immersion programs have existed within Quebec's anglophone public school network since the mid-1960s. The first such programs were established in Saint-Lambert on Montreal's South Shore, and they proved to be very successful. In fact, their success helped to inspire the rest of Canada, as well as other countries around the world, to implement immersion programs. At the primary school level, between 50% and 80% of the teaching in immersion programs in the anglophone public school system is in French.[38] At the secondary school level, French instruction ranges from 38% to 73% of class time.[39]

Anglophone communities in Quebec recognize that the support they receive from the federal government, through the Canada–Quebec agreement on minority language teaching, plays a significant role in increasing English–French bilingualism. The Montreal English School Board has chosen to make bilingual education its top priority.[40] Bilingualism is a determining factor in whether young anglophones in Quebec can find employment. However, depending on where they live, young anglophones may not have equal access to opportunities to become more fluent in French. Anglophone communities are also concerned about declining enrolment in regular programs in the anglophone school system, although this trend is more pronounced in some areas than others. Many anglophone parents would rather send their children to school in French than in English, because they want to ensure their children can speak French fluently. As mentioned earlier, young anglophones in Quebec are among the most bilingual people in all of Canada.

> *"Could we talk about a single voice from one province and one territory to another? Does being bilingual in Nova Scotia mean the same thing as it does in Montreal, in Quebec, or in British Colombia? We need a national tool."*
>
> **Canadian Association of Immersion Teachers, *Evidence*, 9 March 2015, p. 22.**

Chapter 2 – Overcoming obstacles: from the classroom level to the national level

During its public hearings, the Senate Committee heard complaints about the challenges that exist on the ground in terms of promoting official languages and second-language learning. The findings presented in this second chapter are applicable to most of the provinces and territories. The challenges have been grouped into three categories: in the classroom, outside the classroom, and national coordination. This chapter also presents the best practices witnesses shared with the Senate Committee.

2.1 In the classroom

Obstacles to official-language promotion and learning in the classroom appear very early on and involve such issues as student motivation, educational resources and support for teachers. There are also challenges related to the various student profiles, the fact that some students may be learning two or more languages, the ideal age to begin second-language learning, and the number of hours of teaching to be allotted.

2.1.1 Student motivation

When seeking best practices in official-language promotion and second-language learning, there is a key factor in every instance: the intrinsic and extrinsic motivation of individuals. In other words, why do they personally want to learn another language, and what social factors are influencing their decision?

The situation has improved a great deal in Canada over the past several decades, but some prejudices about bilingualism have not yet been laid to rest. Once people understand the advantages associated with bilingualism, their interest increases. One of the key challenges for Canada is to raise awareness of the importance of learning the other official language. Another challenge is to develop self-confidence among young people. They must build on their ability to express themselves in the other language.[41] The statement made by a LEARN representative summarizes the situation well:

> It is not only fun. It is the reading, the writing, the listening and the speaking, be it through starting with pictures, but it is the relevance, the authenticity and the pleasure, regardless of the language.[42]

Student motivation is often higher in regions where the two language communities interact frequently and in areas that value official-language learning. Therefore, another challenge is to provide opportunities for students to use their second language.[43] They need to see how a second language is useful and they need to feel capable.[44] A teacher from Newfoundland and Labrador spoke highly of the intensive programs, which are very popular in that province, because they increase student motivation.[45] Many students are also motivated by the fact that learning a second language opens up opportunities around the world.[46]

2.1.2 Educational resources

Some witnesses said that more resources need to be dedicated to developing educational tools designed to meet the needs of children today. Some pointed out that other jurisdictions could be a source of inspiration, especially as regards minority francophone schools. Representatives from the Canadian Teachers' Federation (CTF) recommended adopting a common Canadian framework for second-language instruction, modeled on the Pédagogie à l'école de langue française (PELF) initiative developed by the provincial and territorial ministries of education, which is tailored to the needs of staff teaching in minority francophone communities.[47]

It is also important to ensure that students develop all aspects of their language skills (speaking, writing, reading and listening). Interaction is a key factor in motivating students to succeed, in part because it encourages the use of student-focused educational techniques. Using new technologies and social media is one way of doing so, and using material designed for and by Canadians is another.[48] Encouraging students to take initiative themselves is another key factor. In short, it is essential to have modern educational resources that students can relate to.

2.1.3 Teachers

The success of second-language learning programs is determined by the support offered to teachers. Nearly all witnesses agreed on this matter. They identified two key issues: staff shortages and training requirements.

2.1.3.1 Staff shortages

The public hearings revealed that there is a need to increase the number of qualified professionals in order to meet the increased demand, not only for immersion programs, but also for core programs. At this time, there are approximately 40,000 second-language teachers in Canada.[49] The shortage of teachers is particularly pronounced in rural areas[50] and in the Western provinces,[51] but is less of an issue in Ontario and New Brunswick.[52] This shortage means that second-language programs might not be offered.[53] Methods must be identified to attract and retain teachers. Witnesses proposed several creative solutions to address this issue, such as the one described by this CPF representative:

> At the same time, school districts are pursuing creative strategies. They are engaging in teacher exchanges between provinces. For example, a cadre of teachers is going from B.C. to Quebec to teach English in schools there. They are bringing teachers over for one- or two-year secondments. We are trying to be creative, but the shortage of teachers is acute, no doubt. [54]

The Commissioner of Official Languages suggested similar measures when he last appeared before the Senate Committee.[55] He said some regions were taking steps akin to those taken in the film *The Grand Seduction*.[56] The President of the Canadian Association of Immersion Teachers (CAIT) spoke of the importance of promoting French second-language teaching as a career choice to students who had taken French immersion.[57] A program consultant for Nova Scotia programs said that the possibility of a shortage of core French teachers in the province is a constant threat.[58]

In addition, if Quebec were to decide to pursue the implementation of intensive English programs in all schools, estimates show that there would not be enough qualified teachers to meet the demand. This is one of the key barriers to seeing these programs launched across the province.[59]

2.1.3.2 Training requirements

Training requirements are also an important consideration, as is the quality of the programs being offered. Many witnesses called for increased support for training teachers who specialize in second-language teaching so that there are enough qualified professionals to meet the growing demand. Some witnesses criticized the working conditions for second-language teachers and asked that measures be taken to promote the value of the second-language teaching profession and to invest in training. According to the President of the CTF, the working conditions for second-language teachers in some areas are atrocious.[60] An ÉNAP researcher made the same observation.[61]

Teachers need to feel better supported in their work so they, in turn, can better support their students as they learn. A representative from LEARN referred to the importance of developing self-confidence among teachers, which can take up to five years.[62] She added that training needs are more pressing in remote areas than elsewhere.[63] A teacher in Newfoundland and Labrador expressed the same idea and suggested encouraging partnerships with language organizations.[64] A French-language consultant in Alberta gave an example of providing funding for teachers so they can attend conferences in French.[65] She suggested standardizing second-language instruction across the country.[66] A researcher at the Université du Québec à Montréal (UQAM) recommended offering professional development sessions to teachers during the summer.[67] The Official Languages and Bilingualism Institute (OLBI) hosts summer university sessions that give French second-language teachers intensive professional development opportunities.[68]

2.1.4 Student profiles

Recent research has shown the time allocated to second-language instruction directly correlates to students' success rates. According to testimony heard by the Committee, the varied profiles of students must be taken into account when implementing second-language programs.

2.1.4.1 Immigrants

Witnesses pointed out that the needs of immigrants should be considered when implementing second-language programs. Immigrants are often overlooked in initiatives to promote and defend French as a second language. Those who do not speak English or French upon their

arrival have a hard time participating in initiatives to promote and defend French as a second language. A CPF representative revealed that there are not very many immigrants in French second-language programs.[69] However, studies show that they achieve the same results—or even better results—than anglophone students.[70] However, government policies tend to exclude immigrants, as a CPF representative explained:

> For instance, the policy [of] B.C.'s Ministry of Education states that all students must take a second language as part of the curriculum between grades 5 and 8, except where those students are identified as having special needs or are ESL students. Districts interpret this policy in different ways. In Victoria, where I am from, the language coordinator indicates that nearly every student taking ESL is exempt from taking French and that they take ESL during their French course.[71]

Outside Quebec, more and more allophone parents want their children to learn both official languages. But French second-language programs are unavailable in some cases, and in other cases the programs are available but immigrants are not aware of them. Approximately 80% of allophone parents do not receive any information about immersion programs.[72] More needs to be done, according to the President of the Canadian Association of Second Language Teachers (CASLT).[73] A witness from Manitoba suggested increasing the number of late immersion programs so immigrants can participate.[74] He also proposed promoting these programs in the language of newcomers to reach a wider audience.[75] A brief submitted by the CPF suggested laying the groundwork by ensuring that immigrants receive information on French second-language instruction as soon as they arrive in Canada and by implementing policies guaranteeing equal access to these programs.[76] According to the Commissioner of Official Languages, these measures will ensure that immigrants integrate smoothly into Canadian society.[77]

In Quebec, while immigrants are required to attend school in French, many of them would like their children to speak both official languages fluently, as this ÉNAP researcher testified:

> [O]ur research suggests that parents, from new and not so new immigrant communities, require those services and are aware of how important it is for their children to master the English language. … Those parents see the learning of English as a second language as a worthwhile investment in terms of employment, mobility, innovation and globalization.[78]

That said, the same researcher pointed out that immigrants have challenges to overcome with regard to intensive English programs, as English is often the third language for children whose parents immigrated to Canada.[79]

2.1.4.2 Students with learning difficulties

Integrating students with learning difficulties is one of the most significant challenges when implementing second-language programs. However, research shows that these students do not have lower language success rates than other students.

Still today, immersion programs are seen as something for the select few. The CAIT President called for more diversity within immersion programs:

> Our first instinct is often to keep students with learning disabilities out of immersion programs. Many people mistakenly think that immersion is for gifted students. However, research has shown that students with learning difficulties are no more at risk in an immersion classroom than they are in an English classroom. Having students start immersion in kindergarten and providing students experiencing difficulties with support measures ensure the greatest diversity within the immersion program.[80]

The earlier these students enter immersion programs, the greater their chance of success, as is the case for all students. That is why the CAIT President spoke in favour of increased access to students with learning difficulties.[81] An immersion teacher from British Columbia pointed out that having students with varying needs and levels of understanding is a normal part of teaching, and said that this is why she supports more inclusive programs.[82]

2.1.5 Additive bilingualism

It is a commonly held belief that learning a second language can take away from the first-language learning experience, but in fact studies show the opposite. Learning a second language makes it easier to learn a third and fourth language and does not detract from first-language knowledge. Some witnesses said that it was important to keep driving home the message that learning one language does not have a negative impact on learning another—to the contrary, it makes things easier. People need to know about the research carried out on additive bilingualism so they can see that these assumptions are not true. In the words of the CAIT President, “The effect of learning another language is additive.”[83]

Myths regarding learning another language abound in the case of students who are immigrants or who have learning difficulties. However, multiple studies have shown that bilingualism has many benefits, including social, economic, and cognitive advantages.

For students in minority francophone communities, research has shown that learning another language is not necessarily detrimental to their first-language learning experience. However, it is important to emphasize first-language learning from early childhood, according to a representative of the Commission nationale des parents francophones (CNPF).[84]

2.1.6 Ideal age

In general, people agree that learning a second language should be encouraged as young as possible. Recent research has shown that people who learn a second language at a young age have better pronunciation and intonation.[85] The CPF said in its written submission that it was in favour of early immersion, which is the fairest option for all student profiles.[86] However, a UQAM researcher, who created the approach used to develop the intensive French program, said the idea that early immersion is best is a myth.[87] Witnesses informed the Senate Committee that it is possible to learn the other official language later in life. An ÉNAP researcher said the ideal age was around eight or nine years old.[88] Other witnesses said official-language learning should be offered free of charge, at all times, anywhere in the country and to all Canadians.[89] In general, successful models are those that are adapted to the needs of learners and to the circumstances specific to the area in question.

2.1.7 Number of hours dedicated to learning a second language

Recent research has shown that student success rates increase as the number of hours of second-language instruction increase. A representative from the Fédération des comités de parents du Québec (FCPQ) said that most people need 1,200 hours of instruction to be able to communicate comfortably in a second language and 4,000 hours to be fully bilingual.[90]

Other witnesses said the teaching methods used were more important than the number of hours of instruction given. This distinguishes students with a good grasp of the language from students who lose the knowledge they acquire. The number of intensive models in the last few years has increased because of this view.[91] A second-language teacher pointed out that it is not easy to make a correlation between the language skills acquired and the number of hours dedicated to learning a second language:

> We have students spending a great amount of time — many, many hours — learning a second language, which we all realize is a challenge. In the end, however, I think that we all sometimes reflect and wonder why it is that our students are not more proficient with the language or is it that we have set expectations a little too high for them. [92]

One witness who is responsible for second-language programs in Nova Scotia said that the methods used in core programs rarely allow students to develop their capacity to communicate.[93] In general, students achieve better oral language skills in intensive programs and immersion programs.

2.2 Outside the classroom

Witnesses also agreed on another point: methods need to be identified to ensure that students can continue their learning outside the classroom. Authentic experiences, the possibility of pursuing second-language learning beyond high school and exchange opportunities all present challenges.

2.2.1 Authentic experiences

Students must feel motivated to use their second language in contexts beyond the classroom: with their friends, online, through media, cultural activities, etc. This is what is meant by the term “authentic experiences.” They are experiences in a school or extracurricular context that give learners an opportunity to use their second language, to immerse themselves in the history and culture of the other language community, to come into contact with that community and to participate in activities in that language.

2.2.1.1 Extracurricular activities

Once young people have the opportunity to use their second language outside the classroom, they have a better understanding of the benefits of learning a second language. Witnesses demonstrated that extracurricular activities that encourage students to use their second language can improve this understanding. A CPF representative made the following point:

> Second language learning is not limited to the classroom. It is important to have the chance to chat, outside school, to play games, to listen to music.[94]

A teacher from British Columbia agreed with this statement, while also suggesting that school staff interact in French in front of students and their parents, and that they provide them with a public space in French.[95] Through its program Franconnexion Sessions, the organization French for the Future provides free tool kits to French teachers in the English public school system so they can promote French outside the classroom.[96] The organization also creates local forums that bring French out of the classroom and help build bridges between francophones and francophiles.[97] Many witnesses said that schools should offer more cultural activities.

2.2.1.2 Language and culture

Witness testimony revealed that learning another language requires learning not only how to communicate in that language, but also how to understand the culture that goes with it. A CTF representative called for all Canadian students to have the option of learning the other official language and acquiring an understanding of the related culture.[98] He explained his proposal as follows:

> [Y]ou do not learn a language without having a reason to live in it. [99]

This aligns with the comments of the CAIT President:

> We know that cultural experiences often help young people understand why they are learning the second language[.][100]

A young Acadian appearing before the Senate Committee as a witness shared his own experience, saying **"to learn a language, you have to live the language."**[101] At the age of 12, after participating in a number of gatherings for young francophones across Canada and in the United States, he understood that he could experience French outside the classroom.[102] These experiences motivated him to continue learning French and to cultivate a sense of belonging to the French culture. But these experiences are hard to come by and must be encouraged:

> Investing in events that bring people together, cultural activities, job programs, et cetera, is therefore essential and provides students with an opportunity to put into practice the language learned at school.[103]

A teacher from Newfoundland and Labrador pointed out that it is difficult to teach culture online, but that there are ways it can be done successfully.[104]

Official-language minority communities play a key role in this area by creating ties with people who belong to the other language community. For example, in Nova Scotia, a partnership between students in French first-language programs and French second-language programs opened doors to exchange opportunities and to discovering Acadian

Success story: the Intergenerational Project

Three years ago, the Canadian Association of Immersion Teachers implemented the Intergenerational Project to pair young teachers with retired francophones. They meet with each other as part of activities that promote francophone culture, so the experience can then be passed on to the students. The project has been very successful. To date, it has been implemented in Ontario, Nova Scotia, Prince Edward Island, Alberta and Manitoba.

culture.[105] In Alberta, francophone artists visit schools through a program supported by the French Language Resource Centre (FLRC).[106] In Manitoba, students experience Franco-Manitoban culture when they attend the Festival du Voyageur and the Cercle de Molière.[107] The Executive Director of CAIT talked about its Intergenerational Project, which garnered attention during the public hearings.[108] The Commissioner of Official Languages recognized that partnerships between immersion schools and French-language schools are a good thing, but these relationships are quite rare for schools that are not close to Quebec.[109]

Learners who understand another person's culture often act as ambassadors to those around them. The organization French for the Future understands this dynamic, and holds a National Ambassador Youth Forum every year that brings together 30 Grade 11 students. They receive training in communication and leadership. At the end of the Forum, they must commit to acting as ambassadors for French in their own communities.[110] The Executive Director extolled the benefits of this program:

> We believe that those students are the best people to promote French. When a 17-year-old ambassador goes into a classroom to talk about bilingualism, the message is received differently by his or her peers than when it comes from a teacher or an adult encouraging them to keep up the good work. … From surveying former ambassadors, we know that at least 60 per cent of them take French in university.[111]

In short, learners feel supported in their learning when they have opportunities to interact with the other culture. This gives them a positive attitude, increases their sense of belonging and increases support for bilingualism.

2.2.1.3 The media

The public hearings revealed that the media has an important role to play in reinforcing (or devaluing) government policies as regards second-language learning. *In Quebec, for example, a number of newspapers spoke out against the widespread implementation of the intensive English program, even though the population clearly supported it*.[112] Witnesses told the Senate Committee that television and web-based tools can be part of second-language learning strategies. Teachers can use these tools in the classroom to support their work with interactive, rich and dynamic content.

The *Francolab* initiative that TV5 Québec-Canada told the Senate Committee about is one more tool available to promote French education and skills development in the Canadian context. Its objective is to provide authentic educational resources and audiovisual material, designed by and for Canadians, that meets the changing needs of its clients.[113] The TV5 representative shared that *Francolab*:

> has programs, vignettes, [W]eb series, quizzes and games and a lot of teaching material designed for the needs of teachers, with activities based on oral comprehension. We have videos, audiovisual montages, information sheets, additional content, texts, photographs and links that allow students and teachers to enrich their learning and teaching experiences.[114]

When the public hearings took place, TV5 was also working to develop self-directed learning tools, digital platforms for young people and television platforms for francophiles.[115]

The TFO media group is focusing on digital learning strategies and is collaborating closely with English- and French-language schools in Ontario. It provides educational resources to teachers and students through *TFO Éducation*. These tools can be used by teachers in the classroom, and they make it easier to continue learning at home.[116] The Director made the following point:

> [T]he usage of digital media in education is no longer limited to the classroom, but is well integrated into the whole spectrum of learning. What is more, this garners the participation of parents and other various community stakeholders, thus increasing its reach.[117]

Success story: TFO access in the classroom

In 2014, the Ontario Ministry of Education partnered with English-language school boards in the province to provide access to TFO Éducation services in the classroom. Guidelines based on the principles of the Common European Framework of Reference for Languages provide a framework for this service. Teachers use it regularly and appreciate it, according to a survey carried out last year. Content is developed for all types of French second-language programs.

TFO provides authentic content that is easily accessible and designed for students who speak French at all levels and showcases the diversity of the francophone community in Canada.[118] Witnesses also said that using closed-captioning while watching television is another practice that should be encouraged.[119] The Commissioner of Official Languages told the Senate Committee that television and radio provide second-language learning opportunities accessible to all Canadians.[120]

2.2.1.4 New technologies

In remote areas, new technologies are a source of hope for improvements to language policies and second-language learning. The President of the CASLT believes that all Canadian students should have access to virtual second-language classes.[121] As a CTF representative noted, we need to give ourselves the means and the tools to implement second-language strategies, and technology is one of those tools.[122] An ÉNAP researcher similarly argued that new technologies – especially Web 2.0 – should be put to use in second-language learning.[123]

Success story: online teaching in Newfoundland and Labrador

Newfoundland and Labrador began distance education about 20 years ago in order to reach remote areas. Distance education helps address the shortage of qualified teaching staff in these areas and enables more students to continue their second-language studies. At the same time, students are able to learn 21st-century skills. Online education is available in 135 schools across the province.

The Senate Committee met with an e-teacher of French from Newfoundland and Labrador, who explained that the Internet provides more opportunities to promote official languages and enables human resources and teaching staff to be shared across his province.[124] This use of the Internet has been very successful and has allowed everyone to emerge a winner. It facilitates language learning and opens students up to the world. Teachers can also take online training to learn more about how to use new technologies in the classroom. Post-

secondary institutions also provide distance training and professional development, which are important options for reaching potential teachers without requiring them to leave their region.[125] The same type of challenge exists in Quebec.[126]

2.2.2 Beyond secondary school

An additional motivation for students, cited by a number of witnesses, would be opportunities to continue learning their second language after high school.

2.2.2.1 A continuum of learning opportunities

The evidence heard shows that the various partners need to work together to provide a continuum of second-language learning opportunities to all Canadians, from schools to the labour market. In 2009, the Commissioner of Official Languages published a study that included nine recommendations for governments, universities and other key partners in order to create such a continuum.[127] The Commissioner argued that the federal government needs to work with the provinces and territories to help educational institutions offer more second-language programs and encourage students to take them.[128] Students who choose to continue studying in French at the post-secondary level increase their chances of working in French after graduation. For francophones, pursuing post-secondary studies in their mother tongue is a way to enhance the vitality of francophone minority communities. These communities have long supported the idea of a language-learning continuum.[129]

Not every region has post-secondary programs that offer these kinds of opportunities. Additional support is needed to help universities develop French-language programs and admit more students into them. We should not underestimate the importance of investing in young anglophones who want to learn or master French at university. An OLBI representative effectively summarized the current problem as follows:

> Where there are fewer post-secondary French programs, there aren't many incentives for young people to continue working in French as a second language in Grade 11 and 12, often because they say it may affect their marks. That is why the post-secondary level is so important if we want to maintain some diligence, some continuity with high school students.[130]

A representative of Canadian Youth for French (CYF) noted that very few young people who were enrolled in French immersion programs use French after high school.[131] Many witnesses argued that their number needs to increase. Indeed, the President of the CAIT said that continued use of French is important to the success of immersion programs.[132] Indeed, not every student who graduates from an immersion program is bilingual.[133] The key is being able to maintain the skills they learned after high school.

Canada's francophone colleges and universities already take in thousands of students from immersion programs.[134] Additional support of the kind the Commissioner of Official Languages recommends would certainly not hurt the skills acquired by the roughly 350,000 immersion students in Canada. The Commissioner also noted that the job placement rate for graduates of the immersion teacher programs of Alberta's Campus Saint-Jean and Nova Scotia's Université Sainte-Anne is essentially 100%.[135]

The Executive Director of both the Association des universités de la francophonie canadienne (AUFC) and the Consortium national de formation en santé (CNFS) believes that we need to support mentoring activities, refresher training and orientation services in French.[136] A vicious circle needs to be broken, as explained by a witness from Alberta:

> There is a vicious circle where few young people take French through Grade 12, so few students continue on to do post-secondary studies in immersion teaching. Therefore, we are faced with a serious issue of hiring immersion and core French teachers who are qualified linguistically, pedagogically and culturally.[137]

A number of stakeholders maintain that post-secondary institutions have a major role to play in second-language learning and retention, in all sectors and occupations. The federal government should increase funding for these institutions – especially the smaller francophone institutions outside Quebec – to strengthen their capacities and infrastructure.[138] These institutions train the second-language teachers of tomorrow. In turn, these teachers will be the first ones to fill jobs. Employers are looking for bilingual employees, and students need help to maintain their language skills, argued the Executive Director of the AUFC and CNFS.[139] The OLBI has offered a Master of Arts in Bilingualism Studies since 2014, and it trains future second-language teachers.[140]

2.2.2.2 Promoting existing programs

Transition periods (from primary to secondary school and secondary school to university) often coincide with sharp declines in the number of anglophone students who decide to continue learning French. We need to find solutions to prevent these students from losing what they have learned. According to the Executive Director of the AUFC and CNFS, existing programs should be promoted.[141] An ÉNAP researcher noted that providing information about existing programs and policies is essential.[142] The Commissioner of Official Languages emphasized the importance of such promotional activities at all stages in the learning continuum. Sometimes programs are available, but few know about them.[143]

2.2.2.3 Retaining students

The evidence heard revealed that student retention is a problem. This loss is very clear during the transition between primary and secondary school and is even more evident among students in core programs. Nationally, only 38% of students continue to study core French through to the end of Grade 12.[144] The challenge is similar at immersion schools.[145] And it remains after secondary school, as only a few students outside Quebec continue to study in French at the post-secondary level. The Commissioner of Official Languages provided revealing testimony on this subject:

> Oftentimes, the decision as to whether or not to continue with second-language learning is made at the age of 14. I don't think the future of bilingualism in Canada should rest solely on the shoulders of 14-year-old students.[146]

To retain students, some witnesses suggested offering bursaries to those who graduate from immersion schools or intensive French programs to encourage them to continue their studies in French.[147] Certain francophone institutions already offer such bursaries.[148] The organization French for the Future provides over $200,000 in scholarships each year through a national

essay-writing contest.[149] The Director of the OLBI gave the example of mobility scholarships for students who wish to undertake post-secondary studies in French in a different region of Canada.[150] According to the Commissioner of Official Languages, the federal government can make a difference by providing these types of incentives.[151]

2.2.3 Exchanges

The testimony highlighted the importance of supporting exchanges as part of students' education in order to hold their interest and help them explore the world around them. Language and cultural exchanges within Canada are offered, but the options are limited. In his recent annual reports, the Commissioner of Official Languages made recommendations to raise the level of bilingualism among Canadians and double the number of young Canadians who participate in language exchanges each year.[152] Appearing before the Senate Committee, he confirmed that his recommendations were still pertinent.[153]

A number of witnesses, young and old, mentioned the positive impact that language and cultural exchanges had on their lives and their appreciation for the other official-language community. For most of them, these exchanges were a catalyst to continue learning their second language. The Commissioner of Official Languages, Graham Fraser, is an example of a perfectly bilingual person who did not learn his second language at school or at home, but rather through summer jobs.[154] The President of the Fédération de la jeunesse canadienne-française (FJCF) provided touching testimony in this regard.[155] A francophile from Manitoba who participated in the Odyssey program also spoke about the positive impact exchanges had on his life.[156]

Success story: bilingual exchanges

In 2012–2013, the Society for Educational Visits and Exchanges in Canada facilitated over 2,200 bilingual exchanges pairing anglophone and francophone youth across Canada. The number of applicants for these exchanges increases each year. Witness testimony showed that exchanges are a priority. They have a positive impact on individuals' appreciation for the other official-language community and the retention rate for students in second-language learning programs.

Interest in student exchanges is strong. Increasing numbers of applications are received. The Society for Educational Visits and Exchanges in Canada (SEVEC) cannot handle the demand.[157] In its brief to the Senate Committee, SEVEC indicated that it receives 35% to 40% more applications than its funding will cover.[158] Authentic experiences where youth are immersed in the other official language's cultural and linguistic environment are an important way of changing behaviour and attitudes toward that language. According to SEVEC, sparking the interest of students in grades 9 and 10, when they are most likely to leave French second-language programs, is critical.[159] The organization's executive director also mentioned that she is exploring the potential of virtual exchanges as a way of encouraging younger students to gain these experiences without leaving the classroom.[160] As part of the 150th anniversary of Confederation celebrations, she would like to bring together 1,500 francophone and anglophone students from across Canada.[161] She concluded her testimony as follows:

> In closing, we feel that language exchanges provide a unique learning experience that helps change young people's perspective on second-language learning, so that they no longer see it as just a school obligation, but as something they want to do for themselves.[162]

In Europe, the Erasmus program helps promote exchanges and dialogue among European students. Some witnesses are envious of the European model. The Commissioner of Official Languages made a proposal based on this model:

> The government could take the initiative to create a new program to promote opportunities for students to study intensively in their second official language at another Canadian institution. This program would be the Canadian equivalent of the highly successful Erasmus and Erasmus Mundus programs, which seek to foster cooperation among European universities, promote exchange and dialogue between cultures, and facilitate mobility of students and staff — all to prepare participants for life in a global, knowledge-based society.[163]

Exchanges among teachers could be part of a successful professional development strategy. Some witnesses, including the CASLT and the Commissioner of Official Languages, suggested such exchanges to the Senate Committee.[164] Some similar programs already exist. In Quebec, an ÉNAP study described how certain francophone and anglophone schools worked together to offer teacher exchanges.[165]

That said, initiatives to facilitate teacher exchanges seem to be in their infancy in Canada. This is likely due to financial or union-related obstacles, or the fact that education is a provincial and territorial responsibility. As inter-provincial mobility is a challenge, a CPF representative proposed recognizing credentials across the country to ensure second-language instruction is available where it is needed.[166] The President of the CAIT made the following suggestion:

> I think that exchanges are a good way to do this. Teachers from Western Canada could go to Quebec and teach intensive English and Quebec teachers could go out west and teach French immersion. These exchanges would benefit both areas of the country.[167]

The federal government could provide incentives in this area. The Executive Director of the AUFC and CNFS discussed a program being developed to improve student and teacher mobility within Canada. She hopes to receive federal government support for this program.[168] SEVEC also expressed interest in this kind of exchange.[169] In March, representatives of the Embassy of Switzerland to Canada mentioned the existence of exchange programs for teachers in Switzerland, where education is also a responsibility of the lower level of government, the cantons.[170] Canada could follow the example of these Swiss programs.

In addition, it was suggested that school principals and administrators be given exchange opportunities.[171] The Founder and President of CYF also proposed workplace exchanges, similar to student exchange programs. The goal would be to provide incentives to employers that want to increase their organization's bilingual capacity.[172]

2.3 National coordination

Some witnesses asked that the right to learn English and French across Canada be recognized in the same way that the right to minority-language instruction is recognized in section 23 of the *Canadian Charter of Rights and Freedoms*. Others called for a national strategy to encourage, support and require instruction of both official languages at all education levels. **The need for stronger national coordination was clearly apparent in the testimony heard**.

2.3.1 Public awareness

The witnesses said that promoting the value of second-language education among Canadian parents – and allophone parents in particular – is essential. Parents play a key role in the language choices of young and even older children. Some believe in the importance of bilingualism and fight thankless battles so that their children can acquire good language skills. Others are more resistant, fearing that this learning process is bound to be unsuccessful. Still others simply do not have the information they need to make an informed choice.

According to the evidence heard, not just parents, but also school administrators and teaching staff need to be made aware of the benefits of learning one or more languages. A CPF representative illustrated the situation as follows:

> Studies indicate that teachers and principals consistently counsel parents not to enrol their children in French immersion, for instance, because it will interfere with their ability to learn English, which they indicate is more practical, simply more useful for them.[173]

Some school administrators are reluctant to implement such programs or promote official language learning. This may be because some administrators speak only one language. Some of them are not aware of the importance of providing French training to teachers. Others do not allocate enough resources or time to French-language instruction. French is not always encouraged in schools, and a lack of facilities is another variable. Bilingual administrators seem to be more likely to provide teachers with support, and these administrators need the proper tools.[174]

Some schools may not have enough competent teachers to do the job. The time allocated to the various subjects can also be a source of friction among teachers. In sum, the way schools promote their second-language programs seems crucial to the success of these programs and to motivating students to enrol in them. The testimony indicated that some schools have resources to raise awareness among potential clients. This work can be done by language coordinators,[175] as was the case for the French-language consultant from Alberta who appeared before the Committee.[176]

Success story: Edmonton's public schools

The Edmonton Public School Board in Alberta conducted a study to determine the reasons for declining enrolment in its French immersion programs. The study identified the criteria for a successful program and worked to fulfil them. Support from school administrators, support for teachers, parent engagement and a language testing process were identified as four criteria for success. Since then, enrolment in Edmonton's public schools has increased.

Some witnesses called on the federal government to better inform the public about the French-language education system and the immersion programs offered in English schools, as each of these two systems can in its own way support French-language learning in English majority communities. According to the Executive Director of the Fédération nationale des conseils scolaires francophones (FNCSF), this approach could help resolve the capacity problem at immersion schools while enabling French-language schools to fulfil their mandates.[177] A number of francophone rights holders enrol in French immersion programs rather than in French-language schools. This situation likely makes it more difficult for immersion programs to take in new students. A CNPF representative believes that parents need more information in order to make an informed choice and support their children in their language learning.[178] Francophone schools also recognize that it is important for their students to be bilingual.[179]

Many believe the federal government must play a leading role in promoting bilingualism. That is why numerous witnesses argued for a national official-language learning strategy and called for federal government leadership to coordinate provincial and territorial learning programs. Currently, organizations such as the CAIT, CASLT, CPF and French for the Future promote these programs. They are eager to continue their work, but believe their efforts would have greater scope if the federal government took the lead. Some witnesses wanted a firm commitment from the federal government on this matter.[180] Most of the witnesses suggested that awareness campaigns be launched.[181] In addition, a UQAM researcher proposed uniting language organizations under one umbrella network, organized into several divisions.[182] In short, strategies are needed to develop a single national voice.

The federal government also needs to turn its attention to the hiring of bilingual graduates. The public service should reward those who have made the effort to learn both official languages.[183] The Commissioner of Official Languages argued that the government needs to generate a cascade effect:

> I think it's very important to create a cascade effect, if you will, where the biggest employer in the country, the federal government, takes the lead by sending universities a very clear message that it needs bilingual employees and that universities have a responsibility to provide the necessary learning opportunities. Universities would, in turn, need to send an equally clear message to students, parents and high schools that they attach value to more advanced second-language education.[184]

The private sector could also become involved by recognizing that knowledge of the official languages is an important workplace skill to acquire. For example, the Government of Nova Scotia established an action plan that draws a direct link between bilingualism and workplace skills.[185] On Prince Edward Island, the government is promoting bilingualism because it is good for tourism.[186] Researchers also emphasized that bilingualism is good for business:

> [B]ilingual trade is one mechanism through which the country can benefit from Canada's status as a bilingual country.[187]

Overall, the testimony showed the economic value of bilingualism could be further highlighted.

2.3.2 Access to programs

The evidence heard revealed the need to increase the number of spaces available in and support access to French second-language programs outside Quebec. The number and type of programs offered varies widely across the country, as do the established standards and the support provided in each province and territory. The testimony suggested that there is no one right model. There is a place for everyone, whether in an immersion program, an intensive program or a core program. In general, a successful system is one that is tailored to the needs of learners and local circumstances.

The witnesses primarily called for a full range of entry points. However, these options depend on the political will of the government in power and pressure from parents. For example, in New Brunswick the entry point for French immersion programs was pushed back to Grade 3 from Grade 1 in 2008. Currently, French learning experiences are mandatory from kindergarten to Grade 10; the French immersion entry points are grades 3 and 6; intensive French is offered starting in Grade 4; and French second-language classes are optional starting in Grade 11.[188] Many parents in New Brunswick took issue with this reform.[189] However, a UQAM researcher and intensive French expert called it a good model.[190] Discussions about returning the immersion entry point to Grade 1 have recently taken place. No decision has yet been made.

The other main issue is the amount of resources allocated to these programs. The Commissioner of Official Languages believes that French immersion programs do not receive enough funding, describing the situation in an open letter as follows:

> In the 1980s, academics predicted that, if the rate of growth in immersion continued, there would be a million children in immersion by the year 2000. Instead, with the budget cuts of the mid-1990s, enrolment levelled off at about 300,000, where it remains. The pressure from parents results in absurdities like first come, first serve place allocation, or lotteries. Imagine if that were how advanced mathematics programs were allocated![191]

Success story: Manitoba's French immersion policy

In 2008, the Government of Manitoba adopted the Curriculum Policy for the French Immersion Program, which sets out the legal, instructional and administrative foundations for the planning, implementation and operation of the immersion system in Manitoba. This policy drew praise from some witnesses. In 2014, the province's education department launched the French Language Education Review to strengthen implementation of the French immersion program and promote good practices.

Like the Commissioner, many witnesses expressed their disappointment with the current state of immersion programs, which are more like lotteries than high-quality programs open to anyone interested. Some school boards do not provide transportation to students enrolled in immersion.[192] Clearly, the growing demand for this type of program must be better met, and the barriers to access reduced. The President of the CAIT believes that immersion should be offered everywhere.[193] For example, Manitoba has a French immersion policy and does not limit enrolment.[194] It appears that the current policies for all types of programs should be reviewed. Meanwhile, Nova Scotia has taken steps to revitalize its core French programs.[195]

Success story: Nova Scotia's programs

Over the past 20 years, the proportion of students enrolled in French immersion in Nova Scotia has nearly doubled. The province has undertaken a review of its policies and programs, taking into account the principles of intensive French and the Common European Framework of Reference for Languages. In 2015, the government established an action plan to revitalize its core French programs, add intensive French programs in Grade 6 and make it possible for Grade 12 students to obtain a Diplôme d'études en langue française. Employers are also being encouraged to recognize that bilingualism is an important skill to promote in the workplace. Under this system, everyone benefits.

Some witnesses asked for official-language instruction to become mandatory until the end of high school. The President of the CASLT made the following argument:

> If the courses were mandatory, the second language would be more visible in the community, at theatres or malls where the young people go. They would understand why they should learn the second language.[196]

A representative of the CTF argued that this is a matter of fundamental rights.[197] This argument was supported by a teacher from British Columbia.[198] A French-language consultant from Alberta stated that this would improve language skills among youth.[199] A teacher from Newfoundland and Labrador also advocated for mandatory programs, but put forward his own idea of similar curricula across the country with standard subjects or common criteria.[200] A University of Ottawa professor mentioned the worrying attrition rates once second-language classes are no longer mandatory.[201] This shows the importance of increasing student retention.

The Director of the OLBI noted that making programs mandatory could undermine students' motivation and instead recommended adopting modern language-instruction techniques.[202] He also discussed the challenges arising from the shortage of qualified teachers:

> However, if we make second-language education mandatory, yet we don't improve the quality of our teachers and don't have enough graduates capable of teaching those courses, or don't improve our curricula, I'm not sure we would be doing ourselves any favours. It would be great to make those courses mandatory, but I think that, tomorrow morning, that service could not be provided everywhere it should, as is the case with services in math, history, science or other subjects.[203]

In some countries, language education is mandatory. Finland has established immersion programs closely modelled on Canada's.[204] In its brief to the Committee, the CPF described the situation in that country as follows:

> Multilingual education in Finland is realized by providing second-language immersion for 3-6 year old Kindergarten students, by introducing a third language in Grade 1 […] and by introducing a fourth language in Grade 3, 4 or 5.[205]

Finland recently developed a national-language strategy designed to ensure that all its citizens have the right and opportunity to learn their native language and the other national language. Switzerland has a similar policy.

2.3.3 Language testing

Nearly all the witnesses mentioned that Canada has no system to uniformly assess the language skills of high school graduates. The lack of such a tool prevents comparisons between Canada's 13 education systems, as an OLBI representative explained:

> For example, a student in Grade 7 who leaves Alberta to go to Nova Scotia and wants to continue with his or her second-language courses will see that the curriculum is not necessarily the same in Nova Scotia. That makes mobility a little more difficult.[206]

Witnesses proposed that Canada create a common framework of reference for languages, modelled on the Common European Framework of Reference for Languages (CEFR). Published in the early 2000s, this framework defines foreign-language proficiency levels for all European countries. The Senate Committee also heard from the Ambassador of Switzerland to Canada regarding effective language testing practices in his country.[207]

Language promotion in Switzerland

Switzerland has enacted federal legislation to strengthen its four national languages and support individual and institutional multilingualism. The legislation promotes understanding among the members of the various linguistic communities, includes a series of provisions on language education, promotes exchanges for students and teachers, encourages allophones to maintain their first language and acquire a national language, and supports multilingualism research. Moreover, Switzerland has taken measures to standardize language education in all its cantons. Most Swiss cantons encourage their residents to learn a second national language (including its cultural elements) and English.

Language instruction in Finland

Finland has two national languages: Finnish and Swedish. Witnesses repeatedly cited Finland's education system for the virtues of its immersion system. The Finnish system is similar to the Canadian one in a number of ways, but it is adapted to that country's specific circumstances. Research shows that the average Finn has better language skills than other Europeans. Finland recently established a national-language strategy to ensure that all of its citizens have the right and the opportunity to learn their native language and the other national language.

Language testing in Switzerland

In 2011, Switzerland adopted national learning objectives setting out the basic oral and written proficiency levels to be attained when learning foreign languages. Each linguistic region subsequently established a curriculum to meet these objectives. The tools developed must be compatible with the Common European Framework of Reference for Languages, which serves as a benchmark for establishing internationally recognized language proficiency levels.

Discussions have taken place and research is underway concerning the possibility of adapting this framework to the Canadian context. The CMEC and CASLT have done work in this area.[208] The President of the CASLT said the following about such a framework:

> In our view, the time is right for Canada to adopt the use of one tool to define language competencies for all citizens, immigrants, international students at any age and for all languages in the world and used in the international and national workplace in Canada.[209]

No consensus has yet been reached, and a broader coordination effort is required. According to the Director of the OLBI, a standardized Canadian test must be developed and used by all provinces and territories.[210] The Minister of Canadian Heritage has committed to moving this file forward and continuing to work with the provinces and territories.[211] Canadian Heritage has supported pilot projects in this vein:

> These projects have motivated the students. By understanding where they were in terms of their knowledge of the second language, they were able to determine what they had to work on to improve their skills.[212]

The evidence heard shows that such standardization would facilitate youth mobility throughout Canada. Meaningful recognition of proficiency would make youth more motivated to achieve their bilingualism goals. A common standard would also make it easier to compare results across provinces and territories and serve as a reference for all language learners in Canada, no matter where they live.

Success story: Ontario's common framework implementation

Ontario was mentioned several times during the public hearings as an example of a province that has begun implementing the principles of the Common European Framework of Reference for Languages. To date, some 60 anglophone school boards in Ontario have committed to improving the language skills of students in core French, intensive French and French immersion programs. This model would be a good fit for the rest of Canada.

To produce these results, the strategy needs to be based on a sound understanding of language learning. Some provinces have already taken measures to assess the skills of Grade 12 students, including Nova Scotia[213] and Ontario.[214]

2.3.4 National targets

In 2003, the federal government set a specific target to double the proportion of bilingual high school graduates in Canada. The government stated that it wanted to increase the proportion of Canadians aged 15 to 19 who are fluent in both official languages from 24% in 2001 to 50% in 2013. However, neither the *Roadmap for Canada's Linguistic Duality 2008–2013* nor the *Roadmap for Canada's Official Languages 2013–2018* included specific objectives for the proportion of bilingual high school graduates.

The latest census data indicate that 22.6% of Canadians aged 15 to 19 had knowledge of both official languages in 2011. This figure shows that we have not come close to meeting the federal government's 2003 goal. Some witnesses therefore advocated for **a return to a**

national target with clear objectives for the type and level of language skills to be acquired by high school graduates. Some also wanted the bilateral agreements to set more ambitious but attainable targets to increase the number of children enrolled in second-language programs. The CPF was among them. [215] The President of the CAIT suggested targeting a 7% annual increase in immersion enrolment.[216] The Director of the OLBI did not provide a specific figure, but said that the target needs to be realistic and result in a review of second-language programs based on a common framework.[217] He also suggested that steps be taken to promote official-language learning at all ages in order to encourage as many Canadians as possible to become bilingual, not just the young.[218] Others proposed a focus on measuring proficiency rather than a percentage target.[219]

2.3.5 Research

As witnesses pointed out to the Senate Committee several times, recent research confirms that bilingualism and second-language learning provide a variety of benefits. A number of witnesses stated that research funding for post-secondary institutions is critical. Research supports the development of public policies, the implementation of new approaches to second-language instruction and the creation of new tools. It also identifies good practices.

Some of the researchers who appeared before the Senate Committee have helped develop new approaches to second-language education. Intensive French programs, which are very successful outside Quebec, are based on extensive research into the neurolinguistic approach.[220] The Senate Committee also heard from researchers who have studied the introduction of intensive English instruction in Quebec and recommend a phased-in, flexible approach throughout the province.[221] Research centres at the University of Ottawa are working on public policies for bilingualism, linguistic duality and language testing.[222] Others are trying to identify areas in which the provinces and territories could collaborate to improve French second-language education in Canada.[223] A number of researchers who testified before the Senate Committee have also studied how to adapt the Common European Framework of Reference for Languages to the Canadian context.

Success story: promoting bilingualism research

The Development and Promotion Office of the University of Ottawa's Official Languages Bilingualism Institute (OLBI) shares best practices relating to official languages and bilingualism. The OLBI works with European institutions to improve second-language instruction.

The Director of the OLBI underscored the need to find the next generation of researchers in this area and mentioned a project underway that would offer a summer research training program.[224] The Founder and President of CYF called for data to be collected on the number of anglophone youth who keep learning French after high school.[225] A Statistics Canada representative indicated that research is needed on the factors that affect enrolment in different second-language programs, as little is known about them.[226] The Executive Director of the AUFC and CNFS, and the Executive Director of French for the Future reported the same thing.[227]

An ÉNAP researcher argued that research enables current programs to be evaluated and that more funding is needed to determine what is working and what is not.[228] A University of Ottawa professor proposed doing more research on core programs.[229] A member of the CAIT advocated for the implementation of recommendations from a 2014 study to encourage more Canadian youth to continue their studies in French at the post-secondary level.[230] This study included the following six recommendations:

- strengthen partnerships between educational institutions;
- improve the quality of high school immersion programs;
- promote opportunities to continue learning French after high school;
- enhance the reception and integration services for francophile students at institutions in Canada's francophone communities;
- improve the retention and success rates of these students;
- increase understanding of this clientele; and
- conduct a new study to better understand the motivations for and barriers to continuing studies in French at the post-secondary level.[231]

2.3.6 Funding and accountability

Canadian Heritage's Enhancement of Official Languages Program accounts for about one-third of the department's investments in official languages. Most discussed at the public hearings was the Second-Language Learning component of the program, particularly the spending under the federal-provincial/territorial agreements and the funding for exchange programs. Additional federal government funding represents over 40% of total investment in Canada. This support is substantial and must remain so.

Some of the investments provided in the *Roadmap for Canada's Official Languages 2013–2018* have decreased compared with the previous five-year initiative:

- $15 million less over five years in support for second-language education;
- $3.4 million less over five years for summer language bursaries; and
- $1.4 million less over five years for official-language monitors.

Without clear data, it is difficult to determine how the funds for summer language bursaries and official-language monitors are allocated between the second-language and minority-language components over the next five years. Many witnesses believe that further federal investment in French second-language education is needed. In its brief to the Senate Committee, the CASLT proposed a substantial increase in funding for Canadian Heritage's second-language programming.[232] Moreover, the Commissioner of Official Languages believes that the success of French second-language programs has been limited by a lack of resources.[233]

The Commissioner also lamented the end of a successful initiative from the previous Roadmap. Between 2009–2010 and 2011–2012, the Canada School of Public Service allocated $2.5 million to a pilot project that provided 10 Canadian universities with access to language learning tools. This project was specifically intended for post-secondary students, with the goal of maintaining their second-language skills. At the end of the process, students reported that they were satisfied with the tools made available and the results achieved. The initiative was not renewed. Yet witnesses said time and time again that the federal government has an important promotional role to play among Canadian universities in order to enable more students to become bilingual. The Commissioner emphasized that the message has to be clear:

> The federal government has an obligation as an employer to send the message to universities that the largest employer in Canada needs bilingual employees, and universities similarly have an obligation to send a message to students and secondary schools that bilingualism is a valued skill.[234]

Furthermore, despite a planned investment of $11.25 million over five years for Exchanges Canada, which financially supports visit and exchange programs that promote official-language learning, the testimony revealed that more can be done in this area. An analysis of the program's budget data appears to show that this amount is not an increase over what was provided before 2012–2013. Moreover, this commitment does not address the recommendations made by the Commissioner of Official Languages in order to double the number of Canadian youth who take part in language exchanges each year.[235] The witnesses reported a real need to increase the number of students who can take advantage of exchange programs.

In addition, a CPF representative expressed the hope that:

> amounts of money intended for immigrants to learn French as a second language will find its way into a subsequent roadmap.[236]

The Commissioner of Official Languages shares this view.[237] Ways need to be found to help young immigrants outside Quebec learn French. A UQAM researcher called for changes to the criteria for allocating funding under the federal-provincial/territorial agreements. In his view, student proficiency levels should be used rather than program enrolment figures.[238]

Some testimony before parliamentary committees in recent years has shown that the education sector has ongoing accountability problems. Organizations such as the FNCSF and CPF have reported having trouble determining how federal government funding is being used by provincial or territorial education departments.[239] In its brief to the Senate Committee, the CPF described the situation as follows:

> Analysis of provincial/territorial action plans indicates that many plans do not effectively address the need for accountability. Many do not specify parent involvement or access to information about FSL [French as a second language] program funding guidelines — few include effective measures to ensure financial accountability for the end use of funds, and models regarding the real costs of providing FSL education have not been developed. We would welcome the knowledge of how the money was spent at the school board level.[240]

Anglophone and francophone minority communities are troubled by the lack of transparency in the use of federal government funding. In response to their concerns, the Minister of Canadian Heritage and Official Languages said that the premiers of the provinces and territories could be encouraged to provide more information, but did not propose any concrete solutions to change practices.[241]

In September 2013, the Commissioner of Official Languages released the results of the *Horizontal Audit of Accountability for Official Languages Transfer Payments to the Provinces*, including the Protocol for Agreements in education and the related bilateral agreements.[242] The Commissioner noted that Canadian Heritage's accountability structure was appropriate, but that gaps at the provincial and territorial levels were possible. Consequently, the Commissioner recommended that the department conduct field validations and ensure effective record-keeping.[243] Reporting practices vary from one province and territory to the next. A CPF representative cited British Columbia as a model, while emphasizing that the data released to the public are not perfect. For example, they do not make it possible to determine whether funds were spent in the best way possible.[244]

Success story: accountability in British Columbia

The province's education ministry posts federal-provincial education agreement funding data on its website. As a result, the public can learn more about how French second-language funding is allocated. Some witnesses believe this practice should be adopted elsewhere.

> *"To ensure that linguistic duality continues to be perceived as a Canadian value, the government needs to take measures that will have a sustainable impact. We need to put more emphasis on ways of giving citizens opportunities to improve their second language skills."*
>
> **Graham Fraser, Commissioner of Official Languages, *Evidence*, 29 April 2013, p. 9.**

Chapter 3 – Building on good practices to move forward

This chapter sets out the Senate Committee's comments. It draws on best practices to identify ways of strengthening language policies and second-language learning in Canada. To that end, it includes 10 recommendations to the federal government. The recommendations concern four specific issues: the active promotion of bilingualism; increased official-language proficiency; innovative practices; and funding.

3.1 Toward the active promotion of bilingualism

Canada is a country with a great deal of linguistic diversity. However, while many Canadians support bilingualism, only 17.5% reported having knowledge of both English and French in 2011. The federal government should take sustainable measures to actively promote bilingualism.

3.1.1 Capitalizing on the recognized benefits of bilingualism

Many stakeholders from the education, community, government and research sectors agree that knowledge of both official languages is associated with a variety of benefits. The testimony was unanimous on this point. Bilingualism provides added value, and all Canadians should be able to reap the benefits.

3.1.2 The federal government's leadership role

The federal government has a leadership role to play in promoting bilingualism. Given its legislative and constitutional obligations, the federal government must champion this issue and ensure its partners help it meet its bilingualism objectives. The federal government must adopt the best practices identified in this report and disseminate this information.

3.1.3 Developing a federal-provincial strategy that everyone supports

Only by working together to promote bilingualism as part of a pan-Canadian strategy with broad support can we achieve lasting results. The evidence heard indicated that stakeholders want the federal government to make a firmer commitment. Yet success depends on the participation of all partners. The provinces and territories need to work together to develop a common official-language learning strategy based on good practices and the experience of organizations that promote official languages on the ground. A national voice to promote official-language learning is required.

3.1.4 Ensuring access to second-language programs everywhere and for everyone

In the words of the CPF representatives, second-language education "is an opportunity for every child."[245] Therefore, equal access for all kinds of learners is essential. Immersion programs should not have enrolment caps, as is the case today in many schools. The main problem is that not enough resources are provided to offer these programs more widely. Intensive programs are also becoming more popular, but do not meet the needs of all students. That is why core programs also need to be improved. The federal government should encourage the provinces and territories to establish equal-access policies for all types of programs. Some provinces, such as Manitoba and Nova Scotia, have good practices in this area that could serve as models. Providing a full range of entry points is the priority for most stakeholders. Measures that are adapted to client needs must be promoted.

3.1.5 Promoting the second-language teaching profession

The shortage of second-language teachers creates barriers to access, and that is why the vast majority of the testimony cited the importance of supporting teachers. Underlying this issue is a need to revitalize the second-language teaching profession. French immersion graduates are an important source of future education professionals, and they need to hear more about the benefits of careers in second-language teaching.

3.1.6 Engaging the public and private sectors

The evidence heard shows that employers need to be convinced of the benefits of hiring bilingual high school graduates. A bilingual workforce adds value in the global economy in which Canada must compete. Both the public and private sectors need to help raise awareness about these facts. If bilingualism is good for business, it must also be good for Canada. These awareness efforts tie in with the active promotion of bilingualism. Bilingual individuals are clearly in demand on the labour market; they usually have little trouble finding a job. The federal government needs to build on this competitive advantage by helping more Canadians master both official languages. The public service could be a role model by hiring more young bilingual graduates.

3.2 Increased official-language proficiency

A key factor in the success of bilingualism promotion strategies is ensuring that those who begin learning the other language can achieve the desired results. The federal government should take measures to ensure Canadians are more proficient in both official languages.

3.2.1 Increasing bilingualism among Canadian youth

The proportion of youth who are bilingual has stagnated. To increase it, the federal government needs the support of all its partners: the provinces and territories, non-profit organizations, researchers, teachers, parents and youth themselves. The government also needs to act in multiple areas and support the various programs that exist today. According to the most recent data collected by Canadian Heritage, 15% of anglophone students are enrolled in French immersion.[246] These students need to be supported, but so do the remaining 85%, who are in programs that vary significantly from province to province, school district to school district, and school to school.

3.2.2 Meeting the needs of all students

According to the witnesses heard, specific measures are needed to help immigrant youth and students with learning difficulties. The policies and programs created must be flexible and take into account these students' unique characteristics. Attitudes need to change and the discourse must be more about inclusion. The sooner these students can join second-language programs, the better their chances of success. The Minister of Canadian Heritage recognized the need for action.[247] Incentives that ensure practices meet the needs of all students are also necessary.

3.2.3 Meeting the needs of second-language teachers

The testimony revealed that second-language learning programs will succeed if teachers are supported in their work. The following conclusions may be drawn: more qualified teachers are needed, and they need appropriate training, professional development opportunities and exchange programs. Teachers also require up-to-date skills that enable them to meet needs and expectations. Some organizations already offer professional development to second-language teachers, and these organizations must continue to receive support. Teacher training must be relevant to the needs on the ground. We must remember that teachers are often role models for youth. Those with more resources will produce better results.

3.2.4 Supporting post-secondary institutions

In a system intended to promote languages and language learning, universities play a crucial role. Whether it is maintaining students' skills, training teaching staff or conducting research, post-secondary institutions do vital work. Canada's francophone universities are a valuable asset in serving students whose first language is French, and in attracting students graduating from French second-language or French immersion programs. The testimony showed that additional support is necessary to help Canadian universities develop more French-language programs and to improve the capacity and infrastructure of the smaller institutions in francophone minority contexts.

3.2.5 Adopting a common Canadian framework of reference for languages

The vast majority of witnesses called for a common Canadian framework of reference for languages. This tool would be a boon for the country as a whole, for provincial education systems and for the students themselves, who would have additional motivation to achieve an ultimate goal and the ability to use their language skills throughout Canada. The federal government must help create this kind of national second-language proficiency assessment tool, which so many support. A number of provinces have already taken steps in this direction, including Ontario, Nova Scotia, British Columbia and Newfoundland and Labrador. The remaining provinces must develop a tool that is recognized and used by all. Many stakeholders expressed a strong desire for the federal government to play an active coordinating role. The CMEC has developed a guide for working with such a framework in the Canadian context.[248] The federal government needs to determine the common reference levels for teaching, learning and evaluating language proficiency in Canada.

3.2.6 Supporting exchanges for students and teachers

The evidence heard shows that exchanges, motivation and stronger language skills are closely linked. Learners need more opportunities to use their second language in real-life situations. That is why many of, if not all, the witnesses called for more exchanges between Canadian youth from all provinces and all school backgrounds. We need to promote existing programs better and create new ones. Many stakeholders support expanding these programs. We also need to encourage teacher exchanges.

3.3 Innovative practices

Good practices can guide strategies to promote bilingualism and lead to improved official-language proficiency. The federal government should therefore encourage innovative practices by looking to research, media and new educational approaches.

3.3.1 Building on new educational approaches

Research and experience suggest the need to use modern educational approaches to engage students in learning a second language. The witnesses supported the use of social media and digital platforms in the classroom. This type of approach promotes greater student participation, as these are tools that youth know and use regularly. These tools foster informal connections and authentic experiences among the students themselves. They also put the spotlight on the second language's culture. Sparking students' interest in this way can only be a positive. In remote areas, where human resources are not always available, distance education is a potential solution. Distance learning allows more people to have access to second-language programs. The Newfoundland and Labrador example certainly offers some avenues to explore in this respect. In the long run, programs could even be developed and put online to encourage Canadians to engage in self-directed learning of their official languages. Virtual exchanges are another way to put Canadian youth in touch with each other.

3.3.2 Encouraging the media to play an active role

The Senate Committee was delighted to learn that some media outlets, such as TV5 Québec-Canada and TFO, play an active role in promoting French as a second language. The tools they have developed should be better known. These tools provide authentic experiences to learners by incorporating Canadian francophone culture. They are interactive, promote self-directed learning and are easily adaptable. Media efforts can help teachers in the classroom. Consequently, the federal government would do well to encourage its partners to use these educational resources.

3.3.3 Supporting research and disseminating results

The evidence heard shows the need to invest in research and promote the sharing of good practices among school boards and among provinces and territories. Research sheds more light on what makes a successful second-language program and allows for existing measures to be evaluated. It also identifies new paths to follow, highlights innovative approaches and promotes knowledge transfer. Finally, research helps break down myths. Canadian Heritage and the Social Sciences and Humanities Research Council of Canada could establish specific future research priorities. After all, the federal government's actions must be based on sound research.

3.4 Funding

The measures described above will not have a tangible impact unless they are supported by adequate resources and mechanisms to ensure these resources are used appropriately. The federal government should provide equitable and sustained funding and improve its accountability practices.

3.4.1 Providing equitable, sustained funding

The testimony demonstrated that Government of Canada investments to promote official languages and support official-language learning are essential. Introducing new teaching methods, in either immersion or intensive programs, requires political will and resources. The same is true of improving core programs. Only equitable and sustained funding will have the effect of increasing Canadians' official-language proficiency.

3.4.2 Improving accountability

The evidence heard regarding the need to improve accountability practices has been the same for several years now. Better accountability is the only way for the federal government to ensure that funding is spent effectively and efficiently. These investments make up over one third of the federal government's total support for official languages. In the spirit of sound management, the government has every reason to take measures to improve transparency and ensure its funds are spent in a way that meets needs and expectations.

3.5 Recommendations

Given the above comments, the Senate Committee believes that **the federal government must actively promote bilingualism**. It must commit to raising awareness of the benefits of bilingualism and championing bilingualism to bring all its partners together to develop a pan-Canadian official-language learning strategy. It is required to so do pursuant to its responsibilities under the *Official Languages Act*. The Senate Committee maintains that immediate action is needed on two fronts. First, **second-language programs must be accessible to everyone, everywhere**. Second, steps must be taken to engage the public and private sectors in actively promoting Canada's official languages. To do so, the federal government must **encourage the public and the business community to foster the recognition and use of the two official languages**, and **must launch a national awareness campaign to encourage Canadians to learn their official languages**. The message must be clear and come from the top: bilingualism is good for human capital and good for the Canadian economy.

The Senate Committee therefore recommends:

ACTIVE PROMOTION OF BILINGUALISM
Recommendation 1
That Canadian Heritage, acknowledging that education is an area of shared jurisdiction and pursuant to its responsibilities under subsection 43(1) of the *Official Languages Act* with respect to the learning of English and French in Canada, ensure second-language programs are accessible to everyone, everywhere in Canada.
Recommendation 2
That Canadian Heritage, pursuant to its responsibilities under subsection 43(1) of the *Official Languages Act*, encourage the public and the business community to foster the recognition and use of the two official languages, and that it launch a national awareness campaign to encourage Canadians to learn their official languages.

The Senate Committee believes that clear and ambitious objectives should be set to **increase official-language proficiency among Canadians, and Canadian youth in particular**. The Government of Canada would only strengthen the economy by taking such measures, as they would foster a bilingual workforce. The Senate Committee laments the declining proportion of Canadian youth who can hold a conversation in both English and French. This issue must be taken very seriously. The status quo is no longer an option.

The Senate Committee would like to see Canadian Heritage play a leading role in convincing its provincial and territorial counterparts to adopt a specific national target. Discussions could take place during meetings of the CMEC or the Ministerial Conference on the Canadian Francophonie (MCCF). This could also be achieved by holding a summit on bilingualism in Canada. The key stakeholders in this area – language organizations, school boards and teachers – would need to be involved. The target could **include specific and measurable goals to be achieved by 2018**, when the *Roadmap for Canada's Official Languages 2013–2018* ends.

This national target should meet the needs of students and teachers and **assign considerable weight to continued official-language learning after secondary school**. The federal government must provide help to colleges and universities in developing more second-language programs and must give them the necessary resources to do so. First and foremost, **the federal government must establish a common Canadian framework of reference for languages by 2018**. This framework must include common reference levels for language teaching, learning and evaluation in Canada. This work must be done in collaboration with the

provincial and territorial departments of education. Canadian Heritage should also **put particular emphasis on language and cultural exchanges for both students and teachers, and immediately increase its support in this regard**.

The Senate Committee therefore recommends:

INCREASED OFFICIAL-LANGUAGE PROFICIENCY
Recommendation 3
That Canadian Heritage work with the provincial and territorial governments and consult with language organizations, school boards and teachers to establish a specific, measurable objective to increase official-language proficiency among Canadians, particularly youth aged 15 to 19, by 2018.
Recommendation 4
That Canadian Heritage acknowledge the importance of continued language learning after secondary school by helping colleges and universities develop more official-language programs and by allocating the necessary resources to them.
Recommendation 5
That Canadian Heritage work with the provincial and territorial governments to establish a common Canadian framework of reference for languages that includes common reference levels for language teaching, learning and evaluation in Canada, by 2018.
Recommendation 6
That Canadian Heritage immediately increase its support for language and cultural exchanges for both students and teachers.

The Senate Committee encourages the federal government to take note of the good practices listed in this report. The government should take measures that **encourage the media to play an active role in promoting official languages**. The Senate Committee maintains that proposals put forward by witnesses such as TV5 Québec-Canada and TFO Éducation deserve to be studied.

In addition, the Senate Committee recognizes the important role universities can play in developing and evaluating second-language learning tools. Distinguishing effective approaches

from less effective ones is critical, and research is one way to do so. The federal government must therefore commit to supporting researchers' work and **ensuring its actions are based on sound research that focusses on innovative practices**. Whether it is building on new educational approaches or encouraging the use of new technologies in the classroom, the government would also benefit from promoting and disseminating approaches and initiatives that have been successful so far. Accordingly, it must commit to **disseminating the latest research results in the areas of official language promotion and language learning**. These results should be popularized so that the general public can understand them. Such measures would help break down persistent myths.

The Senate Committee therefore recommends:

INNOVATIVE PRACTICES
Recommendation 7
That Canadian Heritage encourage the media to play an active role in promoting Canada's official languages by building on the practices of TV5 Québec-Canada and TFO Éducation.
Recommendation 8
That Canadian Heritage invest in sound research with an emphasis on innovative practices and that it disseminate the latest research results in the areas of official language promotion and language learning.

The Senate Committee supports equitable and sustained funding to promote and teach Canada's official languages. **Current investments must be maintained or even increased**. The trend of declining bilingualism rates must be reversed. The Senate Committee urges the federal government to become proactive rather than reactive. The government can have a dramatic impact on official-language learning among all segments of the Canadian population. As a starting point, it can **take into account the four priorities identified in this report**, namely, the **active promotion of bilingualism**; **increased official language proficiency**; **innovative practices**; and **funding**.

Furthermore, the Senate Committee believes that Canadian Heritage needs to require more transparency. The department has a responsibility to ensure financial accountability for the funding provided to the provinces and territories for second-language learning. Billions and billions of dollars have been transferred to the provinces and territories since the 1970s. Yet no tools are available to ensure these funds have been spent in the best way possible. Obviously, misspent funds do not help achieve the desired results. When the issue of accountability is raised, the same complaints are made year after year. It is time for action. The **money provided under the federal-provincial/territorial agreements must be spent as effectively as possible** and **current accountability practices must be improved**.

The Senate Committee therefore recommends:

FUNDING
Recommendation 9
That Canadian Heritage maintain, or even increase, its investments in official-language promotion and learning, taking into account the four priorities identified in this report, namely, the active promotion of bilingualism; increased official language proficiency; innovative practices; and funding.
Recommendation 10
That Canadian Heritage improve current accountability practices to ensure the funds invested under the federal-provincial/territorial agreements are used wisely.

> *"[L]earning French outside of Quebec is part of our country's national identity. Learning French is something more than simply learning another language for oneself. It is part of a larger project that is essential for our country as a whole."*
>
> **Canadian Teachers' Federation, *Evidence*, 1st December 2014, p. 114.**
>
> *"Public policy needs to value official bilingualism, and plurilingualism. All newcomers to Canada should learn both official languages. Promoting second or additional language use in the 21[st century] is no longer an asset, it is a must."*
>
> **Canadian Association of Second Language Teachers, *Brief*, 6 May 2013, p. 8.**

Conclusion

As the 150th anniversary of Confederation approaches, Canada must take action to restore bilingualism to its rightful place as a fundamental value, across the country. To accomplish this, support for official-language learning across Canada must not only be maintained, it must also be increased. Promoting and learning Canada's official languages must be a social project supported by all Canadians.

The Senate Committee would like to pursue the second part of this study when Parliament returns. The Senate Committee members would like to draw lessons from the best practices, policies and systems in place in countries with two or more official languages in order to identify solutions to increase bilingualism in Canada.

The Senate Committee believes it is important to immediately take measures to improve the status and equality of Canada's official languages. English and French are two of the world's most influential languages. The Senate Committee is convinced that a firm commitment from the federal government to actively promote bilingualism and improve official-language proficiency across the country is not only desirable, but also essential. Accordingly, it has made 10 recommendations that will help Canadians work together to create a climate in which both official languages assume their rightful place. It is time for action. There is no doubt that a Canada with a more bilingual population would also have a stronger global presence.

Recommendation 1

That Canadian Heritage, acknowledging that education is an area of shared jurisdiction and pursuant to its responsibilities under subsection 43(1) of the *Official Languages Act* with respect to the learning of English and French in Canada, ensure second-language programs are accessible to everyone, everywhere in Canada.

Recommendation 2

That Canadian Heritage, pursuant to its responsibilities under subsection 43(1) of the *Official Languages Act*, encourage the public and the business community to foster the recognition and use of the two official languages, and that it launch a national awareness campaign to encourage Canadians to learn their official languages.

Recommendation 3

That Canadian Heritage work with the provincial and territorial governments and consult with language organizations, school boards and teachers to establish a specific, measurable objective to increase official-language proficiency among Canadians, particularly youth aged 15 to 19, by 2018.

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Recommendation 5

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Recommendation 6

That Canadian Heritage immediately increase its support for language and cultural exchanges for both students and teachers.

Recommendation 7

That Canadian Heritage encourage the media to play an active role in promoting Canada's official languages by building on the practices of TV5 Québec-Canada and TFO Éducation.

Recommendation 8

That Canadian Heritage invest in sound research with an emphasis on innovative practices and that it disseminate the latest research results in the areas of official language promotion and language learning.

Recommendation 9

That Canadian Heritage maintain, or even increase, its investments in official-language promotion and learning, taking into account the four priorities identified in this report, namely, the active promotion of bilingualism; increased official language proficiency; innovative practices; and funding.

Recommendation 10

That Canadian Heritage improve current accountability practices to ensure the funds invested under the federal-provincial/territorial agreements are used wisely.

Name of Organization and Spokesperson	Date
Canadian Parents for French • Lisa Marie Perkins, President, National Board • Rita Parikh, Member, National Board • Robert Rothon, Executive Director, National Office	2013.04.15
Office of the Commissioner of Official Languages • Graham Fraser, Commissioner of Official Languages	2013.04.29 2013.11.25 2014.10.27 2015.05.11
• Sylvain Giguère, Assistant Commissioner, Policy and Communications Branch • Carsten Quell, Director, Policy and Research	2013.04.29
• Sylvain Giguère, Assistant Commissioner, Policy and Communications Branch • Ghislaine Saikaley, Assistant Commissioner, Compliance and Assurance Branch • Johane Tremblay, Director and General Counsel, Legal Affairs Branch	2013.11.25
• Ghislaine Saikaley, Assistant Commissioner, Compliance and Assurance Branch	2014.10.27
• Mary Donaghy, Assistant Commissioner, Policy and Communications Branch	2014.10.27 2015.05.11
Canadian Association of Immersion Teachers • Philippe Le Dorze, President • Chantal Bourbonnais, Executive Director	2013.05.06
Canadian Association of Second Language Teachers • Michael Salvatori, President • Guy Leclair, Executive Director	
Statistics Canada • François Nault, Director, Social and Aboriginal Statistics Division • Jean-Pierre Corbeil, Assistant Director, Social and Aboriginal Statistics Division, and Chief Specialist, Language Statistics Section	2013.05.27
Association des universités de la francophonie canadienne and Consortium national de formation en santé • Jocelyne Lalonde, Executive Director	2013.06.10 2014.05.05

Name of Organization and Spokesperson	Date
TV5 Québec Canada • Suzanne Gouin, President and General Manager • Benoît Beaudoin, Director, New Media	2014.02.10
Canadian Heritage • The Honourable Shelly Glover, PC, MP, Minister of Canadian Heritage and Official Languages	2014.03.03
• Hubert Lussier, Assistant Deputy Minister, Citizenship and Heritage • Jean-Pierre C. Gauthier, Director General, Official Languages Branch	
Commission nationale des parents francophones • Ghislaine Pilon, Acting Executive Director	2014.11.24
Fédération nationale des conseils scolaires francophones • Roger Paul, Executive Director	
Canadian Teachers' Federation • Dianne Woloschuck, President • Ronald Boudreau, Director, Services to Francophones	2014.12.01
École nationale d'administration publique • Moktar Lamari, Director, Centre for Research and Expertise in Evaluation • Eva Anstett, Coordinator, Centre for Research and Expertise in Evaluation	2015.02.16
LEARN • Suzanne Longpré, Communications Officer • Donna Aziz, English as a Second Language Consultant	
University of Ottawa • Richard Clément, Director and Associate Dean, Official Languages and Bilingualism Institute • Hilaire Lemoine, Executive in Residence, Official Languages and Bilingualism Institute	2015.02.23
Canadian Youth for French • Justin Morrow, Founder and President	
Canadian Association of Immersion Teachers Chantal Bourbonnais, Executive Director	2015.03.09

Name of Organization and Spokesperson	Date
As individuals • Jim Murphy, E-Teacher, French as a Second Language, Centre for Distance Learning and Innovation • Lesley Doell, French Language Consultant, French Language Resource Centre • Claude Germain, Associate Professor, Université du Québec à Montréal • Stephanie Arnott, Assistant Professor, Faculty of Education, University of Ottawa • Norman Moyer	2015.03.09
Embassy of Switzerland to Canada • His Excellency Beat Nobs, Ambassador of Switzerland to Canada • Urs Obrist, Science, Research and Education Officer	2015.03.23
Fédération de la jeunesse canadienne-française • Alec Boudreau, President • Josée Vaillancourt, Director General	
Fédération des comités de parents du Québec • Marc Charland, General Manager	
Groupe Média TFO • Pascal Arseneau, Chief Marketing Officer • Julie Caron, Director, TFO Éducation	2015.03.30
Canadian Association of Immersion Teachers • Christey Hughes, Member-at-Large, Board of Administration	
Nova Scotia Department of Education and Early Childhood Development • Élaine Melanson, Core French and Intensive French Consultant	
French for Life • Michael Hudon, Communications and Project Coordinator, Canadian Parents for French – Manitoba	2015.04.20
French for the Future • Danielle Lamothe, Executive Director	
Society for Educational Visits and Exchanges in Canada • Deborah Morrison, Executive Director	
The Conference Board of Canada • Alan Arcand, Associate Director, Centre for Municipal Studies • Pedro Antunes, Deputy Chief Economist and Executive Director, Forecasting and Analysis	

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Lesley Doell, Presentation – Study on best practices for language policies and second-language learning in a context of linguistic duality or plurality, 9 March 2015. [AVAILABLE IN FRENCH ONLY]

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11 OLLO, *Evidence*, Issue No. 12, 2nd Session, 41st Parliament, 20 April 2015, pp. 28 and 29 (Alan Arcand, Associate Director, Centre for Municipal Studies, The Conference Board of Canada).

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14 OLLO, *Evidence*, Issue No. 19, 1st Session, 41st Parliament, 6 May 2013, p. 56 (Michael Salvatori, President, CASLT); OLLO, *Evidence*, Issue No. 19, 1st Session, 41st Parliament, 6 May 2013, p. 47 (Chantal Bourbonnais, Executive Director, Canadian Association of Immersion Teachers (ACPI)).

15 CASLT, Brief presented to the Standing Senate Committee on Official Languages, 6 May 2013, p. 4.

16 Fergus I.M. Craik, Ellen Bialystok and Morris Freedman, "Delaying the onset of Alzheimer disease: Bilingualism as a form of cognitive reserve", *Neurology*, Vol. 75, Issue 19, 9 November 2010, pp. 1726–1729; OLLO, *Evidence*, Issue No. 19, 1st Session, 41st Parliament, 6 May 2013, p. 31 (Philippe Le Dorze, President, CAIT).

17 CASLT (6 May 2013), p. 4.

18 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 23 March 2015, pp. 44, 45 and 55 (His Excellency Beat Nobs, Ambassador of Switzerland to Canada).

19 CASLT (6 May 2013), p. 2.

20 OLLO, *Evidence*, Issue No. 18, 1st Session, 41st Parliament, 15 April 2013, p. 25 (Lisa Marie Perkins, President, National Board, CPF).

21 OLLO, *Evidence*, Issue No. 19, 1st Session, 41st Parliament, 29 April 2013, p. 13 (Graham Fraser, Commissioner of Official Languages, Office of the Commissioner of Official Languages (OCOL)).

22 OLLO, *Evidence*, Issue No. 18, 1st Session, 41st Parliament, 15 April 2013, p. 26 (Robert Rothon, Executive Director, National Office, CPF).

[23] CPF, *An Overview of French Second Language Education in Canada*, Submission to the Standing Senate Committee on Official Languages, December 2013, p. 9.

[24] The situation has changed since the CPF submitted its brief. For more information on the current situation, see: Government of New Brunswick, *Making the Choice of Learning French*.

[25] OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 25 (Claude Germain, Associate Professor, Université du Québec à Montréal (UQAM), as an individual).

[26] Canadian Heritage (2014), p. 28.

[27] OLLO, *Evidence*, Issue No. 12, 2nd Session, 41st Parliament, 11 May 2015, p. 77 (Graham Fraser, Commissioner of Official Languages, OCOL).

[28] Canadian Heritage (2014), p. 28.

[29] OLLO, *Evidence*, Issue No. 20, 1st Session, 41st Parliament, 27 May 2013, p. 8 (Jean-Pierre Corbeil, Assistant Director, Social and Aboriginal Statistics Division and Chief Specialist, Language Statistics Section, Statistics Canada).

[30] Ibid., pp. 8 and 19.

[31] The most recent annual report released by Canadian Heritage cites 340,000 in one place (Canadian Heritage (2014), p. 10), and 356,580 in another (Canadian Heritage (2014), p. 28). The President of CAIT mentioned that there were approximately 350,000 young anglophones enrolled in French immersion. (OLLO, *Evidence*, Issue No. 19, 1st Session, 41st Parliament, 6 May 2013, p. 31 (Philippe Le Dorze, President, CAIT)).

[32] OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 16 February 2015, p. 33 (Moktar Lamari, Director, Centre for Research and Expertise in Evaluation, École nationale d'administration publique (ÉNAP)).

[33] Conseil supérieur de l'éducation, Early Childhood Education, *L'amélioration de l'enseignement de l'anglais, langue seconde, au primaire: un équilibre à trouver*, Notice to the Minister of Education, Recreation and Sports, Government of Quebec, August 2014, p. 46 [AVAILABLE IN FRENCH ONLY].

[34] OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 16 February 2015, p. 44 (Moktar Lamari, Director, Centre for Research and Expertise in Evaluation, ÉNAP).

[35] Ibid., pp. 33 and 34.

[36] ÉNAP, Centre for Research and Expertise in Evaluation, *Recherche évaluative sur l'intervention gouvernementale en matière d'enseignement de l'anglais langue seconde au Québec*, first deliverable, second deliverable and third deliverable submitted to the Minister of Education, Recreation and Sports, May 2014. [AVAILABLE IN FRENCH ONLY]

[37] ÉNAP (May 2014), third deliverable, p. 139. [AVAILABLE IN FRENCH ONLY]

[38] OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 23 March 2015, p. 59 (Marc Charland, Executive Director, Quebec Federation of Parents' Committees (QFPC)).

[39] Ibid.

[40] Ibid. For more information on the approach taken by the English Montreal School Board, see: www.noussommesbilingues.ca. [AVAILABLE IN FRENCH ONLY]

[41] OLLO, *Evidence*, Issue No. 18, 1st Session, 41st Parliament, 15 April 2013, p. 11 (Lisa Marie Perkins, President, National Board, CPF).

[42] OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 16 February 2015, p. 54 (Donna Aziz, English as a Second Language Consultant, LEARN).

[43] OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 23 February 2015, p. 60 (Richard Clément, Director and Associate Dean, Official Languages and Bilingualism Institute (OLBI), University of Ottawa).

[44] *Ibid.*, p. 61 and 64; OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 39 (Stephanie Arnott, Assistant Professor, Faculty of Education, University of Ottawa, as an individual).

[45] OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 12 (Jim Murphy, E-Teacher, French as a Second Language, Centre for Distance Learning and Innovation (CDLI), as an individual).

46 OLLO, *Evidence*, Issue No. 12, 2nd Session, 41st Parliament, 20 April 2015, p. 27 (Michael Hudon, Communications and Project Coordinator, Canadian Parents for French – Manitoba).

47 OLLO, *Evidence*, Issue No. 9, 2nd Session, 41st Parliament, 1 December 2014, pp. 101 and 102 (Ronald Boudreau, Director, Services to Francophones, Canadian Teachers' Federation (CTF)).

48 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 23 March 2015, pp. 60 and 71 (Alec Boudreau, President, Fédération de la jeunesse canadienne-française (FJCF)).

49 OLLO, *Evidence*, Issue No. 9, 2nd Session, 41st Parliament, 1 December 2014, p. 99 (Ronald Boudreau, Director, Services to Francophones, CTF).

50 OLLO, *Evidence*, Issue No. 18, 1st Session, 41st Parliament, 15 April 2013, p. 22 (Rita Parikh, Member, National Board, CPF).

51 OLLO, *Evidence*, Issue No. 19, 1st Session, 41st Parliament, 6 May 2013, p. 36 (Philippe Le Dorze, President, CAIT).

52 OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 23 February 2015, p. 60 (Richard Clément, Director and Associate Dean, OLBI, University of Ottawa).

53 OLLO, *Evidence*, Issue No. 9, 2nd Session, 41st Parliament, 1 December 2014, p. 110 (Ronald Boudreau, Director, Services to Francophones, CTF).

54 OLLO, *Evidence*, Issue No. 18, 1st Session, 41st Parliament, 15 April 2013, p. 23 (Rita Parikh, Member, National Board, CPF).

55 OLLO, *Evidence*, Issue No. 12, 2nd Session, 41st Parliament, 11 May 2015, p. 82 (Graham Fraser, Commissioner of Official Languages, OCOL).

56 OLLO, *Evidence*, Issue No. 19, 1st Session, 41st Parliament, 29 April 2013, p. 14 (Graham Fraser, Commissioner of Official Languages, OCOL); OLLO, *Evidence*, Issue No. 12, 2nd Session, 41st Parliament, 11 May 2015, p. 81 (Graham Fraser, Commissioner of Official Languages, OCOL).

57 OLLO, *Evidence*, Issue No. 19, 1st Session, 41st Parliament, 6 May 2013, p. 36 (Philippe Le Dorze, President, CAIT).

58 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 30 March 2015, p. 89 (Élaine Melanson, Core French and Intensive French Consultant, Nova Scotia Department of Education and Early Childhood Development).

59 OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 16 February 2015, pp. 40 and 51 (Moktar Lamari, Director, Centre for Research and Expertise in Evaluation, ÉNAP).

60 OLLO, *Evidence*, Issue No. 9, 2nd Session, 41st Parliament, 1 December 2014, p. 105 (Dianne Woloschuk, President, CTF).

61 OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 16 February 2015, p. 44 (Moktar Lamari, Director, Centre for Research and Expertise in Evaluation, ÉNAP).

62 OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 16 February 2015, p. 41 (Suzanne Longpré, Communications Officer, LEARN).

63 Ibid., p. 42.

64 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, pp. 8 and 12 (Jim Murphy, E-Teacher, French as a Second Language, CDLI, as an individual).

65 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 13 (Lesley Doell, French Language Consultant, French Language Resource Centre (FLRC), as an individual).

66 *Ibid.*, p. 15.

67 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 26 (Claude Germain, Associate Professor, UQAM, as an individual).

68 OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 23 February 2015, p. 56 (Richard Clément, Director and Associate Dean, OLBI, University of Ottawa).

69 OLLO, *Evidence*, Issue No. 18, 1st Session, 41st Parliament, 15 April 2013, p. 8 (Lisa Marie Perkins, President, National Board, CPF).

70 OLLO, *Evidence*, Issue No. 18, 1st Session, 41st Parliament, 15 April 2013, p. 8 (Rita Parikh, Member, National Board, CPF).

71 Ibid., pp. 8 and 9.

72 OLLO, *Evidence*, Issue No. 19, 1st Session, 41st Parliament, 6 May 2013, p. 32 (Philippe Le Dorze, President, CAIT); CPF (December 2013), p. 6.

73 OLLO, *Evidence*, Issue No. 19, 1st Session, 41st Parliament, 6 May 2013, p. 61 (Michael Salvatori, President, Canadian Association of Second Language Teachers (CASLT)).

74 OLLO, *Evidence*, Issue No. 12, 2nd Session, 41st Parliament, 20 April 2015, pp. 20 and 21 (Michael Hudon, Communications and Project Coordinator, Canadian Parents for French – Manitoba).

75 Ibid., p. 21.

76 CPF (December 2013), p. 6.

77 OLLO, *Evidence*, Issue No. 12, 2nd Session, 41st Parliament, 11 May 2015, p. 78 (Graham Fraser, Commissioner of Official Languages, OCOL).

78 OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 16 February 2015, p. 34 (Moktar Lamari, Director, Centre for Research and Expertise in Evaluation, ÉNAP).

79 Ibid.

80 OLLO, *Evidence*, Issue No. 19, 1st Session, 41st Parliament, 6 May 2013, p. 32 (Philippe Le Dorze, President, CAIT).

81 Ibid., p. 40.

82 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 30 March 2015, pp. 96 and 97 (Christey Hughes, Member-at-large, Board of Administration, CAIT).

83 OLLO, *Evidence*, Issue No. 19, 1st Session, 41st Parliament, 6 May 2013, p. 47 (Chantal Bourbonnais, Executive Director, CAIT);

84 OLLO, *Evidence*, Issue No. 9, 2nd Session, 41st Parliament, 24 November 2014, p. 77 (Ghislaine Pilon, Acting Executive Director, Commission nationale des parents francophones (CNPF)).

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86 CPF (December 2013), p. 3.

87 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 25 (Claude Germain, Associate Professor, UQAM, as an individual).

88 OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 16 February 2015, p. 54 (Moktar Lamari, Director, Centre for Research and Expertise in Evaluation, ÉNAP).

89 OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 23 February 2015, p. 59 (Richard Clément, Director and Associate Dean, OLBI, University of Ottawa).

90 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 23 March 2015, p. 57 (Marc Charland, Executive Director, QFPC).

91 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 26 (Claude Germain, Associate Professor, UQAM, as an individual); OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 9 (Jim Murphy, E-Teacher, French as a Second Language, CDLI, as an individual).

92 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 9 (Jim Murphy, E-Teacher, French as a Second Language, CDLI, as an individual).

93 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 30 March 2015, p. 98 (Élaine Melanson, Core French and Intensive French Consultant, Nova Scotia Department of Education and Early Childhood Development).

94 OLLO, *Evidence*, Issue No. 18, 1st Session, 41st Parliament, 15 April 2013, p. 27 (Lisa Marie Perkins, President, National Board, CPF).

95 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 30 March 2015, p. 94 (Christey Hughes, Member-at-large, Board of Administration, CAIT).

96 OLLO, *Evidence*, Issue No. 12, 2nd Session, 41st Parliament, 20 April 2015, p. 12 (Danielle Lamothe, Executive Director, French for the Future).

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104 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, pp. 8 and 18 (Jim Murphy, E-Teacher, French as a Second Language, CDLI, as an individual).

105 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 30 March 2015, p. 92 (Élaine Melanson, Core French and Intensive French Consultant, Nova Scotia Department of Education and Early Childhood Development).

106 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 13 (Lesley Doell, French Language Consultant, FLRC, as an individual).

107 OLLO, *Evidence*, Issue No. 12, 2nd Session, 41st Parliament, 20 April 2015, p. 18 (Michael Hudon, Communications and Project Coordinator, Canadian Parents for French – Manitoba).

108 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 19 (Chantal Bourbonnais, Executive Director, CAIT).

109 OLLO, *Evidence*, Issue No. 12, 2nd Session, 41st Parliament, 11 May 2015, pp. 89 and 90 (Graham Fraser, Commissioner of Official Languages, OCOL).

110 OLLO, *Evidence*, Issue No. 12, 2nd Session, 41st Parliament, 20 April 2015, p. 13 (Danielle Lamothe, Executive Director, French for the Future).

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112 OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 16 February 2015, p. 52 (Moktar Lamari, Director, Centre for Research and Expertise in Evaluation, ÉNAP).

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123 OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 16 February 2015, p. 54 (Moktar Lamari, Director, Centre for Research and Expertise in Evaluation, ÉNAP).

124 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, pp. 10–11 and 21 (Jim Murphy, E-Teacher, French as a Second Language, CDLI, as an individual)

125 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 21 (Lesley Doell, French Language Consultant, FLRC, as an individual).

126 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 23 March 2015, p. 64 (Marc Charland, Executive Director, QFPC),

127 OCOL, *Two Languages, A World of Opportunities: Second-language learning in Canada's universities*, Ottawa, 2009.

128 OLLO, *Evidence*, Issue No. 12, 2nd Session, 41st Parliament, 11 May 2015, p. 79 (Graham Fraser, Commissioner of Official Languages, OCOL).

129 OLLO, *Evidence*, Issue No. 9, 2nd Session, 41st Parliament, 24 November 2014, p. 77 (Ghislaine Pilon, Acting Executive Director, CNPF).

130 OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 23 February 2015, p. 60 (Hilaire Lemoine, Executive in Residence, OLBI, University of Ottawa).

131 OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 23 February 2015, p. 73 (Justin Morrow, Founder and President, Canadian Youth for French (CYF)).

132 OLLO, *Evidence*, Issue No. 19, 1st Session, 41st Parliament, 6 May 2013, p. 32 (Philippe Le Dorze, President, CAIT).

133 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 26 (Claude Germain, Associate Professor, UQAM, as an individual).

134 OLLO, *Evidence*, Issue No. 21, 1st Session, 41st Parliament, 17 June 2013, p. 10 (Jocelyne Lalonde, Executive Director, Association des universités de la francophonie canadienne (AUFC) and Consortium national de formation en santé (CNFS)).

135 OLLO, *Evidence*, Issue No. 12, 2nd Session, 41st Parliament, 11 May 2015, p. 81 (Graham Fraser, Commissioner of Official Languages, OCOL).

136 OLLO, *Evidence*, Issue No. 21, 1st Session, 41st Parliament, 17 June 2013, p. 10 (Jocelyne Lalonde, Executive Director, Association des universités de la francophonie canadienne (AUFC) and Consortium national de formation en santé (CNFS)).

137 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 14 (Lesley Doell, French Language Consultant, FLRC, as an individual).

138 OLLO, *Evidence*, Issue No. 21, 1st Session, 41st Parliament, 17 June 2013, p. 11 (Jocelyne Lalonde, Executive Director, AUFC and CNFS).

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150 OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 23 February 2015, p. 59 (Richard Clément, Director and Associate Dean, OLBI, University of Ottawa).

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158 SEVEC, *Organization Background and Summary of Findings for a 2009 Research Study of English-French School Group Exchanges in Canada and Their Long Term Impact conducted by Callie [Mady], PhD at Nipissing University*, Presentation to the Senate Standing Committee on Official Languages, 20 April 2015.

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168 OLLO, *Evidence*, Issue No. 21, 1st Session, 41st Parliament, 17 June 2013, p. 24 (Jocelyne Lalonde, Executive Director, AUFC and CNFS).

169 OLLO, *Evidence*, Issue No. 12, 2nd Session, 41st Parliament, 20 April 2015, p. 22 (Deborah Morrison, Executive Director, SEVEC).

170 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 23 March 2015, p. 53 (His Excellency Beat Nobs, Ambassador of Switzerland to Canada).

171 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 9 (Jim Murphy, E-Teacher, French as a Second Language, CDLI, as an individual).

172 OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 23 February 2015, p. 75 (Justin Morrow, Founder and President, CYF).

173 OLLO, *Evidence*, Issue No. 18, 1st Session, 41st Parliament, 15 April 2013, p. 8 (Rita Parikh, Member, National Board, CPF).

174 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 30 March 2015, pp. 94–95 (Christey Hughes, Member-at-large, Board of Administration, CAIT).

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176 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 13 (Lesley Doell, French Language Consultant, FLRC, as an individual).

177 OLLO, *Evidence*, Issue No. 9, 2nd Session, 41st Parliament, 24 November 2014, p. 82 (Roger Paul, Executive Director, FNCSF).

178 OLLO, *Evidence*, Issue No. 9, 2nd Session, 41st Parliament, 24 November 2014, pp. 76 and 78–79 (Ghislaine Pilon, Acting Executive Director, CNPF).

179 OLLO, *Evidence*, Issue No. 9, 2nd Session, 41st Parliament, 24 November 2014, p. 81 (Roger Paul, Executive Director, FNCSF).

180 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, pp. 31–32 (Norman Moyer, as an individual).

181 OLLO, *Evidence*, Issue No. 19, 1st Session, 41st Parliament, 6 May 2013, p. 48 (Chantal Bourbonnais, Executive Director, CAIT); CASLT, 6 May 2013, p. 7.

182 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 26 (Claude Germain, Associate Professor, UQAM, as an individual).

183 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 32 (Norman Moyer, as an individual).

184 OLLO, *Evidence*, Issue No. 12, 2nd Session, 41st Parliament, 11 May 2015, p. 80 (Graham Fraser, Commissioner of Official Languages, OCOL).

185 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 30 March 2015, p. 100 (Élaine Melanson, Core French and Intensive French Consultant, Nova Scotia Department of Education and Early Childhood Development).

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197 OLLO, *Evidence*, Issue No. 9, 2nd Session, 41st Parliament, 1 December 2014, p. 102 (Ronald Boudreau, Director, Services to Francophones, CTF).

198 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 30 March 2015, p. 94 (Christey Hughes, Member-at-large, Board of Administration, CAIT).

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200 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 11 (Jim Murphy, E-Teacher, French as a Second Language, CDLI, as an individual).

201 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 28 (Stephanie Arnott, Assistant Professor, Faculty of Education, University of Ottawa, as an individual).

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207 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 23 March 2015, p. 53 (His Excellency Beat Nobs, Ambassador of Switzerland to Canada).

208 OLLO, *Evidence*, Issue No. 19, 1st Session, 41st Parliament, 6 May 2013, pp. 50–51 (Michael Salvatori, President, CASLT); OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 23 February 2015, p. 58 (Richard Clément, Director and Associate Dean, OLBI, University of Ottawa).

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219 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, pp. 40–41 (Norman Moyer, as an individual and Stephanie Arnott, Assistant Professor, Faculty of Education, University of Ottawa, as an individual).

220 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 24 (Claude Germain, Associate Professor, UQAM, as an individual).

221 OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 16 February 2015, pp. 35 and 43 (Moktar Lamari, Director, Centre for Research and Expertise in Evaluation, ÉNAP).

222 OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 23 February 2015, pp. 56–57 (Richard Clément, Director and Associate Dean, OLBI, University of Ottawa).

223 OLLO, *Evidence*, Issue No. 11, 2nd Session, 41st Parliament, 9 March 2015, p. 29 (Stephanie Arnott, Assistant Professor, Faculty of Education, University of Ottawa, as an individual).

224 OLLO, *Evidence*, Issue No. 10, 2nd Session, 41st Parliament, 23 February 2015, p. 59 (Richard Clément, Director and Associate Dean, OLBI, University of Ottawa).

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