



Roadmap 2008-2013: The Fransaskois Perspective

Promoting a promising future for the organizations and institutions of the Fransaskois community in the context of Canada's linguistic duality is a genuine commitment to the country as a whole.

Brief by the Assemblée communautaire fransaskoise (ACF) Inc.

To the Standing Committee on Official Languages

Ottawa, November 3, 2011

Background

In an official communiqué, the main party responsible for the Roadmap has stated: “The *Roadmap for Canada’s Linguistic Duality 2008-2013: Acting for the Future* reaffirms the Government of Canada’s commitment to linguistic duality and our two official languages. It charts the course the Government intends to follow over the next five years to build on Canada’s solid foundations.”¹

According to Canada’s current Prime Minister, “Our federation was born of a desire by English- and French-speaking Canadians to share a common future.”² One of the challenges the Canadian government will have to face in achieving this objective is to ensure it keeps its commitments to Canada’s linguistic majority and minority. Since it is at times incompatible with, and even contradicts, the everyday reality in Canada, this desire to ensure the cultural and linguistic future of both official language communities will no doubt be one of the difficult issues the government will have to address in the coming years. The Roadmap and its predecessors have always been, and still are, a major source of funding and thus of the stability necessary to the proper operation of the Fransaskois community’s organizations and institutions.³ In our view, however, the implementation of the procedures and methodology for allocating funding under the Roadmap could and should be reviewed to ensure greater transparency and standardized application.

In Saskatchewan, we have developed and adopted a new governance structure for the Fransaskois community: the Assemblée communautaire fransaskoise (ACF). This representation structure, in which the president and community representatives (elected regional community members) are elected by universal suffrage, has been completely overlooked and not respected in the Roadmap’s implementation in Saskatchewan. As a governing entity, the ACF must be fully consulted on any agreement signed between a federal funding agency and a Fransaskois organization. This failure to acknowledge the ACF’s political and administrative authority, as may be seen from the apparent willingness of federal departments to negotiate funding with any party whatever, is inconsistent with federal recognition of our governance structure and creates serious tension in our association network.

Our intention here is to evaluate the Roadmap and its actual impact on and within the Fransaskois community. Our evaluation will therefore be based on two major priorities: (1) a plan for society the purpose of which is to build a strong, united and innovative Fransaskois community based on the principles of Canada’s linguistic duality, and (2) strategic investments by numerous federal departments that will ensure multi-year support for the Fransaskois community to guarantee its cultural-linguistic vitality while meeting the new priorities of the Government of Canada, which must defend its choices to the Canadian public.

¹ Source: Canadian Heritage, *Roadmap for Canada’s Linguistic Duality 2001-2012: Acting for the Future*, Government of Canada, Ottawa, 2008, page 6.

² Source: *Ibid.*, page 4.

³ A Fransaskois is any individual who identifies with Saskatchewan’s francophone community, now or in the past, be it through birth, marriage or adoption, or any person who identifies with the Fransaskois community, who contributes to the vitality of the French language and to the vitality and development of the francophone communities in Saskatchewan, while recognizing that there are a number of ways to make that contribution. (Source: *Commission on Inclusion within the Fransaskois Community: From Minority to Citizenship*)

The Roadmap: An investment in five areas for government action

1. Emphasizing the value of linguistic duality among all Canadians

Despite all our research efforts, this is the area for action that we find difficult to assess accurately. With the exception of the linguistic tools the Government of Canada has made public on its website,⁴ and a link to the ACF website, very few measurable differences have been noted in this area. It is important to point out that it is still hard to obtain French-language services from federal institutions in Saskatchewan, and we too often encounter a total lack of service, long waiting times and French of at times dubious quality. In addition to this difficult situation, there is the twofold fact that the federal government's "Official Languages Champions"⁵ do not always know the community they are called upon to serve and that they are all too often not assigned to a position long enough to make a real difference. Note here that the Government of Canada has recently appointed unilingual Anglophones to key positions (auditor, judge, etc.), and that those actions run counter to this effort to emphasize the value of linguistic duality.

On the other hand, the province of Saskatchewan introduced a policy on French-language services in 2003, and, under a bilateral agreement between the governments of Canada and Saskatchewan, Roadmap funding has been provided for the Francophone Affairs Branch (FAB), the Saskatchewan government's French-language services gateway.

2. Building the future by investing in youth

This area for action, which is of capital importance to the Fransaskois community, focuses on our community's continued existence and current and future vitality. We believe this area should include four specific investments: first, investment in the French first-language and French second-language school system (the French first-language education issues will be presented by the Conseil des écoles fransaskoises on December 13 of this year); second, funding for youth initiatives; third, funding for minority-language media access; and, fourth, investment in postsecondary education for Francophone students and French second-language students.

2.1 All funding sources considered, investments in French-language primary and secondary education have obviously increased. However, it is important to note that federal funding for French-language education in Saskatchewan is not comparable to provincial investment levels. Federal investment in minority-language education from kindergarten to grade 12 has been stagnant for a number of years now, whereas investment by the province has increased. As the figures cited in the investment section show, since 2008, the costs eligible for federal grants have increased by 44%, whereas federal investments have declined by 4% over the same period. The portion assumed by the province increased by 61% in 2008 and 74% in 2010, for an additional investment of \$1,030,048. It is important to note that, despite the education investments under the Roadmap (which represent nearly 50% of Roadmap costs) – which includes

⁴ <http://www.noslangues-ourlanguages.gc.ca/index-eng.php>

⁵ This is the unofficial and official name given to federal public servants who have been designated by their departments and agencies to promote French in their workplace.

funding for first-language education, second-language K-12 education, summer bursaries for language development and the official language monitor program – this investment has not resulted in an increase in federal expenditures, at least in Saskatchewan.

Figures on investments made in the French first- and second-language education system are provided below. It is important to note that the Fransaskois community is facing a challenge, which Statistics Canada has accurately summarized as follows:

In Saskatchewan, 3,820 children of Francophone parents were enrolled in elementary or secondary school at the time of the survey. Of those children, approximately 48% were receiving an education in French, including 32% in a French school and 16% in a French immersion program within an English school. As for the rest of the children who were enrolled in elementary or secondary school, 51% were attending an English-language school (regular program). The results suggest that a number of factors may be inter-related. These include, on the one hand, the language in which children are educated and, on the other hand, the proportion of exogamous couples; the language transfer toward English among many Francophones under 21 years of age; and the fact that a sizeable proportion of Francophones feel more at ease in English than in French. For example, of the 3,450 children that have at least one Francophone parent, the majority (72%) were from French-English exogamous families. Of these, 24% were attending a French school, 16% an immersion program in an English school and 59% the regular program in an English school.⁶

- 2.2 Funding for youth initiatives to increase youth access to local activities and media in the minority language have not necessarily had the desired effect. For the Youth Initiatives Fund (established under the former Roadmap), managed by Francofonds in Manitoba, investments in Saskatchewan between 2008 and 2011 represented only \$85,769.61 out of a total of \$412,698.00 (20.78%). Although those investments supported parliamentary initiatives, outdoor camps, music shows and exchanges, they alone were not enough to meet the needs of our youth.
- 2.3 This area also includes access to local media in the minority language. For example, in 2001, the ACF identified the need for a broadband service (high-speed Internet) in the rural area to the east and northeast of Saskatoon. The economic and cultural benefits of access to high-speed Internet were obvious to the area's citizens, Anglophone and Francophone, both in the cities of Prince Albert and Saskatoon and in the rural communities. The ACF received financial assistance from Industry Canada (not under the Roadmap) through the Broadband Rural and Northern Development Program. With the ACF's support, Baudoux Communications⁷ was the first Internet company in Saskatchewan to provide services to its customers in both official languages and to produce tangible, structural results for individuals and families wishing to live in French in our community, results that are consistent with the government's commitment to support the development of the official language minority communities.

(See **Appendix 1** – Baudoux Communications' service coverage area.)

⁶ Source: Statistics Canada, 2011, *Portrait of Official-Language Minorities in Canada: Francophones in Saskatchewan*, Catalogue No. 89-642-X – No. 006, page 42.

⁷ The name Baudoux Communications refers to the contributions made by one of the Fransaskois community's pioneers. Mgr Maurice Baudoux (1902-1988), who was ordained as a priest in Prud'homme in July 1929, always believed in the French fact in Saskatchewan, and French-language radio was introduced in our province thanks in part to his dedicated efforts. The name "Baudoux" was chosen to pay tribute to this great Canadian and proud Fransaskois.

- 2.4 Lastly, implementation of a successful postsecondary project in Saskatchewan requires a transparent partnership, firm commitment by a postsecondary institution and guaranteed funding by our two levels of government. The Roadmap is thus essential to the success of that project. Thus far, those three conditions have not been met in Saskatchewan.

Although it is true that there is a certain amount of postsecondary programming in French,⁸ that programming hardly meets the Fransaskois community's aspirations. As a result of this major cleavage between the French-language secondary (first language and French immersion) and postsecondary levels, the current situation in Saskatchewan ensures that Francophone and francophile youth will migrate to French-language postsecondary programming outside the province. And very few will return to look for a job or establish a home. Consequently, the two sectors are weakened. The absence of a coherent, credible and sustainable French-language postsecondary sector undermines the development of French-language education because a large number of students are leaving French-language programs to prepare themselves better, at the secondary level, to undertake postsecondary studies in English. This massive exodus and the very limited choice of postsecondary programming in French harm the development of the postsecondary sector in Saskatchewan. A very small number of students continue their studies until grade 12. Most of those who complete their secondary education in French pursue their postsecondary studies in English for lack of any promising options in French at the college and university levels. Consequently, the federal and provincial governments are losing a considerable share – if not most – of what they invest in French-language preschool and school education.

To more fully realize the potential of students wishing to study in French and to maximize the return on the major investment both levels of government make in French-language education, we believe that preschool, primary and secondary schools and postsecondary education (college, technical school and university) should be viewed as a continuum. Viewed in a cohesive manner, this would promote the necessary connections and matches among the three educational levels.

The postsecondary portion of that continuum will be strong and sustainable in a minority setting only if it is coherent, and it is the organization and funding of that education that will ensure its coherence. It is very difficult to develop postsecondary education in French in a sustainable manner with a view to the future when programs, and the organizations that offer them, are funded by only one of the two levels of government on an *ad hoc* basis. The French-language organizations, such as the Department of French at the University of Regina are funded solely by the province and receive quite predictable and sustainable annual funding, which has made it possible to establish a teaching body. However, as those organizations are funded within English-language institutions, that funding is determined on the basis of criteria that inevitably penalize the education that is offered in the official minority language. As a result, they are unable to develop.

French-language organizations, such as the Institut français, which are funded solely by the federal government, are handicapped by their cycle of short-term funding solely out of supplementary funds. As a result, these organizations cannot plan for the long term,

⁸ Through federal funding that will terminate in March 2013, the University of Regina is offering a Bachelor of Education degree (four or five years), a BA in French Literature and a number of non-credit courses.

establish a teaching body, introduce programs for credit, training that must meet the aspirations of the Francophone and francophile student body in a French-language setting and atmosphere or, in short, develop and fully carry out their minority French-language education mandate. This scattershot funding not only undermines any coherent development of postsecondary education in a minority Francophone setting, but, as noted above, also ensures that both levels of government lose a very significant portion of their investment in preschool, primary and secondary French-language education.

The best way to build an effective and sustainable postsecondary education system in French in a minority setting is to encourage the province-wide creation of an inter-institutional postsecondary sector that is Francophone and independent and an extension of French-language preschool and school education. Including online courses in the postsecondary education approach is one option that should be considered, although a base of face-to-face programs must be offered. We recommend that the two levels of government jointly fund this kind of sector as a whole, separately from the English-language sector and based on criteria specific to minority education.

If program quality and genuine inter-institutional collaboration are the eligibility criteria that institutions must meet in order to enter this special sector, the two levels of government should agree to co-fund a range of strategic, coherent and complementary programs. If they simultaneously establish mechanisms enabling the representative bodies of the Francophone community (French first- and second-language), and school authorities to advise the Department of Postsecondary Education on the sector's orientations, the cohesion of French-language education and the relevance of the postsecondary sector would be significantly reinforced.

As sector funding as a whole would be negotiated between the federal and provincial governments, it would be coherent and solid: provincial funding would guarantee a sustainable basis for the sector as a whole, whereas federal funding would be the essential condition that would enable the province to support the development of postsecondary education in French based on criteria adapted to minority education.

If the two levels of government together afforded the postsecondary institutions, as part of a coherent sector, the opportunity to access funding that would ensure the sustainable long-term development of their French-language programs, most of them would likely choose to take part in that sector in accordance with the requirements of continuity, cohesion and coherence that would be the conditions for their participation.

3. Improving access to services for official language minority communities

- 3.1 **Health:** The Government of Canada's investments in health, through Health Canada and thus the Société santé en français (SSF), which has ultimately come to us here in Saskatchewan through funding from the Réseau santé en français de la Saskatchewan (RSFS), have had a significant impact on our community. Saskatchewan, which until recently had no access to French-language health services, has been extensively affected by investments made under the Roadmap.

In founding the Réseau santé en français de la Saskatchewan and developing what is now recognized as top programming in its network, Saskatchewan has established an institution that is focused on the health of Fransaskois citizens, specifically sound eating and exercise through programs such as *En mouvement*. Based on the principle of improved access to health services, RSFS is innovating in a number of fields: physician referrals, identifying French-language health professionals through a provincial directory and distributing information on a range of topics (physical activity, drugs and tobacco, food, sexuality, mental health, dental care, physical, emotional and sexual violence). Funding for health care through the agency that represents the network, the Société santé en français, has been a winning approach and has made it possible to reinforce the regional network and develop partnerships that have assisted in its financial diversification. Multi-year funding has also enabled RSFS to establish a long-term development plan and to budget year over year.

Access to health services in one's language goes beyond mere respect for that language; it is also a matter of health and safety. The Fransaskois population is aging and renewing itself through immigration and inter-provincial migration. In addition, our educational institutions are enabling young Fransaskois to become dominant in their mother tongue. In a context in which Fransaskois are not de facto bilingual (French/English), they cannot be satisfied with unilingual English-language health services. We are increasingly seeing people who are more comfortable speaking to their physicians in their first language. The need for access to clinical services in French is becoming apparent particularly in Saskatoon and Regina. The Réseau santé en français de la Saskatchewan is trying to establish community health clinics in each of those cities. In addition, the Fransaskois community has identified the creation of community health clinics as one of its five priorities in Saskatchewan provincial elections.

- 3.2 **Justice:** The Association des juristes d'expression française de la Saskatchewan (AJEFS), which was founded in 1989 by members of the Saskatchewan Bar Association, is a non-profit organization consisting of some 50 lawyers, judges, translators, clerks, law professors and students. AJEFS's mandate is to ensure the introduction, development, promotion and defence of rights and legal services in French for its members, the community and legal and government bodies. AJEFS has received funding from Justice Canada under the Roadmap 2008-2013 and, since 2008, has carried out the following projects.

Legal education: Offering and distributing information on topics of public interest

AJEFS has produced and distributed guides such as *Le guide des femmes de la Saskatchewan et leurs droits* (Guide for Saskatchewan women and their rights); *Les droits de l'enfant, des parents et de la famille* (The rights of children, parents and families) and *Passeport-Justice : Vos droits comme citoyens* (Justice passport: citizens' rights) (a document very much appreciated by female immigrants and host communities; its first run has been exhausted and the community is demanding a second edition), as well as brochures such as *Section 23 of the Canadian Charter of Rights and Freedoms*. It has continued to expand its website, which contains 859 pages and 222 PDF documents on topics concerning youth, women, seniors, parents, teachers, immigrants and the general public. It has also published columns in the weekly Fransaskois newspaper, *L'Eau vive*, and offered workshops, mock trials, a national conference on the status of French in western Canada and the *Caron* case, as well as awareness campaigns.

Reference services to meet the need for information and legal services in French

Every year, AJEFS receives increasing numbers of reference requests from various clientele in family law, labour law, housing law, immigration law, the roles and responsibilities of non-profit organizations and other areas. (In 2011, demand has increased 30% relative to 2008.)

Awareness and promotion of careers in justice

Youth, teachers and parents are now more aware of career opportunities in justice as a result of activities such as the “Journées du droit”, documentation and presentations. For youth, the association has developed a small book entitled “Michette visite le Palais de justice,” which is a story book with attractive illustrations and educational games. The purpose of this tool is to increase young children’s knowledge of career opportunities in law and to raise their awareness and motivate them from an early age. In 2011, we had four new law graduates and three young Fransaskois are currently studying at a law faculty.

Contribution to improved access to justice – French-language justice services

Awareness has been raised within the judicial apparatus and the Francophone population since 2008. We now have three bilingual justice officers and two bilingual judges on the Provincial Court bench who can meet requests for trials in French. AJEFS, in cooperation with members of the Fransaskois community, is continuing its work to improve French-language services offered to the public. In particular, the number of bilingual individuals working in justice in Saskatchewan (translators, interpreters, lawyers, judges and clerks) has increased from 50 in 2008 to 82 in 2011.

To sum up, the Roadmap for Canada’s Linguistic Duality has enabled the association and the Fransaskois population to acquire new knowledge and awareness in the field of justice, which has resulted in greater ability to live in one’s own language, thus ensuring the continued existence of the French-language communities in Canada.

- 3.3 **Immigration:** For seven years now (since 2004), the ACF has been responsible for the intake and settlement of Francophone immigrants to Saskatchewan. However, it was not until 2008 that our community received funding, through Citizenship and Immigration Canada (CIC) and investments under the Roadmap, to support that effort. Today, the ACF is proud to say that it is the point of entry for Francophone immigration to Saskatchewan. We also belong to the Réseau en immigration francophone and comply with the Strategic Plan to Foster Immigration to Francophone Minority Communities, which was adopted in 2007.

The intake and settlement services that the ACF offers include services to guide newcomers, assist them in finding accommodation, support them in looking for employment and facilitate school registration for their children. Since 2008, the ACF has helped 360 persons (and their families and spouses) with immigration services, and we have supported an average of 85 immigrants a year who have come and settled in Saskatchewan. Note here that we have four employees who must meet the needs of the entire province. Obviously, an additional investment to hire another employee would enable us to respond to our clients’ needs more effectively. The ACF also launched the Réseau provincial en immigration (RPI) in 2004. The mandate of that network, which includes Fransaskois community institutions and organizations, is to ensure the development of immigration services and resources for newcomers to

promote their integration and retention in our community. For its members, the RPI constitutes a forum for coordinating their immigration activities. It promotes better coordination of activities in order to enhance the impact of the actions of each of its members.

At the same time, the ACF has also taken part in activities designed to recruit new immigrants internationally. Through Destination Canada and travel at our own expense, the ACF has always wanted to help meet its community's labour needs. The ACF very recently signed an agreement in principle with the Government of Mauritius and the International Organization for Migration (IOM) to recruit from 100 to 500 bilingual workers in Mauritius over the next few years.

- 3.4 **Early childhood, family and literacy:** The early childhood (child care) centres and the Centres d'appui à la famille et à l'enfance (CAFE) are dynamic places that offer numerous services, francization and training activities and a broad range of support resources for Fransaskois parents and families. Early childhood development is an important issue for young parents as regards language transmission, identity and culture for young children. These families and their children are the future clientele of Fransaskois schools. The Association des parents fransaskois (APF) continues its efforts to ensure that young and preschool-aged children are ready to enter the Fransaskois school system.

In the past five years, the Francophone community has experienced increasing demand for early childhood and family services. Increased kindergarten enrolment at the Conseil des écoles fransaskoises (CÉF) is proof of that. However, the community cannot adequately respond to the demand. For example, there are waiting lists for the childhood services already operating. This increase incidentally coincides with Saskatchewan's demographic growth and strong economy. A number of Francophone communities have also requested new child care services and are awaiting a response in order to establish services.

On June 30, 2010, 108 children were on the waiting list for child care services. As of June 30, 2011, 227 children were waiting for services in Regina, Saskatoon and Moose Jaw. Parents unfortunately risk turning to services outside the Francophone community. Four school communities have made requests for new child care services (Prince Albert, Bellevue, Bellegarde and Vonda) for the year ending March 31, 2010, with the potential for 91 new spaces. These communities are still waiting for a response in order to meet this undeniable need.

Last March, the APF received an official request from Moose Jaw parents to establish a Centre d'appui à la famille et à l'enfance (CAFE). A CAFE demonstration project was implemented in Lloydminster last April. However, without core operating funding, these projects will not be able to continue. Consequently, Francophone citizens and parents are not receiving all the crucially important services they need to ensure the development of the next generation of Francophones, the future students of Fransaskois schools. The APF's efforts, in cooperation with its numerous partners, to provide high-quality early childhood and family services have reached a decisive turning point.

It is important to note that the current early childhood infrastructure network comprises six education centres (four new centres have been requested), 12 prekindergartens and 10 playgroups, and three Centres d'appui à la famille et à l'enfance (CAFE) with two satellite services. A large percentage of access to this infrastructure has been made possible through investments in kind by ad hoc financial partnerships. Funding for the Centres d'appui à la famille et à l'enfance (CAFE) will enable the APF to continue taking in and assisting our families starting in early childhood to ensure a gentle transition to the Francophone education system and continue contributing to the development of the Fransaskois community. Note as well that the Fransaskois community has targeted early childhood as one of its five priorities in Saskatchewan provincial elections.

As for literacy, the Service fransaskois de formation aux adultes (SEFFA) and the Institut français offer family literacy courses, basic literacy and French courses (first and second language) through funding under the Roadmap.

- 3.5 **Arts and culture:** Note that this investment area is broad and includes numerous factors. As Professor James R. McGoodwin, of the Department of Anthropology at the University of Colorado explains, “Culture is a human invention which human beings are constantly revising and reinventing. Its purpose is to meet various human needs, including finding answers for questions humans are capable of asking – from the most practical and concrete to the most philosophical and cosmic.” He adds: “On this definition, culture implies much more than merely ‘high culture,’ that is, much more than the arts and humanities, music, literature, figurative art, or the cultivated social graces. Rather it refers more broadly to a particular people’s shared knowledge, including knowledge about their language, history, mythology, religious beliefs, world view, values, normative behavioural patterns, prevailing means of subsistence, and customary modes of social, economic, political, and religious organization.”⁹

Whether it be investments by the Department of Canadian Heritage, through its “Community Life component” or its Cultural Development Fund, many cultural initiatives have been supported in Saskatchewan since 2008. Note that, this year, the Department of Canadian Heritage and the Saskatchewan Arts Board (SAB) have established a new fund called the Portail culturel fransaskois (Fransaskois cultural gateway), administered by the SAB (through a bilateral provincial agreement), which provides direct support for Fransaskois artists. This fund represents an investment in our province of \$690,000.00 over two years. A large percentage of the investments in this area come from Canadian Heritage funding, and we address this issue below.

4. Capitalizing on economic benefits

This area has made it possible to provide direct funding for the national Francophone economic development network, RDÉE Canada (Réseau de développement économique et d'employabilité), which works together with our provincial agency, the Conseil de la coopération de la Saskatchewan (CCS), which was founded in 1946 at a conference of the Association Catholique Franco Canadienne (ACFC, today the ACF), by a group of French-Canadian co-operators. While abiding by its principles and traditional values, the CCS today is more engaged in

⁹ James R. McGoodwin, *Understanding the Cultures of Fishing Communities*, FAO, Rome, 2003, page 9.

economic development and the expansion of cooperatives in the Fransaskois community. The CCS is also studying new opportunities to provide better leadership for the Fransaskois in economic development and the cooperative sector.

Through the Roadmap, the CCS has received stable and predictable funding which has made a major contribution to the sound planning of its operation. However, it is important to note that, at the time the Roadmap was announced, administrative procedures and funding objectives were not clear, a fact that caused a nearly 18-month delay in transferring the funds. In some instances, it even transpired that funding priorities for the Roadmap investments did not match the community's priorities or even those of the CCS. When the Roadmap was announced, the regional economic agencies had to react to the situation, which caused additional delays.

The Roadmap investments that enabled the CCS to take part in the Place de la francophonie at the 2010 Vancouver Olympic Games generated a unique opportunity for the official language minority communities. That event showcased Canada's Francophone economic agencies and its effects are still being felt today. In one sense, it was one of the first opportunities for the economic network to meet with Canadian and even international citizens. Note that the benefits of this investment were also noted in our community. Since that unique experience, the CCS has put the emphasis on the effectiveness of its work with entrepreneurs and other community organizations, and on improving it. For example, through director training and business plan preparation workshops, the CCS contributed to the construction of the seniors' home in Debden, a small Francophone village in northern Saskatchewan. The CCS officer went to the village some 20 times a year over five years to support the project's promoters. The centre is a level one and two care facility and thus intended for mobile individuals. The officer supported those responsible in their planning, business plan preparation, fund-raising and loan application efforts.

For the CCS, losing Roadmap support and money would have been a major loss for its planning and development efforts in recent years. It is important to note that the CCS and its national RDÉE network have not had an easy time of it recently. A vision of the future that was not shared by all members resulted in a tense and divided economic network. Note, however, that the economic network turned things around and now has a clear vision of the direction it wants to take, and all network components are aligned in that direction.

5. Ensuring efficient governance to better serve Canadians

Allow me here to address the issue of the Cooperation Agreements (formerly known as the *Canada-Community Agreements*). These agreements are still the cornerstone of our Francophone communities' development. These funds provide the majority of funding available for the operation of our network. The overall amounts disbursed by the Department of Canadian Heritage to Fransaskois agencies have not increased since 2000. This is a factor that must be considered in the context of this presentation as it indicates an erosion of the agency's purchasing power. According to Statistics Canada data, a fixed "basket" of consumer goods that cost \$100 in 2000 costs approximately \$127.08 in 2011. The costs associated with the maintenance of a building, the administration and operation of an agency have not been spared in this reduction of purchasing power. We can therefore say that the agency's purchasing power has declined by more than 27% in 11 years.

Without lessening the importance of accountability or questioning the importance of investment under the Roadmap, we must raise one question: how can anyone imagine that the Fransaskois community will be able to ensure its overall development when the costs that its

citizens ask it to incur increase but the funding allocated by the department declines by more than 27%, including the increase in the cost of living? Although the Fransaskois community has established a rigorous accountability process and meets the standards set by the department, given its current administrative and financial capacity, we are unable to make ends meet or to meet our citizens' needs. French-speaking Saskatchewan is facing the highest rate of assimilation and language loss, rapid aging of its population (especially among the Fransaskois population), a low fertility rate, and a lack of school and postsecondary institutions that can meet the needs of our young people. Despite these major challenges, we have a culturally rich community that is engaged, passionate and proud of its heritage. Without any enhancement of the cooperation agreement, we will all witness a slow and gradual erosion of gains, institutions, agencies and, lastly, our villages and communities. Let us not forget that the Fransaskois community is one of the agents of development for the Government of Canada with regard to its linguistic obligations.

We are currently experiencing this process with the situation of Willow Bunch, which has lost its school, its institutions and its Francophone organization (for lack of funding). Willow Bunch is considered the oldest Francophone community in Saskatchewan. The Francophone presence in Willow Bunch dates back to the 1870,¹⁰ when the missionaries and fur traders settled their accounts with the local Métis community. The region was known by the name of "Talle de Saules", which was later translated as "Willow Bunch". We are seeking the resources to revitalize this community, but that will be impossible with the current level of contributions, even less so if those contributions are reduced or eliminated.

As regards the Language Rights Support Program, as you are no doubt aware, a number of important court cases for the Francophone communities outside Quebec are currently awaiting trial and judgment. One of those is the *Caron* case. If the Alberta Court of Appeal finds in favour of Mr. Caron, it is utterly logical to believe that the Province of Alberta will appeal to the Supreme Court of Canada. The case directly and specifically involves the constitutional protection of language rights across the former territory of Rupert's Land,¹¹ which was transferred to the Dominion of Canada in 1870. The language rights gains generated by this Alberta court case will be transferable to Saskatchewan (and elsewhere) because the founding laws of the two provinces are the same. The Fransaskois community cannot afford to disregard this observation, which is based on extensive historical research and well documented case law. It is said that the Supreme Court may overturn the *Act respecting the use of the English and French languages in Saskatchewan* of 1988. No one should conclude that official recognition of French would guarantee that all government services would become bilingual overnight. French is the only language spoken in the Legislative Assembly and before the courts. However, raising the status of French to that of an official language in the province nevertheless raises some promising possibilities with regard to provincial services.

Note as well that, with regard to the question of accountability to Treasury Board, the Commissioner of Official Languages has recommended to the Prime Minister of Canada that Part VIII of the act be amended to assign Treasury Board responsibility for: establishing the principles of implementation of Part VII; recommending regulations for the implementation of Part VII to the Governor in Council; providing instructions

¹⁰ A number of prominent individuals of French and Franco-Métis origin have animated its local history, including the giant Édouard Beaupré, a native of Willow Bunch, who was born to French Canadian parents in 1881, and Jean-Louis Légaré, a fur trader who, together with the Métis, accompanied Sitting Bull to the United States.

¹¹ Rupert's Land or Terre de Rupert, is the former territory handed over to the Hudson Bay Company by the British Crown. It included a portion of present-day Manitoba, all of Saskatchewan and Alberta and the Canadian territories.

for the implementation of Part VII; and informing the public and federal institutions about the principles and programs for the implementation of Part VII. On October 19 of this year, ACF President Paul Heppelle stated: “The recommendations that the Commissioner proposes in his 2010-2011 Annual Report are clear. The changes he is recommending to the government to amend the Official Languages Act in order to strengthen Part VII are a step in the right direction. We share his analysis of the situation, his fears, and we agree with the recommendations here proposed by the Commissioner.”



Investments – Fransaskois community (2008-2013)

N.B. The amounts shown below are only those of which we are aware.

Federal funding received by the Government of Saskatchewan for official languages (bilateral agreement)								
				<i>Roadmap for Canada's Linguistic Duality</i>				
	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013
Agreements on services*								
Core funding	\$520,000	\$620,000	\$700,000	\$760,000	\$760,000	\$760,000	\$760,000	\$760,000
Special projects								
French-language services policy								
Centre communautaire d'accueil et de services en français de Saskatoon			20,330	131,484				
Citizen Service Centre					100,000	100,000	60,000	60,000
Portail culturel fransaskois							172,500	172,500
Total	520,000	620,000	720,330	891,484	860,000	860,000	992,500	992,500
Education agreements**								
Regular programs	3,677,500	3,677,500	3,677,500	3,677,500				
French first language ***	1,909,803	2,115,815	2,136,151	2,136,151	2,693,018	2,693,018	2,693,018	2,693,018
French second language ***	438,269	471,813	778,893	928,893	4,039,526	4,039,526	4,039,526	4,039,526
Special projects								
Introduction of the Institut français	1,130,000	1,145,000	1,205,000	1,205,000	1,600,000	1,200,000	1,000,000	1,000,000
Renovations to the Institut français		339,000	350,000					
Centre scolaire et communautaire de Saskatoon		1,000,000	2,237,642					
Total	7,155,572	9,060,128	10,385,186	7,947,544	8,042,544	7,672,544	7,542,544	7,542,544
Overall total	\$7,675,572	\$9,680,128	\$11,105,516	\$8,839,028	\$8,902,544	\$8,532,544	\$8,535,044	\$8,535,044

* Canada-Saskatchewan Agreement on French-Language Services 2005-2009; Canada-Saskatchewan Agreement on Francophone Affairs 2009-2011 and 2011-2013

** Canada-Saskatchewan Agreement on Minority-Language Education and Second-Language Instruction 2005-2009 and 2009-2013

*** French first language and French second language: includes an investment under the *Roadmap* 2008-2013 over five years for the following groups:

- SEFFA/Collège Mathieu \$525,000/year (\$200,000 for core programming and \$325,000 for projects)
N.B. This amount has not changed since 1997.
- Bachelor of Education \$355,000/year
- Institut français \$250,000/year
- Conseil des écoles fransaskoises (**Amounts and sources will be explained to you on December 13.**)

The following groups received funding between 2008-2009 and 2010-2011 (only total amounts received are shown):

- ACELF - Association canadienne d'éducation de langue française	\$55,000.00
- ACF - Assemblée communautaire fransaskoise	\$1,183,200.00
- ACFR - Association culturelle francophone de Regina	\$35,000.00
- ADEF - Association des directions des écoles fransaskoises	\$20,000.00
- AJEFS - Association des juristes d'expression français de la Saskatchewan	\$60,000.00
- AJF - Association jeunesse fransaskoise	\$480,000.00
- APEF - Association provinciale des enseignantes des écoles fransaskoises	\$40,000.00
- APF - Association des parents fransaskois	\$740,000.00
- APFS - Association provinciale des professeurs de français de la Saskatchewan	\$20,000.00
- Canadian Parents for French - Saskatchewan	\$520,000.00
- Canadian Teacher's Federation	\$28,000.00
- CCF - Conseil culturel fransaskois	\$400,000.00
- CCS - Conseil de la coopération de la Saskatchewan	\$25,000.00
- Chenelière	\$200,000.00
- Commissions scolaires écoles immersion	\$1,468,450.00
- Corporation du Collège Mathieu	\$278,335.00
- CMEC - Council of Ministers of Education, Canada	\$351,900.00
- Fondation fransaskoise	\$30,000.00
- SHS - Société historique de la Saskatchewan	\$227,983.00

OTHER FUNDING

Canadian Heritage / Youth Initiatives Fund (Francofonds Inc.* money from previous Roadmap) for the Association jeunesse fransaskoise

2008-2009	\$35,222.00
2009-2010	\$21,833.33
2010-2011	\$28,714.28
 Total over 3 years	 \$85,769.61

Réseau de développement économique et d'employabilité pour le Conseil de la coopération de la Saskatchewan (CCS)

Core programming

2008-2009	\$520,000.00
2009-2010	\$520,000.00
2010-2011	\$520,000.00
2011-2012	\$520,000.00 (agreements signed and current year)
2012-2013	\$520,000.00 (agreements signed and confirmed)

Total over 5 years \$2,600,000.00

Projects

Impossible to determine (funding is often administered directly by Western Economic Diversification (WED))

Health Canada / Société Santé en français for the Réseau Santé en Français de la Saskatchewan (RSFS)

2008-2009	\$205,859.00
2009-2010	\$298,248.00
2010-2011	\$395,813.00
2011-2012	\$421,635.00 (agreements signed and current year)
2012-2013	\$429,635.00 (agreements signed and confirmed)

Total over 5 years \$1,751,190.00

Justice Canada for the Association des juristes d'expression française de la Saskatchewan (AJEFS)

2008-2009	\$175,555.00
2009-2010	\$147,745.00
2010-2011	\$208,135.00
2011-2012	\$171,885.00 (agreements signed and current year)
2012-2013	\$165,390.00 (agreements signed and confirmed)

Total over 5 years \$868,710.00

Canadian Heritage for the Cooperation Agreement (Community Life component)

2008-2009	\$2,381,000.00
2009-2010	\$2,381,000.00
2010-2011	\$2,381,000.00
2011-2012	\$2,381,000.00
2012-2013	\$2,381,000.00

Total over 5 years \$11,905,000.00

Citizenship and Immigration Canada for the Assemblée communautaire fransaskoise

2008-2009	\$57,889.00
2009-2010	\$208,890.00
2010-2011	\$363,656.00
2011-2012	\$315,335.00

Total over 4 years \$945,780.00

Human Resources and Skills Development Canada for Advanced Education, Employment & Immigration (Gov. SK) for the ACF

2008-2009	\$393,855.00
2009-2010	\$449,895.00
2010-2011	\$454,395.00
2011-2012	\$461,210.00

Total over 4 years \$1,759,355.00 **(It is important to emphasize that we are not certain whether this entire amount comes from the Roadmap.)**

Recommendations

Main recommendation

We unreservedly recommend that the *Roadmap for Canada's Linguistic Duality 2008-2013* be renewed. This government initiative has been, and still is, of capital importance to our communities in creating and expanding services, conducting socio-cultural activities and implementing programs and services in key sectors for our development and vitality, such as education, health, youth, justice, economic development and immigration.

Specific recommendations for each of the five areas for action

1. Emphasizing the value of linguistic duality among all Canadians

- 1.1 We recommend that high-quality linguistic tools be developed for Canadians to increase awareness among the majority and to open the minority community up to Canada's linguistic majority and to the various linguistic communities of the international diaspora.
- 1.2 We recommend that presentations be made to the public service of Canada to ensure greater understanding of the minority language community and its issues.
- 1.3 We recommend that funding for minority services offices in the provinces and territories, such as the Francophone Affairs Branch in Saskatchewan, be maintained or increased because they make an enormous contribution to establishing the ties essential to maintaining a working relationship between the minority and the majority surrounding it and to the delivery of provincial French-language services.
- 1.4 We recommend that a national campaign be organized on the benefits of preserving and learning the minority language. Linguistic duality must become a reality in Canada for the sake of our country's success in the 21st century.

2. Building a promising future for the youth of the minority language community

2.1 The French (first- and second-language) school system

- 2.1.1 We recommend that the new investments come from new federal funding. Otherwise we in Saskatchewan will be required to fund secondary education (French mother-tongue and French second-language) out of money intended for the associations and the CÉF (see table on page 14). That would undermine what we have already built. Note that the Government of Canada has a constitutional obligation to defend the interests and protect the rights of the minority communities. That must be reflected in the allocation of funding under the new Roadmap.

- 2.1.2 We recommend that investments not be reduced year over year as that has a harmful impact on our institutions, which have come to be suspicious of their source of funding, even though they depend on it for their proper operation. Constantly fearing that the next contribution will be less than the last hardly inspires the confidence to build for the long term.
- 2.1.3 In view of the fact that provincial contributions for French-language education are increasing (but are still not sufficient) and federal contributions have stagnated, we recommend that federal government investments in education (French first-language and French second-language) be increased in order to ensure realistic planning within school boards. Here in Saskatchewan, there is clearly an imbalance between actual education expenditures (French first-language and French second-language) and the federal government's contribution.
- 2.1.4 We recommend that a bilateral plan (governments of Saskatchewan and Canada) be developed in order to increase the number of Francophone teachers and specialists (e.g. remedial teachers) to offset the shortage of teachers and specialists in our province (e.g. to offer professional development through financial incentives for students, faculties of education and school boards).
- 2.1.5 We recommend that the official language monitor and summer bursary programs for language development be maintained.

2.2 Initiatives for French Canadian youth

- 2.2.1 We recommend that the Youth Initiatives Fund be maintained, but we suggest that it include increased funding.
- 2.2.2 We also recommend implementing a fund for exchanges between youth groups and with the representative organizations of their communities. By enabling our youth to break out of their isolation and see what is going elsewhere in Canada, we will help them obtain a true picture of the situation of their community and the Canadian Francophone community at large. The establishment of youth advisory committees in each province and territory of Canada will ensure that French Canadian youth understand how our communities operate and want to take part in them. Unless they discover this, a number of communities will be unable to include youth in the operation of their institutions and associations. This recommendation will assist partly in ensuring the continued existence of our communities.

2.3 Local media

- 2.3.1 We recommend that Radio-Canada's services in the regions be maintained or increased, not only media services (radio, television and Internet), but also Radio-Canada's community involvement in the region. For the members of our community, these services are the preferred way of seeing and hearing themselves on the airwaves, accessing programming that concerns them and interests them and forming effective partnerships that contribute to the vitality of the community.

2.3.2 We recommend the inclusion of investments in community newspapers, which are increasingly required to compete with social media and majority language media.

2.4 Implementing French-language postsecondary programming

2.4.1 We recommend that Canada give priority and special treatment to French-language postsecondary education, particularly in provinces where the Francophone population is small, as is the case in Saskatchewan. Whether the population is small or large, basic costs are equivalent. Serious, long-term federal government investment is required to provide service to a small population that, on its own, cannot afford postsecondary education, or else the migration of Fransaskois youth to other jurisdictions will continue and perhaps even increase.

2.4.2 We recommend that the federal and provincial governments directly co-fund French-language postsecondary education as the continuation of French-language preschool, elementary and secondary school education. This approach would guarantee logical continuity between secondary and postsecondary education and the development of French-language postsecondary programming that would meet the needs of our community.

3. Improving access to services for official language minority communities

3.1 Health

3.1.1 We recommend that monitoring and accountability methodologies be established at the same time as health investments under the Roadmap are announced.

3.1.2 We recommend that multi-year funding be the recommended method to enable health agencies and institutions to plan more effectively.

3.1.3 We recommend that the number of reports required be reduced while at the same time meeting the standards of transparency and accountability. We suggest that two reports per year would be adequate to maintain control and monitoring of funding recipients.

3.1.4 We recommend that the current funding allocation model for the health system (through the Société Santé en français) be maintained because it meets the needs of the members of that group.

3.2 Justice

- 3.2.1 We recommend that the Access to Justice in Both Official Languages Support Fund of the Department of Justice Canada be maintained because it meets the needs of the Fransaskois population in the area of issues regarding and development of access to justice in both official languages.
- 3.2.2 We recommend that multi-year funding be the preferred method to enable Fransaskois organizations and institutions to plan more effectively.

3.3 Immigration

- 3.3.1 We recommend that the Réseau en immigration francophone be maintained and that strategic investments be made to enable it to ensure better intake and settlement of newcomers to the minority communities.
- 3.3.2 We recommend that investments be made to enable the minority communities to make strategic infrastructure investments (welcome houses, transitional accommodation, etc.) to meet newcomers' needs.

3.4 Early childhood, family and literacy

- 3.4.1 We recommend that a significant investment (minimum \$80,000 annually) be made to develop family and early childhood services in Saskatchewan.
- 3.4.2 To meet the specific needs of parents groups (such as the Association des parents fransaskois en Saskatchewan), we recommend that the decision to determine who will be the standard bearer for this issue and how this funding will be distributed be reached in consultation with the Commission nationale des parents francophones.
- 3.4.3 We recommend that the Government of Canada work with the Government of Saskatchewan to increase its awareness and lead it to acknowledge the nature and mandate of the Fransaskois agencies working in this field. Our organizations are currently not recognized because the province states that they do not meet their criteria regarding the number and clientele served (minority clientele not acknowledged).

3.5 Arts and culture

- 3.5.1 We recommend that Canadian Heritage's investments in arts and culture continue in order to maintain this area which is a priority and central to the minority community.
- 3.5.2 We recommend that investments be made in the cultural industry at the community level.
- 3.5.3 We recommend that ways be found under the Roadmap to encourage national cultural agencies such as the National Film Board, Canada Council and Telefilm Canada to resume their financial support and continue supporting minority cultural industries.

4. Generating economic benefits for the Francophone community

- 4.1 We recommend that monitoring and accountability methodologies be established at the same time as health investments under the Roadmap are announced.
- 4.2 We recommend that multi-year funding be the preferred method to enable economic agencies and institutions to plan more effectively for the long term.
- 4.3 While ensuring that standards of transparency and accountability are met, we recommend reducing the number of reports required by the funding agencies. We suggest that two reports a year are sufficient to maintain control and to monitor funding recipients and their programming.
- 4.4 As the current funding allocation model for this economic network adequately meets the programming needs and operating structures of existing economic agencies, we recommend that it be maintained.
- 4.5 We recommend that the allocation of funding to the Francophone economic network include additional funding for impact studies on those investments under the Roadmap.

5. Efficient governance in the network

- 5.1 To enable the minority Francophone communities to respond more effectively to the needs of their citizens, we recommend that the value of contributions to those communities under the Cooperation Agreements (formerly the Canada-Community Agreements) be significantly increased. The lack of any increase in contributions under the agreements in more than 10 years has had an effect contrary to what the funding organization and the communities themselves wanted. The minority communities are currently living a precarious existence: their list of needs is long and the issues are serious. Despite the lack of any increase under the agreements in a decade, the communities have nevertheless found ways to continue their development. However, many important initiatives have been set aside and those underway often suffer from a serious funding shortfall.
- 5.2 We recommend that, starting in 2012, investments granted to the official language minority communities be increased by a minimum of 27%. We also recommend that any future Cooperation Agreement, Community Life component, acknowledge this financial need and provide for that increase.
- 5.3 To ensure appropriate follow-up to court cases of national importance that have an impact on Canada's minority communities, we recommend that the Language Rights Support Program receive substantial additional funding.

Other general recommendations

1. We recommend that the Roadmap actually identify the needs of the minority communities and, in order to respond to those needs in a concrete and sustained manner, that it invest strategically and cohesively while acknowledging the disparities and distinctions among Canada's minority communities.
2. We also recommend that, in the context of the next Roadmap, every group representing the minority communities be able to receive funding enabling it to work with one or more specialized researchers specializing in life in a minority setting so that an ongoing study is conducted on the impact of Roadmap investments on each province and territory for the term of the next Roadmap. That will then serve as a basis for analysis for future federal initiatives of this kind, for both the community itself and the Government of Canada, in setting priorities for future investments.
3. Lastly, we recommend that the next Roadmap allocate an additional amount to minority communities specifically for accountability. That investment will help lighten the burden of administering those investments, while making it possible to respond more fully to the government's requirements and to adopt tools and methodologies to monitor progress more effectively. That methodology should include the ability to see and monitor funding from the moment it leaves the federal government and passes through the financial level until it reaches the minority community.

Conclusion

In a context of financial austerity in which the responsible and efficient use of public funds is a priority for funding agencies and the recipients of those funds, it is important to bear in mind that the Francophone agencies and institutions that serve Francophone citizens, like those serving myriad communities across the country, have for a number of years been doing their part for linguistic duality in Canada.

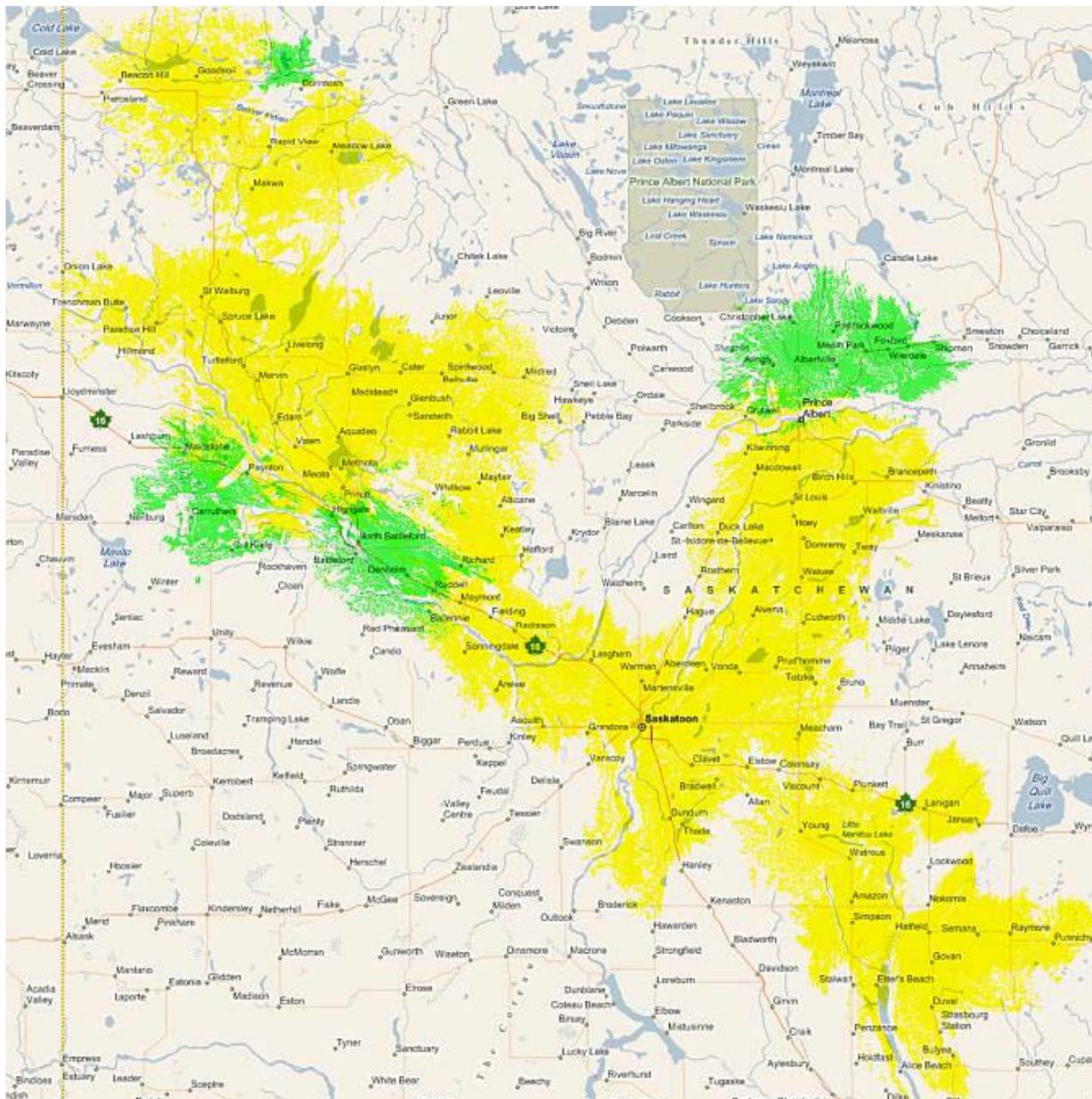
Far from being unreasonable at a time of budgetary austerity, the reinforcement that we are recommending should be perceived more as a strategic realignment of resources. Further cuts to federal investments in the agencies and institutions of minority language communities would render those communities incapable of delivering the services that French-speaking citizens expect and to which they are entitled. In a number of cases, such a reduction would require government institutions to identify alternatives, since the federal government can never disregard its responsibility to individuals and families in the language communities or deny its support for the development of those minority communities.

Additional cuts to investments in community agencies and institutions would result in service losses and job losses, and even in the disappearance of some of the oldest Francophone communities in the country. In this current period of economic recovery, which is a pillar for the current government, any cut or lack of increase under a contribution agreement will result in a setback in that economic recovery and undermine the vitality and continued existence of the linguistic communities.

The agencies and institutions of the Francophone communities are working in cooperation with the Government of Canada for the benefit of their communities, and of the country as a whole, and have done so since they were established. At a time when the federal government is seeking to consolidate Canada's competitive advantage by eliminating the deficit and identifying innovative ways to serve all Canadians, we are here to be part of the solution. We respectfully ask that you help us contribute.

Ladies and gentlemen of the Standing Committee on Official Languages, on behalf of all Fransaskois and our francophile partners in Saskatchewan, we thank you for your attention.

Appendix 1 – Baudoux Communications’ service coverage area



Fransaskois communities receiving services:
St-Isidore de Bellevue, Bruno, Domremy, Hoey, Prud'homme, St. Denis, St. Louis, Vonda and Wakaw.

Anglophone communities receiving services:
Aberdeen, Alvena, Birch Hills, Buffer Lake North, Carpenter, Cudworth, Dana, Hagen, Imperial, Meacham, Northern Lights, One Arrow, RM of Bayne, RM of Fish Creek, RM of Grant, RM of Hoodoo, RM of Wood Creek, Saskatoon, Strawberry Hills, Strawberry Ridge, Sunset Estates, Wakaw Lake and Young.