

**A Policy Framework for
Economic Development and Employability
for the English-speaking communities of Quebec**

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Quebec Community Groups Network
by

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1 – Acknowledgements

This report is a scan of the economic development sector as it pertains to the English-speaking communities of Quebec and represents the synthesis of information garnered by the authors in terms of the challenges that are currently before the community and some of the actions that can be taken in order to further support the development and enhance the vitality of the English-speaking community of Quebec.

The Community Groups Network (QCGN) is to be recognized for its commitment to the development of the English-speaking communities of Quebec through the initiation of, and support for, this project. It should also be noted that the QCGN provided not only the scope to research the economic development policy and program landscape as it affects the English-speaking communities of Quebec, but gave the latitude for the authors to make specific recommendations that will hopefully lead to actions being taken and results achieved.

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2 – Executive Summary

The Quebec Community Groups Network (QCGN) is a not-for-profit organization bringing together 29 English-language community organizations across Quebec for the purposes of supporting and assisting the development and enhancing the vitality of the English-language minority communities, as well as to promote and support the use of the English language in Quebec.

Through previous research and following a number of community consultations, the QCGN had determined that there is a need for initiatives that will enable the English-speaking Communities of Quebec to work more effectively with the Government of Canada, the Government of Quebec, school boards and relevant stakeholders to more fully participate in the economy of province. Given the continuing exodus of educated and trained anglophones to seek employment opportunities elsewhere, and the difficulties faced by particular segments of the population, especially youth, visible minorities and newly arrived immigrants, who choose to seek employment and self-employment within Quebec, it was determined that an integrated and targeted approach to improve the economic development prospects of the community was required.

This report aggregates the results of previous research in this area, and complements these findings with additional observations and recommendations for further action to assist in the economic development of the English-speaking communities of Quebec, with economic development being understood to include entrepreneurship, employability, social enterprise and, most importantly, the educational and training programs that are essential to support development in these areas.

Issue Statement

The English-speaking communities of Quebec face limited economic development and employment opportunities in specific segments of the economy which could result in the continued growth of a disenfranchised underclass within these communities. The English-speaking community of Quebec needs to establish a plan, with support from government, to mobilize resources and talents, strengthen networks, build institutional and organizational capacity, and aid in the discovery of a new generation of leaders in order to overcome the challenges they face to fully contribute to Quebec's economic development.

The English-speaking community of Quebec has been characterized in the last 25 or so years by three important trends:

- An exodus of the traditional English-speaking population;
- An increase in ethnic diversity amongst those who have chosen to stay in or immigrate to Quebec;

- A decline in traditional resource based industries which has particularly affected rural and remote communities.

Other particular challenges that the English-speaking communities of Quebec face as they work to develop their future:

- The wide differential between geographic locations of the English-speaking community of Quebec, particularly urban and rural/remote;
- A widening differential between categories of individuals with regard to academic and vocational skills, and literacy/numeracy challenges in two languages;
- The fact that Quebec programs are largely designed and structured for universal delivery to the majority population, in particular regarding the regionalization of programs;
- Federal service and program transformations, and devolution of federal powers to Quebec for program delivery, continue to be designed and implemented for the majority populations (English in the ROC, French in Quebec).

In addition, the overlapping of programs and delivery agents in the area of economic development and employability is incredibly complicated, with multiple layers of organizations, agencies and programs at the federal, provincial and regional (municipal) levels. This poses considerable challenges for individuals trying to determine where the most appropriate place to go for assistance is. In this regard, there is a wide divergence of perception between representatives of the English-speaking community of Quebec and the representatives of different government departments and agencies regarding the issues and the extent of the challenges facing anglophones, in particular the question of whether information and services are readily available in English.

General Conclusions

One voice

The principal thrust of this report is that for the English-speaking community of Quebec to be able to address the economic development issues that confront it, there has to be a common and coordinated approach that enables the community to speak and act with one voice. This does not imply that all economic development activity should be taken over by one organization but that all the different players at the federal, provincial, regional, institutional, private sector and community levels must be linked together for concerted action – or it will forever remain a jungle out there. A coordinating structure – the Quebec Economic Development Council – is the best way to muster the appropriate resources to assist the players on the ground to be better able to do their work. The model of the National Human Resources Development Committee for the English Linguistic Minority (National Table) could, with revisions to its structure and MOU, become a ready-made structure for the QEDC.

Linkage with education and training

The Greater Montreal Community Development Initiative has opened up a path with the inclusion of the adult education and training sector as an important player in an integrated economic development strategy is a major advancement in overall community development planning. This needs to be built upon and taken to the CEGEP and university levels as education and training are the fundamental precursors to success in most endeavours, and the more that educational institutions can support success in the area of economic development, the more the communities have the capacity to support the educational institutions that serve them.

Positive federal measures

The door is still very much open on the notion of positive measures that the federal departments and agencies subject to the Official Languages Act are obliged to take in support of OLMC. They are not at this time defined and there is the opportunity, through a coordinated approach, to pursue the determination and description of possible positive measures in the area of economic development.

Summary of recommendations

A Coordinated Approach

In order to advance the economic development of the English-speaking community of Quebec there is a need to establish a coordination structure that creates vital links between policy makers, legislators, government departments, and business and community leaders on all matters pertaining to their respective community's economic development, and which is supported by a network of institutions, agencies and organizations that act in concert as program deliverers and service providers. This would apply equally to the educational and training components of the school system related to employability, entrepreneurship and labour market development.

In this context, the QCGN should convene the appropriate stakeholders to confirm the vision, mission and mandate of Quebec Economic Development Council (QEDC) and determine the operational parameters (structure, plan of action, budget, staffing) for the council to be submitted to federal departments with an interest in taking positive measures with regard to the economic development of the English-speaking community of Quebec.

One of the elements of a coordinated approach to addressing the economic development needs of the English-speaking population of Quebec would be to create a Forum under the auspices of the QEDC as a mechanism for bringing together all the players with a stake in economic development activities for the English-speaking community of Quebec, in particular service delivery. This would enhance the coordination of the economic development efforts for the English-speaking community of Quebec with regard to

representation, increasing the number of anglophones employed in the public service, and assisting with the development of appropriate policies and programs.

Information and Services

A coordinated approach would also facilitate the provision of essential services, in particular through translation to enhance the availability of information in English; this was noted as a priority in a number of sectors, particularly Arts & Culture.

The availability and accessibility of information related to economic development could also be greatly enhanced in an efficient manner through the establishment of an English language web-based portal to congregate information materials in one easy to find and accessible location.

Building on this concept of 'one stop shopping' for accessing English language information, there needs to be a coordinated referral service that re-directs inquiries to the appropriate service provider. This could be offered through a toll-free telephone service as well as through the above-mentioned web-portal. This could be operated in a collaborative fashion to offer a comprehensive reference point for 'all things' related to economic development.

It will also be important to continue to develop the knowledge base of the English-speaking communities of Quebec in order to enhance the understanding of its situation and provide the community with accurate and insightful information as a planning and action tool. This can be undertaken in conjunction with the planned Quebec English-speaking Community Research Network.

Education & Training

The school system must have the means to provide higher levels of French-language instruction as an integral part of the English-language school systems at all levels and in all regions. Specifically there needs to be post-secondary measures in education that target the specific needs of the English-speaking community of Quebec with regard to F2L training, and support and training to assist anglophones to become adequately bilingual in order to take advantage of employment opportunities, in particular in the health care sector. In conjunction with this, inter-school sharing of facilities and programs between English and French language institutions should be examined more thoroughly through the coordination structure and must be linked to achieving higher levels of F2L proficiency.

The coordination mechanism must also examine and develop the necessary infrastructure for distance delivery of education and training programs for all three educational levels. The goal would be to facilitate access to education and training opportunities so that individuals would be able to continue to live and work at home as much as possible.

Finally, continued improvements in the removal of barriers to labour market mobility between provinces must be made so that out-of-province credentials can be recognized and

educational and training materials that have already been developed in English in other provinces can be used in Quebec.

Federal, Provincial & Regional Policies & Programs

With regard to economic development, research to influence policy and implement programs should be conducted into many of the areas mentioned in this report, such as the public service and the language industry. There should also be a specific focus on:

- Solving the structural impediments inherent in regionalization, appropriate placement of and support for English-speaking representatives on economic development organizations;
- Action research to determine the results, indicators and data sources that will demonstrate change coming from economic development efforts, a follow up (evaluation) to federal government transformations and their impact on the English-speaking community of Quebec;
- An in-depth assessment of what "positive measures" means and how they may be implemented with relation to economic development;
- The implications of immigration and intra-provincial migration patterns as an essential component of longer-term planning; and

Cross-sectoral Development

The report highlights a number of sectors where there are particular needs as well as opportunities for economic development within English-speaking communities that can and should be responded to in a coordinated fashion. In the Arts & Culture sector, for example, there is a need to organize and support touring to overcome the lure of better employment prospects elsewhere in Canada and the United States. In the health care sector, there is a demand for care for seniors and the creation of social enterprises that provide services in English.

The construction and natural resources sectors could benefit from the creation of centres of expertise, as well as expanded training, apprenticeship and entrepreneurship programs. Tourism presents an opportunity, particularly eco-tourism, for economic development initiatives, and the English sector at the CEGEP de Gaspésie et des Îles merits special recognition and resources in order to be able to continue and expand their program in this area, as does increasing the capacity for English-speaking (rural) communities to accommodate tourists.

The increasing interest in and emphasis on bilingualism in Quebec presents an economic opportunity in terms of further development in the language industry (E2L instruction), particularly in outlying areas, and in this context there needs to be an examination of the actual demand, available resources and opportunities for E2L instruction as an economic activity.

Themes

To counter the continued demographic decline in certain English-speaking communities consideration should be given to these communities as being *communauté défavoriser* and allow new immigrants to attend English language schools as a means to attracting new arrivals and therefore at least a moderate increase in population.

In order to halt or minimize the exodus of English-speaking youth in the short term and maintain a critical mass for future years, specific suggestions in the context of economic development are to increase placement programs (internships and apprenticeships) that offer the opportunity for English-speaking youth to return to their home community and/or find meaningful employment within the province.

To further build the capacity of English-speaking communities of Quebec, there is a need to provide communities (their individuals and organizations) with the skills and capacities to acquire, implement and manage initiatives once the course of action has been determined with a focus on leadership and management capacities, communications and representational skills, project and partnership development and management, etc. This is particularly important with regard to youth who should have a dedicated leadership development program to support participants in building a base of knowledge about, developing a set of skills for being a leader in and creating a network amongst their peers in the English-speaking community of Quebec.

Montreal and the Mainland¹

To reinforce the linkages and relationships between Montreal and Mainland Quebec communities, assistance needs to be provided in terms of travel to allow an equitable level of participation by Mainland communities in consultation, planning, and decision-making activities, as well as to permit Montreal-based organizations and institutions to provide access to services and expertise in the Mainland communities. This should be complemented with resources and capacity for the English-speaking community of Quebec to be able to effectively communicate and deliver programs and services at-a-distance between Montreal and Mainland communities.

¹ “Mainland” refers to those English-speaking communities outside of the Montreal Metropolitan Area.

3 – Introduction

3.1 - Background

The Quebec Community Groups Network (QCGN) is a not-for-profit organization bringing together 29 English-language community organizations across Quebec for the purposes of supporting and assisting the development and enhancing the vitality of the English-language minority communities, as well as to promote and support the use of the English language in Quebec.

In late 2001 the process of developing a Community Development Plan (CDP) was organized through the Quebec Community Groups Network (QCGN) and supported financially by the Department of Canadian Heritage. Over the next few years a steering committee carried out the work of wide-ranging consultation and refinement, culminating in the production of a final version of the CDP in 2005. The Plan establishes a 'road map' for how resources and talents can be mobilized, networks strengthened, institutional and organizational capacity built, and a new generation of leaders can acquire experience and visibility. The Plan presents a collective vision that has been elaborated by communities across Quebec. Implementation of the Plan remains a priority and work is ongoing by various committees.

Moreover, in the Submission of the Quebec Community Groups Network (QCGN) to the Government of Canada's Consultations on Linguistic Duality and Official Languages in December 2007: Improving the employability prospects of the members of the English-speaking communities of Quebec² was identified as a key objective. This objective could be achieved under the leadership of **Human Resources and Social Development Canada**, which would create dedicated federal government initiatives to enable the English-speaking Communities of Quebec to work more effectively with the Government of Quebec, school boards and relevant stakeholders to design and administer innovative initiatives which would substantially increase support for dedicated employment services within the communities and focus on increasing the participation of English-speaking Quebecers in the technical and vocational fields of the labour market.

Complementarily, the Greater Montreal community Development Initiative in its September 2007 report produced the following recommendation to be implemented:

² A recent study of the English-speaking communities of Greater Montreal, where 70% of the population of the English-speaking communities of Quebec is located, indicated that limited employment opportunities for specific segments of these communities would result in the continued growth of a disenfranchised underclass within the English-speaking communities of Greater Montreal.

- That leaders in economic development and education be supported so that together they can better create an integrated and targeted approach for improving the employability of anglophone, ethnic and visible minorities, less-advantaged youth, students, migrants from other parts of Canada and newly arrived immigrants that identify with the English-speaking communities in the Greater Montreal.

In this context of the third phase of the GMCDI project, the QCGN received funding from the Department of Canadian Heritage (PCH) to examine the elements of a policy framework for economic development and employability for the English-speaking communities of Quebec (English-speaking community of Quebec) as a priority area for action (see Annex 2 for definitions and descriptions of terms.)

The QCGN engaged Qu'anglo Communications & Consulting to prepare this report on possible policy and program options in the area of economic development and employability with a view to making recommendations.

The QCGN also created an Economic Development & Employability advisory committee (EDEQ) to provide input to and review for the report, which includes in general terms an environment scan on the areas of economic development and employability as it pertains to the English-speaking communities of Quebec through a review of documentation in order to prepare a synthesis along with appropriate analysis and recommendations.

3.2 – Issue Statement

The English-speaking communities of Quebec face limited economic development and employment opportunities in specific segments of the economy which could result in the continued growth of a disenfranchised underclass within these communities (GMCDI, 2007). The English-speaking community of Quebec needs to establish a plan, with support from government, to mobilize resources and talents, strengthen networks, build institutional and organizational capacity, and aid in the discovery of a new generation of leaders in order to overcome the challenges they face to fully contribute to Quebec's economic development.

The English-speaking community of Quebec has been characterized in the last 25 or so years by three important trends:

- An exodus of the traditional English-speaking population; even aside from the significant absolute drop in the English-speaking population of Quebec during this period, in 1971, 70% of anglophones (English mother tongue) born in Quebec continued to live in the province, whereas by 2001 just 50% continued to live in their home province. This low retention rate is abnormal when compared with other Canadian populations, including francophone minorities in the Rest of Canada. (Floch & Pocock, 2008)
- An increase in ethnic diversity amongst those who have chosen to stay or immigrate to Quebec; (growing multiethnic and multiracial community, heterogeneous composition of English-speaking community of Quebec population, which consists of 20.8% visible minorities, more individuals born outside Canada (30.9%) than any other Canadian minority language (Pocock, 2006)
- A decline in traditional resource based industries which has particularly affected rural and remote communities.

This is demonstrated in various majority/minority indicators of the deficiencies faced by the English-speaking community of Quebec that have all had a major impact on the socio-economic make-up of the community:

- The "missing middle" whereby the 40-64 years of age cohort is significantly smaller in the English-speaking community of Quebec compared to the French-speaking majority and even other segments of the Canadian population (Floch, 2004). Quebec anglophones at the peak of their working lives in terms of income and contribution to community life are most likely to leave their province of birth (Floch & Pocock, 2008);
- Reduction by half of the number of students enrolled in English primary and secondary schools;
- Departure of post-secondary graduates as highly educated, high-income earners (Floch & Pocock, 2008)
- Lower levels of middle income earners (Pocock, 2006)
- Unemployment levels amongst the English-speaking community of Quebec are 17% higher than amongst the French-speaking majority, and Quebec anglophones show the

highest level of unemployment among Canada's four language collectivities (Pocock, 2006; Floch & Pocock, 2008)

- Lack of training, and bilingualism as it pertains to work skills (GMCDI, 2007)
- Difficulty for ethno-cultural communities to integrate (Jedwab, 2006)
- Lack of presence in the public service (Faucher, 2008)
- Feeling that there is a lack of leadership and community's future is threatened (Pocock, 2006).

These (and other) situations have been disguised in part by the fact that there are segments of the English-speaking community of Quebec that are doing well economically (particularly in Montreal). This leads to the generalized perception that all of the community is thriving economically and that there is no need to develop specific policies and programs for the English-speaking community of Quebec.

"Quebec anglophones are substantially over-represented in the highest income grouping (\$75,000+), but are also overrepresented at the lower end of the income spectrum as well, being 10% more likely to be "without income". While the classic stereotype of the rich anglophone is supported by their overrepresentation in the \$75,000+ income group, this pattern is also undermined by the observation that just 6% (42,758 individuals) of the anglophone group enjoys that high income status, while 25% of Quebec anglophones earned less than \$7,000 in 2001 (181,100 individuals) . . . As anglophone higher-than-average participation in the management occupations illustrates, their location in the labour force is consistent with the traditional image of Quebec anglophones. anglophones tend to be over-represented at both the upper and lower ends of the socioeconomic spectrum. This bi-modal or "missing middle" representation of the Quebec anglophone population has great potential to explain its distinctive economic profile, and underlines the importance of qualifying any generalization of anglophones as a privileged minority in Quebec."
(Floch & Pocock, 2008)

It also ignores the wide differential between geographic locations of the English-speaking community of Quebec, particularly rural/remote and categories of individuals, such as those with lower academic skills, who have to face literacy/numeracy challenges in two languages. In addition, despite federal contributions to provincial programs, the Quebec programs are largely designed and structured for universal delivery to the majority population. There is little if any recognition that the needs of the English-speaking community of Quebec are different (for example, the regionalization of programs that then do not correspond to the geographic locations of the English-speaking communities) and that the attached program resources are then limited for these particular needs. The English-speaking community of Quebec has not received adequate benefit from the federal transformations or the devolution of federal powers to Quebec for program delivery, in particular manpower and training from HRSDC which has not been evaluated for the purpose of determining its

impact on the English-speaking community of Quebec since the devolution took place a decade ago.

The overlapping of programs and delivery agents in the area of economic development and employability is incredibly complicated, and not just between the federal and provincial departments. There are multiple layers of organizations and agencies, with different variations on the same theme that differ between regions and sectors, which poses considerable challenges for individuals trying to determine where is the most appropriate place to go for assistance.

There is a wide divergence of perception between representatives of the English-speaking community of Quebec and the representatives of different government departments and agencies regarding the issues and the extent of the challenges facing anglophones. Many of the key informants from government departments and agencies – most of them francophone – feel that the information and services available in English are adequate. Many of the representatives of English-speaking community organizations, particularly those – both anglophone and francophone – who are involved with direct information provision or service delivery, state that these are inadequate (unavailable, difficult to access, under-resourced, etc.)

4 – Priority Areas

4.1 – A Coordinated Approach

The Challenge

Economic development³ policies and programs in Quebec are characterized by a multiplicity of over-lapping and duplicate offerings, only a small proportion of which are specifically targeted at the English-speaking community of Quebec and which vary widely in their capacity to provide English language services. Given the limited economic development and employment opportunities in specific segments of the economy facing the English-speaking community of Quebec, there is a need to coordinate existing capacity. This is so that programs and services can be harnessed more efficiently and effectively, as well as to initiate enhancements to address current deficiencies and lay the groundwork for on-going policy and program development for the English-speaking community of Quebec.

Observations

Even if one does not consider the issue of language, the economic landscape in Quebec is comprised of dozens of programs and agencies, and hundreds of institutions and organizations offering activities at the federal, provincial and regional level⁴ (Maynard, 2004). An individual attempting to engage with 'the system' has to decide whether to knock on the door of a CLD or SADC, a CDEC, a CEDEC, a CFDC, a CBDC or a CC – a career centre. It is quite literally "a jungle out there", one further complicated by whether or not an organization provides information and services in English.

Economic development has an important contribution to make to the community vitality of official language minority communities (Johnson & Doucet, 2006). Despite this, it is one of the few major areas that have never been addressed in a comprehensive sectoral basis by the English-speaking community of Quebec even though there are myriad interventions at the constituent (i.e. employment services) and local levels. As a consequence, there is no planned approach to the community's economic development, limited coordination amongst stakeholders, little research of a systematic nature, and no strategic framework through which to effect representation to the various decision-making and program delivery bodies of governments of all levels. Taking an economics perspective, this lack of an intermediary (coordination) can be viewed as an increase in transaction costs even with the limited

³ In this document, unless otherwise specified, the general use of the term "economic development" refers to all of its constituent parts: education (& training), entrepreneurship, employability, social enterprise, and community economic development.

⁴ The term regional is used in this document to include regional, regional municipality and municipal designations.

current levels of funding targeted at the economic development of the English-speaking community of Quebec. For example, Quebec society faces a significant loss in economic value when anglophones (as noted throughout this paper) leave the province to seek employment opportunities elsewhere, a cost that for just the university undergraduate sector reaches \$3 billion annually.⁵

There are several models of a coordinated approach to economic development on behalf of specific minority communities that operate and co-exist successfully with their mainstream (majority) counterparts. The francophone communities outside of Quebec have established francophone economic development organizations (FEDO) and regional economic development organizations (REDO) on a provincial and sub-provincial (regional) basis; First Nation communities have established Aboriginal Business Canada (ABC), the Canadian Council for Aboriginal Business (CCAB) as well as the National Aboriginal Economic Development Board (NAEDB, which is mandated by the federal Cabinet with members appointed by Order-in-Council.) (See Annexes 3 & 4)

These types of community-directed economic development organizations all receive a significant financial contribution from different federal departments and/or federal regional economic development agencies (Annex 5). The Atlantic Canada Opportunities Agency (ACOA) has invested \$59.7 million over the last ten years in support of the francophone economic development in the Atlantic Provinces (ACOA, 2007). This financial support enables these organizations to not only respond to the needs of the individual members of their minority communities but also provides the capacity to engage with the other provincial, regional and private sector stakeholders. The sole exception is the English-speaking community of Quebec which has neither an umbrella organization (as in a coordinating body) for economic development with comprehensive funding for operations of this type from federal sources.

There are also the "National Committees"⁶ that have been established for both OLMC through memorandums of understanding between community and federal government partners. The communities are represented by a "table"⁷, an umbrella organization composed of nominated directors from the milieu and those from the regional organizations funded by each table.

⁵ A study (Australian Business Deans Council, 2005) pegs the lifetime net economic benefit of a university undergraduate at \$155,000 (pre-tax, CAD equivalent, 2001); with approximately 32,000 English-speaking Quebecers attending university each year (calculation from QSBA, 2006) and 61% leaving the province, the net economic loss to Quebec is approximately \$3 billion for university undergraduate equivalence alone; the individual net benefit for post-grads rises to \$215,000 and for business undergraduates to \$422,000.

⁶ There are two National Committees, one for each minority language community: the National Committee of Economic Development and Employability for the Francophone communities outside of Quebec, and the National Human Resources Development Committee for the English Linguistic Minority.

⁷ Both community tables are financed by Human Resources & Social Development Canada through the department's Enabling Fund for OLMC.

For the francophone communities, the organization is called the Réseau de développement économique et d'employabilité (RDÉE Canada), with 12 provincial and territorial RDEEs. Their mandate is to offer various services to these communities to create business ventures and long-term employment centered on four major themes: the knowledge economy, tourism, youth and rural development.

For Quebec, the organization is called the Community Table, with 11 Community Economic Development and Employability Committees (CEDEC). The mandate is to support employability and community economic development in the English-speaking communities of Quebec through community capacity building and economic diversification and developing leadership and capacity for community planning and partnerships at all levels of government and community.

All of these cover some of the essential elements that are required for the economic development of a multi-regional and multi-sectoral minority language community; none of these, however, bring all of the necessary pieces together under the one roof concept necessary to implement a coordinated approach in an effective and efficient manner.

Recommendations

In order to advance the economic development of the English-speaking communities of Quebec there is a need to champion the view that enabling the individual members of these communities to create well-being and wealth for themselves through economic opportunities will contribute to building a stronger Quebec and Canada. "A growing body of research suggests that where trust and social networks flourish, individuals, firms and neighbourhoods, and even nations, prosper economically" (Putnam, 2000). This should be carried out within a coordination structure that creates vital links between policy makers, legislators, government departments, and business and community leaders on all matters pertaining to their respective community's economic development, and which is supported by a network of institutions, agencies and organizations that act in concert as program deliverers and service providers (GMCDI, 2008). This linkage amongst partners and stakeholders would augment the social capital of the English-speaking community of Quebec which is an essential component in "helping populations at risk of social exclusion, supporting key life-course transitions, and promoting community development efforts" (Policy Research Initiative, 2005).

As a point of departure, the vision statement and mandate for such a coordinating structure – the Quebec English-speaking Economic Development Council (QEDC) – could be as follows:

Vision

The English-speaking communities of Quebec choose to flourish in all aspects of Quebec society, in all regions and sectors, and to be active participants in the social, economic, political and cultural life of Quebec and Canada. The vitality of these communities will be strengthened through sustainable economic development founded on educational, entrepreneurial, employability and social economic initiatives. This will be accomplished by the presence of networks and institutions that are accessible and provide support and services to all English-speakers in a coordinated and strategic manner.

Mandate

The Council's role is to support the full participation of English-speakers in Quebec in the Canadian and global economies, and to establish and support favourable conditions for the economic development of these communities. This will be carried out through leadership, coordination, partnership and support activities that results in the:

- Determination of a global strategy to lead the economic development of English-speaking community of Quebec, including research and planning for local, regional and sectoral communities;
- Elaboration of targeted economic development policies and programs;
- Effective representation of the English-speaking community in appropriate government, sectoral and community institutions and organizations;
- Identification of the potential for each community and initiation of concrete economic development projects, especially by carrying out the studies required to verify their potential and feasibility;
- Fostering of an integrated approach that emphasizes education and life-long learning as primary factors in sustainable economic development;
- Establishment and maintenance of a network of program deliverers and service providers, including the brokerage of partnerships and building supporting infrastructure;
- Implementation of innovative approaches to economic development, in particular the effective application of information and communications technologies in a coordinated manner.

Key elements in the creation of the Council in order to endow it with sufficient status and capacity to achieve results would be:

- *Ministerial mandate* – political sanction at the federal level that underlies the importance of the Council's work, infers adequate financial resources, and ensures high level participation of government representatives is required. Many jurisdictions put in place an "industrial commissioner" to provide status for their economic development efforts, and consideration should be given to designating such a position within the QEDC structure;
- *Multi-stakeholder engagement* – the Council must be able to bring together all key players involved in economic development: federal, provincial and regional governments; the private and social economic sectors; educational, training and

research institutions; program deliverers and service providers; and community representatives;

- *Leadership* – the Council must be able to support the preparation, placement and participation of English-speaking communities of Quebec representatives in positions (*the 4 P's of Leadership*) that allow for the effective influence regarding the economic development interests of the English-speaking community of Quebec;
- *Expertise* – the Council must be able to provide or bring in expertise to support initiatives through research, policy development, and technical studies;
- *Network support* – the Council must be able to provide support for networks at various levels (sector, cultural, regional) which would include personnel, services (i.e. translation) and administration, as well as for individuals where a consolidated approach makes sense (i.e. management of a one-stop web portal for economic development information.)

Other specific initiatives and actions that the QEDC might undertake are contained in the recommendations in the sections that follow.

Resources

There is a clear rationale for creating an umbrella (coordination) structure through federal financing to support the full participation of English-speakers in the economic development of their communities, and consequently that of Quebec and Canada:

- There is a demonstrated need and potential benefit from a coordinated and networked approach to economic development in the English-speaking community of Quebec (*various QCGN community development recommendations, CHSSN model*);
- Economic development agencies in other regions make significant contributions to the coordination of economic development efforts in other minority communities;
- Economic development organizations for minority communities (*First Nations, francophones hors du Quebec*) have been successful both as institutions (*institutional completeness*) as well as in terms of outcomes (*economic development, employment opportunities*).

In this context, the QCGN should convene the appropriate stakeholders to confirm the vision, mission and mandate of QEDC and determine the operational parameters (structure, plan of action, budget, staffing) for the council to be submitted to federal departments with an interest in taking positive measures with regard to the economic development of the English-speaking community of Quebec.

4.2 – Information

The Challenge

When information is unavailable or difficult to access, it places the affected individual at a disadvantage. Information is a form of currency, one that leads to numerous benefits such as greater understanding and the ability to make decisions or take action. In the context of economic development, information is a currency with substantive value. Barriers to effective use of information come in various forms – unavailability, difficulty of access to appropriate information, and the ability to be able to interpret the information when it is available and accessible. These barriers are further accentuated when the materials are not available in the customary language of functioning, and even when there is a certain level of fluency with another language, it may not be sufficient for complex or unfamiliar content. These three factors (availability, accessibility and ability to interpret information) are consistently cited by the members of the English-speaking community of Quebec as one of their major preoccupations (Missisquoi-CROP, 2001) and place the need for the systematic provision of information in English amongst the top development priorities (QCGN, 2005; GMCDI, 2007). Where there is an inability to acquire, interpret and apply information towards economic development initiatives, whether by an individual, by a company or by an organization, the English-speaking community of Quebec cannot equitably engage or be adequately supported in employment or entrepreneurial initiatives.

Observations

There is a generalized perception amongst the majority francophone community (See Appendix 7 – Key Informants) that information for English-speaking Quebecers is not a problem. This seems to stem from the fact that there is a huge amount of information available in English on a global basis (i.e. Google, CNN) while ignoring the question of pertinence: a pervasive lack of English information useful for application within a Quebec (majority francophone) context. An example of this is the common perception cited by English-speaking community of Quebec organizations that youth retention is a problem because these individuals are not aware of the economic opportunities that are available in Quebec (QCGN, 2005). One of the consequences is that 61 percent of English-speaking university graduates with a bachelor's degree leave Quebec once their studies are finished (Floch & Pocock, 2008).

Availability of information

The principle issue regarding the availability of information is whether or not the information is translated into English. While this is largely done as a matter of course at the federal level, this is not always the case at the provincial and regional levels, as well as being an issue with devolved federal agencies that are partially or fully financed with federal funds.

For example, the web site for the Secrétariat du Conseil du trésor related to employment in the public service is in French only. Most of the forms available from Emploi-Quebec are translated, but some of the sub-pages⁸ and supporting documents are in French only⁹. Some of the SADCs in Quebec have their web sites translated into English, as do some of the CDECs (Corporations de développement économique communautaire), but again English documentation linked to these sites is not always complete; the CDEC Côte-des-Neiges-Notre-Dame-de-Grâce has a completely translated website, whereas the CDEC Lachine-Lasalle has no English information or documentation available despite serving an area with a significant English population and receiving funding from Canada Economic Development and Emploi-Quebec. The second issue with availability is the 'onion' effect: the initial point of public information access is available in English (the onion skin), but the substance of the information being sought (the flesh of the onion) is not. Commonly, the French language home page of a website is translated into English but the following information pages or documentation that can be downloaded from the site is not¹⁰.

The onion effect leads to the perception by representatives of governments and their agencies that access to information in English is not a problem. This was the consistent response from interviews with key informants in various federal, provincial and regional agencies (See Appendix 7 – Key Informants). This is in direct contradiction to the perception of individual members of the English-speaking community of Quebec, as well as the findings of numerous studies and reports referenced in this report (QCGN, 2005; Pocock, 2006; GMCDI, 2007). These point to the wide divergence in discernment of what is an adequate level of information available in the minority language between the providers and the receivers.

Access to information

Even when information is available in English, it is often difficult to access. Part of this is related to the 'jungle out there' – where does one start when seeking information related to economic development programs and initiatives. Another factor is regionalization – the structuring of programs on a territorial basis such that information may be available in one jurisdiction (territory or region) but not through a similar agency in another area. The regionalization of program implementation in Quebec is intended to bring these initiatives closer to local communities, both in terms of delivery and control, and is even embodied in the name of the federal economic development agency which is Canada Economic Development for *Quebec Regions* (not for the province as one entity). While beneficial for

⁸ The English home page of Emploi Québec has almost half as many links to sub-pages as the French language page, and some sub-pages have a similar proportion of untranslated sections (i.e. Employment Measures and Services, <http://emploi.quebec.net/anglais/individus/msemploi/index.htm>).

⁹ When the representative from Emploi-Québec at a regional entrepreneurship fair in the Montérégie, an area with significant English residents, was asked if any of the documentation at the kiosk was available in English, the reply was “Mais non, c’est Québec ici” (April 2008).

¹⁰ The home page of the Secrétariat du Conseil du trésor is linked to a sub-page *Emplois au gouvernement* (http://www.tresor.gouv.qc.ca/fr/ress_humaine/emplois/liste_emplois/liste.asp); the equivalent page in English simply says “This page does not exist in English” (<http://www.tresor.gouv.qc.ca/en/existe.asp>).

the majority community, this often has the effect of 'balkanizing' the English-speaking community into separate pockets isolated by administrative territorial boundaries. A typical example is the Eastern Townships where the eastern (larger) part of the English-speaking community is located in Estrie and looks to Sherbrooke as its administrative centre, while the western (smaller) segment of the traditional English-speaking community in "the Townships" is administratively centered on St-Hyacinthe; some small English-speaking communities to the north-east are further isolated into the Centre-du-Quebec administrative region with Drummondville as their administrative centre. Typically there is no mechanism and/or volition to exchange or share in the development of English language materials and results in an uneven distribution of where information in English is available.

Interpretation of information

While the interpretation of information is more of a service issue than one of availability or access, it is an important aspect to note related to the useful application of information in the context of technical content and inconsistent availability/access to appropriate English language information. This is particularly the case with regard to employment certification for those taking training or courses outside of the province (in order to be able to do so in English), as well as those trying to make arrangements for same within the province through social benefit programs. There is substantial anecdotal evidence of individuals being misinformed as to the eligibility of non-Quebec certifications (especially in the construction trades which then forces these individuals to leave the province in search of work), as well as making detrimental decisions related to changes in status for reception of social benefits when embarking on training and other non-work related self-improvement activities. Thus, even when information is available in English, having access to support to properly interpret its implications is an important parallel consideration, and an even more so when the information is not available in English. (This issue will be further elaborated upon in the "Service" section.)

Marketing & Promotion

Both the CDP and GMCDI contain numerous mentions of the need to promote and market the "talents and skills" of the English-speaking community of Quebec, especially for youth who, as evidenced by their peers who leave the province and take their educational attributes elsewhere, do have lots to offer. While there are various components to any marketing/promotional activity, it all starts with the provision of information both within the community and without. Within the community, greater promotion of English language service and support organizations is necessary, along with their learning resources and the job opportunities and prospects that are available, particularly in the technical and vocational areas. The "Toppportunity" website (www.toppportunity.ca) offered by the Townshippers Association is a good example of this type of initiative. Linking with the majority community is also an important activity, and the initiative of the Voice of English Quebec to link regional employers with bilingual youth through their "Job Bank" website (www.veq.qc.ca/jobs.htm) is another example of the type of venture required to proactively promote and market the English-speaking community of Quebec both within and without.

The challenge is organizing the resources so that they are available in all communities, especially those without the critical mass to initiate/support comprehensive programs and activities of this nature.

Developing Information

Information is not just a one-way process; the community also needs to generate 'currency' so that it can better inform its members as well those who interact with the community. Until the results of the 2001 Census of Canada began to be fully exploited as a source of insight into the evolution of the English-speaking community of Quebec, very little research was being carried out within and about the community itself. In the last few years, a number of researchers at the government, institutional and organizational levels have begun to piece together a more detailed portrait of the changes in the English-speaking community of Quebec since the Quiet Revolution began in the 1960s, and to employ this greater understanding in helping the community to re-orient its direction and plan for the future. The 2005 and 2008 research conferences sponsored by the QCGN are notable examples of these efforts, as is this study on economic development amongst numerous other research initiatives.

Both the CDP and GMCDI reports make numerous references to enhancing the research capacity for the English-speaking community of Quebec, both in terms of generating indigenous knowledge and harnessing that contained in regional, provincial, national and international comparative studies. The information extracted from this knowledge generation is extremely valuable in the context of policies and programs for economic development given that the target is constantly shifting and evolving in nature.

Recommendations

Internet-based community database

In line with the coordinated approach advanced in the previous section, the availability and accessibility of information related to economic development could be greatly enhanced in an efficient manner through the establishment of an English language web-based information portal; a good example of this can be found at the Aboriginal Canada Portal website, www.aboriginalcanada.gc.ca, which has won international awards for its design and functionality (Aboriginal Canada portal, 2008). This follows the general recommendations of the GMCDI in this regard and would allow for the congregation of information materials in one easy to find and accessible location. This would be accomplished through a variety of means such as linkages to other web-based locations, and by actively locating existing materials for posting on the web site itself.

Promotion

In addition to creating a document management system that will facilitate access to information, the portal would need to actively encourage stakeholders engaged in economic

development to provide materials for the portal so that it acquires the *notoriété* as the place to go. This would be accomplished through an initial marketing campaign, followed by an on-going outreach program with the aim of building horizontal linkages between departments, organizations, and businesses to aggregate information and information sources. The marketing initiative would also need to target users (individuals, businesses) to create awareness of the information service. This initiative could also serve a double purpose to promote the services available and organizations working in the area of economic development, and to promote the positive aspects of planning a career in Quebec (employment opportunities, bilingualism, etc.)

Translation

One of the impediments to providing information in English is the ability and/or resources available for translation. By offering a translation service as a complementary adjunct to the web-based portal, documents and materials could be translated in a coordinated and cost-effective manner so that the same (similar) information is available to all regardless of location, and that duplication of translated materials is minimized. This has been a successful initiative within the coordinated approach employed by the CHSSN in providing English language materials for the health and social service network in Quebec.

Research & Information Development

Given the resurgence of interest in research on the English-speaking community of Quebec, it is important to continue to develop the knowledge base of the community in order to enhance the understanding of its situation and provide the community with accurate and insightful information as a planning and action tool. This takes on added importance given the demographic shifts that have and continue to occur in the English-speaking community of Quebec, and should include not only the common indicators of economic development (employment rates, job creation, etc.) but also adjunct data such as tracking of levels of bilingualism and the learning needs of individuals in the English-speaking community of Quebec given their essential role in all aspects of economic development. This can be undertaken in conjunction with the planned Quebec English-speaking Community Research Network. More specific recommendations are presented in the Section 4.6.

4.3 – Services

The Challenge

If information is the fuel for ideas, then services are the engine that allows individuals to transform those ideas into action. As mentioned in the section 4.1 - A Coordinated Approach, there are a wide variety of services related to economic development offered by governments, agencies, institutions and community organizations. And as noted by the GMCDI Employability & Education Task Force, “there is no organizational structure which can tie all these services together, and hasten their development and fill in the gaps when needed.” Thus, the challenges for service provision for the English-speaking community of Quebec are very similar to those mentioned in the section on information – consistent availability of and accessibility to economic development services in English regardless of location. Where there is an inability to receive service to assist with economic development initiatives, whether by an individual, by a company or by an organization, the English-speaking community of Quebec cannot equitably engage or be adequately supported in employment or entrepreneurial initiatives.

Observations

There is a generalized perception amongst the majority francophone population (See Appendix 7 – Key Informants) that there is an adequate provision of economic development services for English-speaking Quebecers. This is, as noted regarding the situation for the availability of and accessibility to information in Section 4.2, in direct contradiction to the perception of individual members of the English-speaking community of Quebec, as well as the findings of numerous studies and reports referenced in this report (QCGN, 2005; GMCDI, 2007). This points to the wide divergence in discernment of what is an adequate level of service provision in the minority language between the providers and the receivers.

Availability of services

Within the sphere of economic development, there are a wide range of services being offered - business planning, employment counseling, job searches, etc.¹¹, and by an equally wide range of government agencies, non-governmental organizations and the private sector. The principle issues regarding the availability of service in English are:

- *Consistency* – there is no consistency across the service delivery landscape, both amongst the different levels of service providers as well as amongst the different locations of the same agency/organizations;
- *The Onion Effect* – while welcoming or introductory services (i.e. telephone voice recordings) may be available in English, more specialized intervention or on-going

¹¹ This does not include education and training services offered by educational institutions which are dealt with separately in Section 4.4 – Education & Training.

support services may not. As with information provision, the initial point of public access is available in English (the onion skin), but substantive services (the flesh of the onion) are not.

- *Congruity* – numerous English-speaking organizations (for example, the members of the Employment Services Roundtable) are engaged in service delivery related to economic development to respond to the needs of local English-speaking communities, there is no congruity nor uniformity in these efforts – some communities are served in some respects, some in other respects and some not at all.
- *Stability* – the English-speaking organizations engaged in service provision operate in circumstances that lack stability with regards to program support and funding (QCGN, 2005; GMCDI, 2007); government programs change regularly and funding is mostly project based which means operating timelines of less than 24 months, often less than 12 months.

The presence of some level of service and the onion effect leads to the perception by representatives of governments and their agencies that access to information in English is not a problem. This was the consistent response from interviews with key informants in various federal, provincial and regional agencies (See Appendix 7 – Key Informants).

Access to services

Even when services are available in English, they are often difficult to access. Part of this is related to the 'jungle out there' – where does one start when seeking service related to economic development programs and initiatives. Another factor is regionalization – the structuring of programs on a territorial basis such that service may be available in one jurisdiction (territory or region) but not through a similar agency in another area. Youth Employment Services (YES), as one of the major provider of employment services to the English-speaking community of Quebec, has noted that it cannot meet demand through current levels of financial support because it has to handle clients coming in from other jurisdictions where English language services are supposedly available and accessible. The regionalization of program implementation in Quebec is intended to bring these initiatives closer to local communities, both in terms of delivery and control. While beneficial for the majority community, this often has the effect of 're-directing' the English-speaking communities into service locations that are not located in their customary centres of activity. A typical example is the Montérégie region south and west of Montreal where local communities (Hudson/St-Lazare, Chateauguay Valley, Chateauguay, Richelieu Valley, etc.) must go to unfamiliar service centres such as Longueuil (regional centre) which can be as much as two hours drive away. Typically there is no mechanism to exchange or share in the development of English language services on a local basis (if the province can 'regionalize' for better service, following the same logic why can't regions 'localize?') which results in an uneven distribution of where English services are available.

Targeted Service Needs

As noted in Section 4.2, the interpretation of information is a critical service issue for the English-speaking community of Quebec. The misunderstanding or misinterpretation of information can set an individual off into the wrong service stream in their pursuit of an economic development opportunity and, in the context of limited availability/accessibility of services in English, may have detrimental consequences to the outcome of that initiative. Thus, having access to support to properly interpret the implications of a service choice is an important parallel consideration, especially so when information and services are not available in English.

Several sources have noted the need to develop specific services targeted at immigrant communities (QCGN, 2005; Jedwab, 2006; GMCDI, 2007). Given that there are over 50 ethno-cultural communities that use English as their first official language spoken (FOLS) in some aspect of their daily lives (family, social, work or education), the English-speaking community finds itself amongst the most diverse communities in Canada (Jedwab, 2004). Responding to the needs of these specific communities poses an added challenge to service providers, in particular non-governmental organizations that already find themselves working without adequate resources.

The recent revelation that over 61% of English-speaking university graduates end up leaving the province to secure employment indicates that more needs to be done in terms of helping graduates to be able to stay and work in Quebec (Floch & Pocock, 2008).

Marketing & Promotion

As noted in Section 4.2, greater promotion of English language service and support organizations is necessary, along with their learning resources and the job opportunities and prospects that are available, particularly in the technical and vocational areas. The challenge is organizing the resources so that they are available in all communities, especially those without the critical mass to initiate/support comprehensive programs and activities of this nature.

Service model

One of the particular challenges of the English-speaking community of Quebec is whether and when to offer English language services independently from the majority francophone agencies, institutions and organizations. The active offer of English language services is a strategic decision by the affected community in response to a lack of same in majority francophone service providers (i.e. YES). When does it make sense to independently offer English language economic development services through an English-speaking organization, and when would it be better to ensure that the mainstream agency/organization is making an active offer of service in the English language? There is no set formula to respond to these questions but it is evident that there are benefits and disadvantages to each approach that require analysis on a case by case (community by community, organization by organization) basis before adopting a course of action. The key element in these situations

is that these decisions should be taken and supported in a planned and concerted manner in order to avoid duplication and overlap, and to encourage collaboration and sharing amongst the different service providers.

Recommendations

Referral service

Building on the concept of 'one stop shopping' for accessing English language information through a web-based portal, there needs to be a coordinated referral service that re-directs inquiries to the appropriate service provider. This would not only improve accessibility, but would also improve the efficiency and quality of service by directing individuals to the most appropriate provider as well as contributing to the marketing of English language economic development services through a province-wide, uniform promotional campaign to connect people with service organizations. This could be operated in a collaborative fashion by service organizations in conjunction with the programs related to economic development of the English language school boards, colleges and universities to offer a comprehensive reference point for 'all things' related to economic development; a collaborative arrangement with the SARCA program (see Section 4.4) would be well worth exploring.

The service could employ a single toll-free number with trained referral agents sensitive to the types of inquiries likely to come from individuals in the English-speaking community (*à la Info-Santé*). An auxiliary reference service could also be created as part of the web portal; using a dynamic search tool linked to a database of service and training providers, individuals would be able to submit a series of inquiries which would produce options or specific recommendations, depending on the extent of the search, to pursue by email, internet or telephone.

Forum

The Employability & Education Task Force has put forward the notion of a Labour Market Integration/Mobility Forum as one of the elements in a coordinated approach to addressing the employability needs of the English-speaking population of Montreal. Further elaborating on this notion, the Forum could (under the auspices of QEDC) be a mechanism for bringing together all the players with a stake in economic development activities for the English-speaking community of Quebec, in particular service delivery. The aim would be to "pursue coherent and coordinated strategies" that would result in a blended model for service delivery, that is to say a planned and organized approach that will allow for services to be offered in English in the most effective manner possible, whether that be through existing (future) government programs, government mandated agencies and institutions (i.e. school boards), or through non-governmental organizations acting as intermediaries. This should be carried out in a partnership structure that enables English and French-speaking community groups, institutions, and government agencies and departments to work

together to enhance the economic development opportunities for the English-speaking community of Quebec.

Targeted results

Inherent in the blended service model is the need to develop indicators/measurements to determine if English speaking clientele are being adequately served. Such results-based measurement is necessary to be able to move 'they are being served- we're not being well served' discussion from the level of perceptions to an actual evidence base that can be used to evaluate programs, especially Emploi-Quebec given the amount of federal funding deployed through this agency and for which there has yet to be a substantive evaluation with regards to the impact on the English-speaking community of Quebec of this federal devolution of program delivery (manpower and training). More details are presented in Section 4.5 under the title "Research".

4.4 – Education & Training

The Challenge

English-speaking Quebecers have gone, in the space of one generation, from having generally higher socio-economic indicators than their francophone cohorts in Quebec, to a situation where certain segments of the English-speaking population have significantly higher levels of unemployment, are more likely to be out of the labour force, and levels of education are falling behind (Floch & Warnke, 2004; Pocock, 2005; GMCDI, 2007). Combine these shifts with the declining birth rate in the province, the massive exodus of anglophones in the 1980s and the restrictions on entry to the English-speaking school system imposed by Bill 101, and the English-speaking school system has witnessed an unprecedented level of compression that has impacted its capacity to respond to the educational and training needs of the community.

Aside from all the other demands that schools have to face today (completion rates, discipline, curriculum reforms, teacher recruitment, etc.), this set of circumstances presents an enormous challenge given the essential role that education and training plays in the future capacity of a community's economy to successfully develop: for individuals to secure employment, to be able to start up enterprises, to participate in the social economy and contribute to the overall building of the community's economic development.

Observations

The English Language School System

Throughout the course of the research and discussion for this paper, there were constant references and reflections on the state of and future prospects of the English language school system, many of these couched in terms of uncertainty. The GMCDI, as had various bodies before it such as QESBA, noted that there is a need to study the long term impact of student decline on viability of English language primary and secondary schools, and implement strategies that deal with the decline of the student population.

One of the strategies that has been noted is the need for more resources for the schools so they can form partnerships in the community, and the recent implementation of Community Learning Centres (CLC) attached to 22 schools across the province has been a big step in that direction. Yet with pilot project status, placement in limited locations and no long-term commitment to funding, their future and capacity to have an impact is still . . . uncertain.

Another comment that surfaced was that the primary and secondary school curriculum in Quebec is based on one (uniform) culture. This has repercussions on defining a cultural identity for the English-speaking community of Quebec and affects individuals at a young age. Some consider that the issue of cultural identity and belonging within Quebec society is a significant factor in influencing retention (of anglophones in the province), as much as or

even more so than French language proficiency, and is a core issue with long-term ramifications. In this regard, the 'Englishness' of the English language school system should be given greater consideration at the ministerial level (cultural identity of the English-speaking community of Quebec) and through the Canada-Quebec Agreement on OLMC Education.

Lastly, Quebec anglophones tend to situate at the two extremes of comparative statistics as they exhibit a higher tendency to be at the upper end of the educational spectrum, overall being 17% more likely than other Canadians to hold a post-secondary certificate, diploma or degree, and they also have the lowest tendency to be without a high school graduate certificate, being 14% less likely when compared to the Canadian national average (Floch & Pocock, 2008)

Programs

Within the context of economic development, there were many references to the need to increase the offer of more English language technical and vocational programs. There is an acknowledged need for skilled workers which will expand over the next five years - Quebec will need 700,000 skilled workers by 2011 (GMCDI, 2008) - and so technical and vocational opportunities need to be promoted to English-speaking youth at the secondary level to make them more aware of the opportunities that are available. This is particularly important as the registration and graduation rates in vocational education programs in Quebec are lower than those in virtually every OECD country. We add to this equation a long-standing and persistent tendency in English education circles to downplay the importance of this sector of activity (QESBA, 2006). In addition, as previously noted, with up to 61% of English-speaking post-secondary students leaving the province upon graduation to secure employment elsewhere indicates that more needs to be done in terms of helping graduates to be able to stay and work in Quebec (Floch & Pocock, 2008).

Even with the opportunities presented by the increasing demand for skilled workers, there is a need to build additional capacity in the English school system to be able to respond to the situation. Approximately 72% (see Table 1) of the technical and vocational programs are offered by French school boards while English school boards are only able to offer a limited number of programs. This is a critical issue in rural areas where students must often re-locate in order to access these types of programs, and if one has to go through the trouble of re-locating then the choice often becomes Montreal, or even out of the province, rather than a regional centre with limited options. It was noted that this applies to both technical-vocational courses and CEGEP programs. There is thus a need to provide special measures for school institutions to be able to act on strategies that will encourage English-speaking students to stay and work in the regions, such as easier access to English language education in smaller communities.

In this context of local access, there is an evident lack of programs delivered at a distance, particularly in comparison to other jurisdictions. This was noted in a study on the state of distance education in Quebec carried out over a decade ago (Gruber, 1996 & 1999) yet not a lot of progress has been made on a relative basis since that time. While there has been an increase in the availability of core academic courses delivered at a distance, there are few programs being offered and none of a technical nature that would allow students to remain in their home location for at least some of their training period in order to achieve certification. While such distance delivery programs would appear to benefit rural communities, the majority of users of these programs are urban-based individuals who may not have to overcome impediments of distance but still have to juggle the modern constraints of two income families working different schedules, children's activities, etc. which impede participation in fixed schedule, single location course offerings. There is presently no coordinated mechanism that allows the different educational levels to share and collaborate on the generic elements of distance delivery (instructional design, infrastructure, student support, etc.)

Finally, there is a need to look at updating the skills of rural resource-based communities given that these traditional resource-based economies are in decline and the skill sets necessary to be able to remain and thrive in rural areas are changing. The new economies are based on entrepreneurial initiatives and service industries, especially through small and medium-sized businesses, and so education and skill development in service industries such as tourism, health care and e-commerce are required, as well as entrepreneurship and business operation.

In this context, a recently implemented program by the Ministère de l'Éducation, du Sport et de Loisir (MELS) entitled Services d'accueil, de référence, de conseil et d'accompagnement (SARCA) has great potential with regard to technical-vocational programs, especially in collaboration with other service organizations. SARCA is designed to be a "one stop shop" coordinating services for adults seeking training that will be offered by the school boards.¹² Career centres have been going through the planning stages for the program which will offer a full range of counseling and support services to help potential students find their way to a more rewarding career. This will be accomplished by updating the students learning profile and create a learning plan adapted to the student's knowledge and experience. Resources offered through SARCA will be counseling and referral services, creation of a record of learning and PLAR (prior learning assessment and recognition). These will help students investigate career opportunities, complete secondary studies, discover career aptitudes as well as learn about strengths and abilities related to work.

¹² There is no information provided about SARCA in English on the MELS website but can be accessed through the school boards, for example at: http://www.access.rsb.qc.ca/english/sarca/sarca_index.htm

Table 1: Vocational and Technical Training in Quebec
List of Programs by language (DVS, AVS, DCS or ACS)

	English Programs	French Programs	% English
Sector 1 - Administration, Commerce and Computer Technology	19	21	48
Sector 7 - Buildings and Public Works	17	44	28
Sector 11 - Mechanical Manufacturing	17	27	39
Sector 3 - Food Services and Tourism	15	23	39
Sector 9 - Electrotechnology	14	24	37
Sector 4 - Arts	10	37	21
Sector 20 - Social, Educational and Legal Services	10	9	53
Sector 2 - Agriculture and Fisheries	8	41	16
Sector 19 - Health Services	8	30	21
Sector 16 - Metallurgical Technology	8	18	31
Sector 10 - Motorized Equipment Maintenance	7	15	32
Sector 15 - Mining and Site Operations	4	15	21
Sector 5 - Woodworking and Furniture Making	4	12	25
Sector 14 - Maintenance Mechanics	4	10	29
Sector 13 - Communications and Documentation	3	21	13
Sector 6 - Chemistry and Biology	3	8	27
Sector 21 - Beauty Care	3	3	50
Sector 17 - Transportation	2	9	18
Sector 12 - Forestry and Pulp and Paper	1	11	8
Sector 8 - Land Use Planning and the Environment	1	9	10
Sector 18 - Fashion, Leather and Textiles	0	13	0
Totals	158	400	28

DEP: Diplome d'etude professionel

DVS: Diploma of vocational Studies

ASP: Attestation de specialisation professionnelle

AVS: Attestation of Vocational Specialisation

(Inforoute FPT, n.d.)

Bilingualism

Even though bilingualism amongst anglophones has been on the rise for the last two census periods, there are still areas where there could be improvements with a relation to economic development. It can be argued that the estimated 10,000 students eligible to attend English language primary and secondary schools, but whose parents choose to place them in French language schools, is a reflection of the need to further increase the amount of French second language (F2L) instruction in the English system. Further, there is limited requirement for students to continue French language training/instruction at English post-secondary institutions, exposing students to the risk of losing any French proficiency that they have gained through bilingual and immersion programs at the primary and secondary levels.

Given that anglophones who left Quebec in the period 1996 – 2001 (15 years and older) were slightly less likely to be bilingual (61.4%) than those who stayed (70.7%) (Floch & Pocock 2008), higher levels of bilingualism are needed for the English-speaking community of Quebec to better integrate into business and the workforce, particularly the federal and provincial civil services, as combined requirement of French oral and written skills may not be sufficient enough for English-speaking youth to advance to higher employment levels. In this regard, there are no post-secondary measures in education that target the specific needs of the English-speaking community of Quebec through the Canada-Quebec Agreement (PCH/MELS) and there is a need for collaboration among economic development and educational leaders so that interventions can be designed to target those who need second language skills to integrate more effectively into the labor market.

Credentials

Credential recognition is a particular problem for minority communities in Quebec who, *de facto*, have a greater tendency to have an educational background or training certificate from outside the province than the majority francophone community. This was recognized as a result of the recent federal consultations with OLMC:

The transformation of the Canadian economy toward a knowledge-based economy, and the emergence and dissemination of new technologies have overturned traditional business practices. This change means new opportunities for the official languages, but at the same time, new issues and challenges such as language training, recognition of foreign credentials and those of other provinces, use of new technologies, economic development, the language industries, and the particular situation of young anglophones in Quebec.

(Lord, 2008)

It is an area bound by significant levels of regulation through professional and technical orders, as well as union hiring practices. This was recently addressed by the June 2008 joint

meeting of the Quebec and Ontario cabinets which pledged to work on removing all labour mobility barriers between the two provinces.

For the English-speaking community of Quebec, in addition to being a barrier to employment, it is a retention issue as those who wish to take a technical trade (i.e. in construction) that is not available locally in English often leave the province in order to gain the necessary certification; once they discover that the out-of-province training is not recognized in Quebec they have little choice but to leave the province in order to engage in the trade or profession for which they have invested in training. The same applies to those (principally from ethno-cultural communities) who have studied abroad but who cannot practice their profession or trade in Quebec as the credentials are not accepted.

Recommendations

Coordinated approach

In line with the previous recommendation to create a coordinating structure to better assist with the economic development of English-speaking community of Quebec, there needs to be recognition of the benefits of an integrated approach in this regard that includes the educational and training components of the school system related to employability, entrepreneurship and labour market development. Inherent in this recognition is the need for resources to permit the school system to respond to the wider scope within an economic development context, to be able to participate in the overall planning and implementation of strategies that will be required to produce concrete results (i.e. number of hirings), and to be able to engage with the other community and institutional players, such as through Community Learning Centres (CLC) and the SARCA program, with promotional campaigns targeted at potential users, etc.

French second language (F2L) training

Given the essential role that F2L capability plays in being able to secure employment and engage in economic development activities in Quebec, the school system must have the means to provide higher levels of French-language instruction as an integral part of the English-language school systems at all levels and in all regions. Specifically there needs to be post-secondary measures in education that target the specific needs of the English-speaking community of Quebec with regard to F2L training in the Canada-Quebec agreement between PCH and MELS. In parallel with this, post-secondary institutions (CEGEPS and universities) will have to develop and integrate into the curriculum the targeted F2L goals that will allow graduates to effectively function in the work place (oral and written) in French.

Access

At-a-distance

Through the coordination mechanism, the infrastructure for distance delivery of education and training programs needs to be planned and implemented at all three educational levels. The goal would be to facilitate access to education and training opportunities so that individuals would be able to continue to live and work at home as much as possible. Such a delivery and support system could also be developed in conjunction with service delivery programs so that it can be operated in a more efficient, cost-shared basis. Preliminary examination of and recommendations for such a program and its infrastructure are contained in a study commissioned by the QCGN (QCGN-1, 2005).

Inter-school Collaboration

Inter-school sharing of facilities and programs between English and French language institutions has begun to occur in various locations and at different educational levels as both system try to respond to community needs in an era of constrained resources. Primary and secondary schools share buildings in order to maintain sufficient numbers of students overall, and some institutions have begun to co-deliver specialized courses (i.e. St-Lawrence Campus, Champlain CEGEP) with French language counterparts in order to be able to offer programs that might be possible as two separate programs. This type of approach makes a lot of sense where possible and should be examined more thoroughly through the coordination structure and, in order to be effective, must be linked to achieving higher levels of F2L proficiency in order for anglophone students to participate (and conversely for francophone students.)

Inter-provincial Collaboration

As noted in the observation on credentials, there is already movement at the political level to remove barriers to labour market mobility between certain provinces. Aside from the improvements that this might bring to the recognition of out-of-province credentials, it may also present an opportunity for the use of educational and training materials that have already been developed in English in other provinces. This would lower development and implementation costs for English language programs in Quebec and allow educational institutions to offer a wider variety of programs and course offerings. As the inter-provincial discussions evolve, representations should be made on an on-going basis in this regard to ensure that any eventual provisions would include such flexibility.

4.5 – Federal, Provincial & Regional Policies & Programs

The Challenge

When it comes to policies and programs, the English-speaking community of Quebec feels – to put it succinctly – like a square peg in a round hole; somehow, they don't quite seem to fit in. General policies and programs at the federal level either have an asterisk attached – “except in Quebec” – or have been developed for the specific needs of the francophone communities outside of Quebec (i.e. *Francommunautes virtuelles*). Within Quebec, the community views itself as a “minority within a minority” but often feels that it is just lumped in with the Rest of Canada when it comes to its characteristics and culture. In addition, “less attention has been given to the impact of this shift in status upon Quebec anglophones, those citizens who are identified, and identify themselves, with the language minority communities who co-exist alongside the francophone majority and are profoundly affected by the social policy and public institutions designed largely on its behalf” (Floch & Pocock, 2008)

These dichotomies end up with the differences of perception (noted in Section 4.2) regarding the nature and the extent of the needs of the English-speaking community of Quebec. Further to this, because of the political situation of Quebec within Canada, there is a greater reluctance for the federal government to intervene on behalf of the English-speaking community of Quebec (i.e. DEC vs. other regional development agencies) and to influence those areas of activity that are either guarded by Quebec or have been devolved to the province. The challenge is to exert greater influence on the federal, provincial and regional levels of government so that the perspectives on these important points, and therefore the eventual policies and programs, better reflect the needs of the English-speaking community of Quebec.

Observations

Research

For the question of research, is the glass half full or half empty? The QCGN has spearheaded a resurgence of research on the English-speaking community of Quebec with two conferences in recent years and has made it a cornerstone of its strategic plan in order to try and overcome the misperceptions about the state of the community and provide an evidence base to support policy and program development. These research efforts are progressing towards the establishment of a Quebec university-based research component of the Canadian Institute for Research on Linguistic Minorities (the Quebec English-speaking Community Research Network).

Is more research really needed? Many of the key informants interviewed for this paper thought not, stating that there is a lot of research and reports that already exist and that there is not a knowledge gap about the English-speaking community of Quebec. This was mitigated to some degree by opinions expressing the need for articulating the economic development needs of the English-speaking community of Quebec at the regional level (for inclusion in regional development plans), and that there is a core need to change perceptions and attitudes. The need to determine (and monitor) the sectors in which anglophones are employed was not mentioned in any of the interviews or research conducted for this report. Updating the data in Table 2 should, however, be a priority of any planning exercise in order to build upon the strengths and address the weakness in terms of employment and self-employment amongst the different English-speaking communities. The lack of recruitment of English-speaking candidates for the public service (see below) would appear to be a typical case where research would play an important role in finding policy and program solutions: why is it after three decades of making the point anglophones still don't apply for career positions relative to their size within the overall community, and the public service administrators still ask why?

Research also implies the notion of evaluation, particularly of related to the impacts of policies and programs on community vitality, and the consequences of program devolution and government transformations. For example, despite the transfer of hundreds of millions of dollars from the federal to the provincial level through the Canada-Quebec Labour Market Development Agreement, the devolution of jurisdiction and resources has not yet been evaluated as to its impact on the English-speaking community of Quebec.

The English-speaking community of Quebec is also in flux, particularly in Montreal where immigration is transforming the make-up of the community. Continued research is required to better anticipate the evolution of the community's demographics, youth mobility and the implications for program and service delivery.

Lastly, an area of research with definite economic implications: language. The 2003 federal Action Plan for Official Languages noted this potential and devoted a small section to the language industry in Canada, although there was no specific reference to the context of the English-speaking community in Quebec. With the confluence of greater bilingualism amongst anglophones and the demand for more bilingual Quebecers (VEQ, 2008; Bouchard & Taylor, 2008) there is an economic development opportunity for individuals of the English-speaking community of Quebec, both in terms of being hired (more bilingual) and provided service and support for those who wish to become more bilingual (tutoring, etc.) To what extent are anglophones ready for these opportunities, how many and where are they?

Greater Coordination

It was noted across the board that the fragmentation within the English-speaking community of Quebec is perpetuated by the existing funding system which is not adequately horizontal. This is especially so with economic development as it is a multidimensional sector which crosses many boundaries and requires a holistic approach to funding. One of the comments made by key informants is that the lack of English-speaking community of Quebec vitality is linked to lack of integrated government initiatives at the regional level. While this may be true it also compounds the situation, previously observed, that the regionalization of government programs is not always beneficial for the English-speaking community of Quebec.

While it is recognized at both the community and the government levels that there is a need for greater coordination with regard to economic development, there is also the question of leadership, or the notion of 'a champion' to be able to get things moving. Working within a horizontal framework with government departments has proved not to be easy despite the potential benefits from this approach, and this is further compounded by the fact that some programs are devolved to the province and others not. It has to be noted that in pursuing interviews with key informants in federal departments, a number not only wanted to pass on the responsibility to other colleagues but also simply referred the interviewer to another department. Given the diverse nature of the economic development portfolio, there needs to be a leadership designation, a champion's role, for one federal department that has the ability, resources and volition to engage other federal counterparts working with the within the horizontal framework as well as have influence on devolved programs.

Representation

The issue of coordination is not just one of program delivery but also impacts the question of representation – the English-speaking community of Quebec being 'at the table'. One of the key informant comments was that the under-representation of anglophones in the public service is larger than just an economic issue, it also means the English-speaking community of Quebec is not at the decision making tables. And these are many when it comes to economic development – over 300 and counting across the province and at which the English-speaking community of Quebec is largely absent (Maynard, 2004). The scale and scope of representational requirements in order to be effective is daunting, particularly on a regional basis where the critical mass of available and capable leaders is lacking (relative to the task). This speaks not only to the need for a coordinated approach (strategic prioritization and placement) but also the creation/maintenance in situations where it makes sense of separate English service delivery and development agencies in order to be able to aggregate the necessary level of expertise and representational leadership.

Public Service

Despite the fact that the under-representation of the English-speaking community of Quebec in the various levels of government has been studied and reported on for nearly

three decades, little has been done of a substantive nature, in particular at the provincial level and for regional communities at all levels. The Secrétariat du Conseil du trésor in Quebec published an action plan in 2003 that reported on efforts in 2001 and 2002 to attract more applications from allophone, native and anglophone candidates, as well as put forward recommendations on how to further improve the situation; even though 4,160 candidates from the "cultural communities" designation passed the hiring competition, and 5,891 total persons were hired, only 765 of these were from the cultural communities, most of them from Montreal, with no breakdown given for hiring anglophones (EMT). The Secrétariat acknowledged that the results were not what they had hoped, the effort impeded by the need to draw from internal candidates due to union agreements. The total number of anglophones working in the Quebec public service at March 2002 was 394 (0.7%).

As with research, there is a glass half full, half empty situation that has both an attraction and a retention component. The public service administrators say that the English-speaking community of Quebec simply do not apply for these positions. Why don't they apply? Is this a question of culture? The web site of the Secrétariat du Conseil du trésor, specifically in charge of hiring programs, is not available in English¹³ which goes back to the core issue of belonging and identity. Or do they not apply due to fears that they are not bilingual enough? (It was noted by key informants that the English-speaking community of Quebec employed in the federal public service in Quebec are claimed to be highly bilingual, substantiated by the low demand for second language training compared to francophones working in the federal public service.) There is also some evidence¹⁴ that anglophones do apply but either do not complete or pass the competition process.

In any case, there has been little other than a now terminated Public Service of Canada promotional campaign to attract post-secondary students. Another consideration that also needs to be examined in more depth is the retention factor: there is anecdotal suggestion that anglophones who do enter the federal civil service tend to move up (because they are more bilingual?) which means moving from the regions to Montreal, or from Montreal to the National Capital Region (where they disappear from the Quebec region statistics) which perpetuates the appearance that there are fewer anglophones in the federal public service. Finally, attempting to change the level of representation in the public service for the English-speaking community of Quebec, especially in Quebec, will have to be carried out in a context of changing hiring trends that are moving through the government system due to new approaches to government service delivery and the retirement of the baby-boom generation.

¹³ http://www.tresor.gouv.qc.ca/fr/ress_humaine/emplois/egalite/programme.asp#communaute

¹⁴ Anecdotal references to federal government assessments, implications of the Secrétariat du Conseil du trésor 2002 results.

Policy and Program Transformations

Governments of all levels are changing the way they operate and deliver programs, and this can have significant impacts on OLMC. Despite the review of government transformations and recommendations by the Report of the Task Force on Government Transformations and Official Languages (Fontaine, 1999), the pace continues unabated for devolution (i.e. manpower training) and transformations (i.e. Service Canada) at the federal level, along with seemingly continual changes to program delivery approaches. The latest of these is commonly referred to as "disintermediation", the notion (adapted from supply chain economics) that service is best delivered directly to the individual without recourse to intermediaries, or a "middleman" (Fontaine, 1999). Whatever the benefits of disintermediation may or may not be as a service delivery model, it will have impacts on the English-speaking community of Quebec given that it has (to a limited extent) sought to establish intermediary organizations in order to fill the gaps in service delivery not provided in English by larger or majority language institutions. While these issues also apply at a broader level than just OLMC, they can have unintended consequences (square pegs in round holes) when implemented as part of general policy and program changes.

Positive measures

While each federal department subject to the Official Languages Act must now "ensure that positive measures are taken" to fulfill their obligations towards OLMC, the jury is still out on what that means in terms of policies and programs. The decision by Canada Economic Development (DEC) in November 2007 to cut funding to non-profit organizations involved in economic development activities, while taken for reasons other than official languages, has none-the-less had a negative impact on numerous English language service organizations that find themselves unable to secure funding from other sources; despite the fact that the community has identified service delivery as an important aspect of its activity with regard to economic development, the federal government has acted in a contrary fashion without considering what could be implemented as a positive measure in compensation.

Another example was the decision of Industry Canada to finance preparation studies on the Lower North Shore in 2004 and 2005 for the implementation of a community-owned hi-speed internet network via satellite. After nominating the regional English-speaking community organization, the Coasters Association, as "community champions" for the project, assisting them to develop a business plan and successfully complete the RFP process for suppliers, the project was refused by Infrastructure Canada in 2007 on the basis that the region did not qualify for the financial assistance necessary to install the satellite network. Whatever the criteria was to refuse a region where most of the communities are not connected by road, the fact remains that no consideration was given to a 'positive measure' and the Lower North Shore will not have comprehensive availability to hi-speed internet until possibly 2012 in an alternate land-based project that will cost an estimated three times more.

Conversely, the Young Canada Works program has, since its inception ten years ago, adopted numerous changes to make the student exchange/internship program more responsive to the situation of the English-speaking community of Quebec by introducing greater flexibility in the hiring criteria. Without changing the overall objectives of the program (linguistic duality, work experience in the other official language), the program has taken "positive measures" to ensure that the English-speaking community of Quebec can participate in an equitable manner and benefit from the resources available.

These three examples highlight the need to examine the whole notion of positive measures and how the English-speaking community of Quebec and the government departments can best take advantage of these opportunities. One of these is the notion of National Status for the English-speaking community of Quebec which would be a positive measure that will help improve representation efforts and national program access at the federal level.

Recommendations

Research

While there is a pervasive difference in perspective and outlook expressed by the different stakeholders engaged with the English-speaking community of Quebec in economic development activities, there is a need for on-going research to provide the evidence base through which to reach common ground and therefore be better able to influence policy and implement programs. With regard to economic development, this section puts forward a number of ready-made questions that would be useful to examine:

- *Regional planning* – given that the regionalization of policies and programs is not going to diminish in Quebec, there needs to be an examination of the issues and opportunities that are inherent in this structural setting for policy and program implementation, especially given the emergence of regional government structures such as the CRE, with an aim to elaborating strategic actions that the English-speaking community of Quebec can implement along with federal and provincial partners;
- *Representation* – given the demonstrated need for more English-speaking community of Quebec presence 'at the table', and a limited number of available organizations and individuals to carry this out, there needs to be an examination of the most strategic placement of English-speaking community of Quebec representation for short-term engagement, along with a recruitment of and preparatory support for appropriate candidates which should to the greatest extent possible include those from the private sector;
- *Public Service* - with the 'where are the anglos' still an open question, there is a need to examine why the English-speaking community of Quebec is still largely under-represented in the different public services in order to be able, in the absence of targeted hiring quotas, attract more anglophones to consider and apply for a career in this sector. This should include the questions of bilingual capabilities, perception and culture, mobility (upward drift to the larger centres), future hiring plans and assessment

of the impact of increased hiring for targeted communities (ethno-cultural, rural, etc.) including anticipated results and indicators of such.

- *Targeted results* – the purpose of a wide-scale coordinated effort would be to improve the outcomes of the determined economic development efforts, especially to increase employment and self-employment levels in areas of deficit and in response to opportunities for expansion. Results require indicators and evaluations in order to be measured and meaningful, and this will require some action research to be able to establish credible indicators and data sources that can then guide the different organizations and institutions in their development work, as well as help substantiate the need for resources.
- *Transformations* – there is a need to carry out follow up to the Report of the Task Force on Government Transformations and Official Languages (Fontaine, 1999), including evaluations of devolved programs and their impact on the English-speaking community of Quebec. In addition, given that these types of policy and program changes tend to be largely *fait accompli* by the time consultations are held with OLMC, there needs to be an environmental scan of planned or anticipated devolutions and transformations in order for the English-speaking community of Quebec to be better prepared to influence their impact at implementation;
- *Positive Measures* – the legal designation of this term offers potential benefits for the English-speaking community of Quebec in terms of policies and program development and delivery, but requires an in-depth assessment of what it means and how it may be implemented in order that the communities and the federal departments pursuing implementation from similar perspectives. The economic development portfolio would be an excellent area with which to carry this exercise given the multitude of potential ‘positive measures’ that could be imagined and acted upon at numerous levels, along with national status for the English-speaking community of Quebec as an OLMC.
- *Immigration/inter and intra provincial migration* – As noted, this is an important area to continue and expand research efforts as an essential component of longer-term planning.
- *Language Industry* – there is a market opportunity in being more bilingual and helping others to become more bilingual. A market assessment needs to be prepared in order for individuals to be able to make plans for employment and enterprise development, and for organizations and institutions to be able to prepare to support the market development with services and training.

Coordination

The case for a coordinated approach to economic development has been made in previous sections of this document and applies equally to the area of policy and program development, in particular as a forum for enabling horizontal linkages. A sub-set of this provincial level coordination is to support similar actions at the regional level. While the research and coordination activities are being developed, there are a number of direct actions that can be taken in the short-term to enhance the economic development of the English-speaking community of Quebec:

- *Representation* - to help improve the long-term representation of the English-speaking community of Quebec, parallel outreach activities should be initiated in order to start accumulating a database of those who might be willing to occupy representational positions, especially from the private sector. This would also act as a marketing (introductory) venture for the eventual coordination activities of the Council and its members/affiliates while building a leadership base;
- *Public Service* – to start (continue with) increasing the number of anglophones, the public services should continue ongoing funding of public service promotional programs (i.e. student ambassadors, etc.) to promote public service career opportunities, in particular through the channels to contact and recruit university graduates (before they leave the province.) This should also include government agencies, such as Hydro-Quebec, which are major employers on a regional basis yet which employ few anglophones.
- *Policies & Programs* – as noted by the GMCDI, a significant increase in financial support should be directed towards support for economic development activities already underway (employability and entrepreneurial services, and the related educational services), and that there be an element of community-based decision making related to the allocation of these funds in order to ensure the additional resources are invested in the most effective manner possible as well as to start to build critical mass around participation in the QEDC.

4.6 – Cross-sectoral Development

The Challenge

While much of this document has, to this point, focused on responding to situations, there is also a need to put more effort into concerted planning and preparation concerning the economic development for the English-speaking communities of Quebec. Notwithstanding the complex organizational landscape that already exists, the challenge is to take a long-term and horizontal view to economic development, that is to say a cross-sectoral approach that requires the engagement of multiple players.

This has to be pursued within a context that makes such development difficult if not impossible to pursue on a stand alone basis: there are particular advantages to having parallel structures that offer English language services, but not so when dealing with larger development questions.

4.6.1 Observations

Approach

Within the context of the multitude of organizations operating in the economic development sector, it was noted by numerous informants that there is a need for more effective coordination and marketing of these groups, comments which were made as much for the overall sector (French and English) as the English-speaking community of Quebec alone. As such, English-speaking organizations should begin working more in tandem with French-speaking organizations which may be doing the same thing.

One sentiment that was expressed suggested that the English-speaking community of Quebec should *stop acting as a ghetto* and that such an approach is counterproductive to economic development as it does not recognize the reality of working in Quebec society; this speaks to not simply working in a more coordinated way but to integrate economic development efforts within majority language institutions. It was also suggested that coordination within the English-speaking community of Quebec may be a dream rather than a policy prescription. *The funding system has created little boxes* such that the solution may not come so much from community groups, but from individual members of the community – from business, university leaders, etc. in their own right as these individuals may have more influence on policy makers than community groups when it comes to economic development.

Business

There was a time when the business community was considered to be *the leadership* of the English-speaking community of Quebec, a perception that has changed with the shift from

elite accommodation, described as “consociationalism” (Stevenson, 1999), to more pluralistic and community-based forms in the post-Quiet Revolution era of language politics. Part of this transformation has not wanting to be entirely (or singularly) identified with the English-speaking community of Quebec, especially with the element of language rights, and part has been the francization of businesses coupled with an outflow of anglophones that has eroded the institutional and leadership base of the community.

The business community is unlikely to contribute to the process of economic development of the English-speaking community of Quebec simply based on language affiliation alone, but is likely where that relates into economic opportunity for the businesses themselves. The most prominent opportunity, paradoxically, is in the language sector: demand for bilingual employees. There has already been some movement within this area in education through collaborative agreements between French and English institutions, and through community organizations such as VEQ and TA via job link programs. This could be built upon to engage the private sector on a wider basis starting with an advisory committee attached to the QEDC. Seeking the involvement of representatives of the business community on specific issues (see recommendation on Apprenticeships in the Youth section below) would seem to be a strategy that would elicit more response than just a general appeal to ‘participate’ for the good of the community.

4.6.2 Sectors

The English-speaking community of Quebec has been an integral part of several ‘hot’ economic sectors in recent years, such as the development of video games, movie and aeronautic production (Gouvernement du Québec, Ministère des Finances, 2007), partly because the international nature of the industries requires a significant level of functionality in the English language. Statistics Canada lists 21 industrial sectors in its 2001 Census, and using First Official Language Spoken, the following table shows the sectors:

a) where the percentage of anglophones is significantly higher than the comparative percentage of anglophones in the total population (13%);

b) where the percentage of anglophones within the English-speaking community is significantly higher than the percentage of francophones within the French-speaking community;

c) the minority/majority index compares the characteristic of the minority anglophone population relative to the majority francophone population in the same industry sector. A mmi greater than 1.00 indicates that the characteristic (i.e. employment in that particular sector) is more commonly found in the minority population. A mmi less than 1.00 indicates that it is less present in the minority population.

Table 2: Employment sectors for the English-speaking community of Quebec, relative to the French-speaking majority

Sector	Industry presence of English population <i>As a percentage of total industry employment</i> (%)	Industry presence of English and French populations <i>As a percentage of Official Language Employment in each industry</i>		Minority/Majority Index (MMI)
		English (%)	French (%)	
Management of companies & enterprises	23.05	0.14	0.07	2.00
Wholesale trade	18.97	6.60	4.15	1.59
Professional, scientific & technical services	18.08	8.13	5.42	1.50
Information & cultural industries	17.36	3.47	2.43	1.43
Real estate, & rental & leasing	16.29	1.67	1.26	1.33
Administrative & support, waste management and remediation services	15.86	4.07	3.18	1.28
Industry - not applicable ¹	15.54	3.15	2.52	1.25
Transportation & warehousing	14.87	5.35	4.51	1.19
Educational services	14.64	7.36	6.32	1.16
Finance & insurance	14.29	4.11	3.62	1.14
Accommodation & food services	14.17	6.58	5.86	1.12
Manufacturing	13.82	18.38	16.86	1.09
Arts, entertainment & recreation	13.32	1.78	1.70	1.05
Other services (except public administration)	11.30	4.31	4.98	0.87
Retail trade	10.37	8.97	11.41	0.79
Health care & social assistance	10.26	7.97	10.25	0.78
Construction	8.54	3.00	4.72	0.64
Public administration	6.75	3.23	6.57	0.49
Mining, & oil & gas extraction	6.31	0.22	0.47	0.47
Agriculture, forestry, fishing & hunting	6.27	1.33	2.92	0.46
Utilities	3.08	0.17	0.77	0.22

99.99% 99.99%

Statistics Canada, 2001 Census, FOLS (First official language spoken)

¹ Unemployed persons 15 years of age and over who have never worked for pay or profit or who had worked only prior to January 1st of the previous year.

This comparison indicates the sectors where employment within the English-speaking community of Quebec is both a strength and a weakness, and in comparison to the French-speaking majority. Except for "Industry – not applicable" (reflecting a negative situation), the higher the percentage of employment anglophones occupy within a particular sector, the greater the minority/majority index, and vice-versa. This shows that the 'English-speaking economy' is divided into strong and very strong, and weak and very weak, sectors, with fewer in the middle. Building on the information presented in this table (the category "Industry – not applicable" is a negative figure showing that English-speaking individuals

are 25% more likely to have never worked or not worked for an extended periods of time than their French-speaking counterparts), as well as from other research that notes the higher rates of unemployment and non-participation in the work force by English-speaking individuals (Floch & Warnke, 2004), it can be conservatively estimated that there is a significant imbalance between positive (mmi higher than francophones) and negative (mmi lower than francophones) employment rates in the thousands, even tens of thousands, of positions. The following examines sectors that should be addressed in terms of increasing employment rates or present potential as part of an economic development program for the English-speaking community of Quebec.¹⁵

Arts & Culture

The establishment of ELAN and development work undertaken by other community groups, notably the TA, have highlighted the significant presence of an English language artistic and cultural sector. Over shadowed in the recent past by the emergence of a flourishing French language cultural scene in Quebec, the English-speaking community of Quebec is rediscovering its artistic and cultural attributes and the sector has become recognized for its economic development potential. This being said, the sector faces the challenge of further development in an area where programs place emphasis on the French language in terms of policies and programs, as well as the lure of better employment prospects elsewhere in Canada and the United States.

In "The Artistic and Cultural Vitality of English-Speaking Quebec" (Rodgers, Garber & Needles, 2008), the authors cite the following as a preface to a detailed portrayal of the sectors and a series of specific recommendations for action:

Those communities that are richest in their artistic tradition are also those that are the most progressive in their economic performance and most resilient and secure in their economic structure. - John Kenneth Galbraith, economist

They make the following recommendations related to the economic development of the arts & culture sector:

- *Touring*: that English-speaking artists receive appropriate resources to support touring within Quebec and across Canada;
- *Education & training*: that training institutions in the arts place more emphasis on assisting new artists to establish careers in Quebec (rather than on seeking financial gain through graduating as many students as possible);
- *Translation*: that English-speaking artists be provided with resources for affordable translation services in order to be able to make submissions to francophone funding agencies.

¹⁵ This does not imply that this should be done at the expense of sectors where the English-speaking community enjoys a positive mmi, or that training, service and support efforts that make these sectors successful employment areas for anglophones should be changed.

Health care

There is both need and potential in the health care sector for economic development within the English-speaking community of Quebec. The number of anglophones working in the sector is lower both within the English-speaking community and as part of the total sector as compared to the percentage of anglophones within the total population. Given the overall shortage of workers in some segments of the health care profession, as well as the proportionally high number of seniors present in the English-speaking community of Quebec, this is an area that requires considerable attention in order to both improve and take advantage of the situation.

- *Bilingualism*: one of the issues in Quebec that has had an impact on English language health care services is the right of health care providers to work, and patients to receive services in the French language. While setting aside the larger political question for another forum, the situation presents an opportunity for adequately bilingual anglophones to secure employment while at the same time ensuring the provision of appropriate health care services in the language of the patients' choice. This would allow for the adequate provision of health care services for the English-speaking community of Quebec without compromising the workers right to work in French. As per recommendations in the Education and Training section, this will require additional support in terms of language training.
- *Care for seniors*: the higher (and growing) proportion of seniors, who tend to be less bilingual, presents a significant challenge for the English-speaking community of Quebec in terms of providing appropriate health care (as well as support to family members who are engaged in some form of health care for parents and grand-parents.) This is an area that will require significant increases in engagement of personnel in the coming years and therefore, as an adjunct to other health care planning, a combination of education, training and enterprise development activities.
- *Social enterprise*: Quebec is a world leader in the area of the social economy and offers extensive policy and program support in this area. The English-speaking community of Quebec participation in this sector is much more limited, especially with regard to "not-for-profit" businesses and cooperatives (Maynard, 2004). The Holland Development Corporation has been a leader in establishing services through social enterprise structures for the English-speaking community in the Quebec City area, and the CHSSN undertook pilot projects in 2005 and 2006 in order to examine the potential of social enterprises as health and social service deliverers but was unable to pursue the development activities without additional funding. Given the particular needs of the English-speaking community of Quebec with regard to health care and social services (i.e. seniors), along with the continuing opportunities arising from the devolution of health care services to both social and private enterprise, there needs to be a more

thorough examination of and planning for the economic development potential in this area.

Construction

Despite the affects of the US-induced credit crisis and higher interest rates, the construction industry in Quebec is predicted to grow by 3% in 2008 (Commission de la construction du Québec, 2005) with continued good prospects in the years beyond. The English-speaking community of Quebec is significantly under-represented in this sector which seems due to a number of factors, in particular access to training in English and the combined CCQ/union certification process (see Table 2). As demonstrated in the section of Education and Training, there are many fewer English language vocational programs available than in the French language sector; for example, in the Montérégie, the three English language school boards offer only 19 of the 108 programs (17.6%) offered by the nine French language school boards (InforouteFPT, 2007). Aside from fewer choices, technical students are obliged to travel longer distances or even to have to move in order to access vocational programs in English, particularly in the rural regions where only two of 15 construction trades are taught in English and then only in one location (Chateauguay Valley Career Education Centre, Ormstown). The lack of training accessibility is also compounded by having to comply with apprenticeship requirements that range between 2,000 and 10,000 hours of supervised work (one to five years) and regional hiring lists compiled in conjunction with unions that place an additional barrier to gaining employment.

This being said, the CCQ notes that there is significant employment potential in the sector in the coming years due to retirements and the ever-growing need for specialized workers (GMCDI, 2008). In this context, the construction sector requires a number of development initiatives to support the improved inclusion of anglophones in the sector over the medium and long-term:

- *Centre of expertise*: associated with the construction sector is a long litany of anecdotal information about the difficulties anglophones have experienced in trying to complete the training and apprenticeship requirements. Some of it is evidently the result of having to deal with a complex and highly regulated sector that functions mostly in French; some of it is misinformation and a tendency to take the easiest route – access training in a neighbouring province. Regardless, there appears to be structural impediments for anglophones in preparing to work in Quebec’s construction sector. There is an evident need for a centre of expertise¹⁶ – the Quebec Construction Service Centre (QCSC) – that is able to field inquiries from individuals across the province as well as maintain liaisons with all the key players in the sector (career centres, CCQ, unions, etc.). The centre would be able to provide individuals with up-to-date and correct information, direct them to the appropriate institution or service, as well as receive information that can be sent back out to the major English language players in the sector. Part counseling service,

¹⁶ This centre could be either a part of the QEDC or a stand alone organization.

part development agent. The QCSC could also act as coordinating body/support organization for some of the actions contained in the three other recommendations for the sector that follow.

- *Training:* given the training requirements to become employed in the construction sector there needs to be an increase in both the number of and regional access to English language program offerings. This is not an easy task given the complex overlay of school boards, Ministère de l'Éducation, du Loisir et du Sports (MELS) and the CCQ, and will evidently need resources for a working group (centre of expertise) to take a deeper look at options for action within the context that adult education departments are boxed in by funding parameters that limit their ability to develop new programs (career centres need registered students in order to receive payment from MELS, students need to know there's a program being offered in order to register.) These options might include detailed market research, a promotional campaign, distance delivery development, English-French inter-board agreements, etc. As per the recommendation in the Education & Training section, additional emphasis on the French language skills necessary for accessing and completing the training and apprenticeship requirements would also be necessary.
- *Apprenticeships:* the requirement for extensive apprenticeship periods seem to pose as much if not more of a challenge to new entrants in the construction sector, in particular those with limited French language skills as well as those in rural regions where the number of opportunities are more limited. Again, there is no short-term fix to this situation, rather a longer-term, coordinated approach needs to be taken that develops the networks with employers and establishes the services that can assist with placements. This would ideally be operated in conjunction with the career centres but would have to be supported financially outside of the regular funding parameters of school boards.
- *Entrepreneurship:* the construction sector is one of the most active in terms of entrepreneurial activity with the sector contributing the most job growth in the small business sector in 2006 (Small Business Quarterly, 2006). Not only does it lead to self-employment but the presence of English-speaking entrepreneurs will open up employment and apprenticeship opportunities. Therefore, the organizations offering support and services to the English-speaking community of Quebec in the area of entrepreneurship development should be placing an emphasis on the construction sector. Such emphasis would also benefit from collaboration with the career centres through the greater offer of the skills necessary to become a successful entrepreneur.
- *Utilities:* The utilities sector is another area where anglophones are significantly under-represented; although it is not, strictly speaking, part of the construction sector, it poses many of the same challenges for the English-speaking community of Quebec - training, certification and regulations - and therefore should be included in the different

development actions that might be undertaken for the construction sector (where appropriate and applicable.). In the current context of increasing energy prices, there is a parallel increase in interest in non-utility power generation (wind, solar, geothermal, small hydro, etc.); the organizations offering support and services to the English-speaking community of Quebec in the area of entrepreneurship development could also be placing an emphasis in this area. In addition, given that Hydro-Quebec is also the major utility in the province, and owned by the provincial government, the crown corporation should be included in whatever initiatives are put in place to support the hiring of anglophones in the public service of Quebec.

Natural Resources

For the purpose of this document the natural resource sector includes agriculture, forestry, fisheries and mining, all sectors where the English-speaking community of Quebec of Quebec has historically been active, are important sources of employment and entrepreneurial activity in rural areas and where, currently, they are under-represented in terms of employment numbers proportional to the size of the community. The challenge is that three of these four sectors – agriculture, forestry and fisheries – are in a period of decline or consolidation and present few opportunities for economic development for either the French or English-speaking communities. Mining, on the other hand, is in the upper part of its economic cycle with high demand and prices for metals worldwide, countered by the fact that the principal areas of mining activity in Quebec are those where the English-speaking community is least present (i.e. Abitibi-Temiscamingue, Saguenay, and northern Quebec). In addition, many of the English-speakers involved in the mining industry tend to be temporary placements from outside the province, specialized workers or professionals brought in for specific, short-term projects related to mining development or exploitation before moving on to other mine sites elsewhere in Canada or the world. In this context, each of these four sectors deserves particular consideration on its own:

Agriculture: the English-speaking farming community of Quebec is an historic one, with some farm families tracing their lineage back to the early part of the 19th Century. Today, the English-speaking farmers of Quebec are less than 5% of the total (a number that has been declining at the rate of 7-11% per census period for the last few decades) and over 90% of these English-speaking farmers are concentrated in just three of the 14 administrative regions for Quebec agriculture: the Eastern Townships, St-Jean-Valleyfield (Montérégie) and the Outaouais (principally the MRC Pontiac). Although English-speaking farmers are concentrated in three production sectors – dairy, beef and cash crops (corn, soybeans and cereals), they largely conform to the other trends present in the agricultural sector – farms are consolidating into larger units with 30% of farmers producing 70%, and just 2% producing 35%, of the food while the numerical majority of farmers continue to farm for family and lifestyle reasons while working off-farm for a significant portion of family income (Gouin, Doyen & Morrissette, 2001; Statistics Canada, 2003). Despite this consolidation, the sector offers two opportunities for employment and entrepreneurship:

larger farms need skilled labour¹⁷, and the rising cost of energy and consumer concerns about the industrial production of food has given rise to the “local food” movement which has reinvigorated the market for locally-produced food production and processing. These two areas were highlighted in the April 2008 report by the Commission sur l'avenir de l'agriculture et de l'agroalimentaire québécois (CAAAQ) on the future of agriculture in Quebec; recommendations to pursue these two opportunities could also closely parallel some of those made above for the construction sector:

- *Training*: skilled agricultural workers and multifunctional small farm operations (production, processing, marketing, agri-tourism) are new areas of development within the sector and will require an increase in both the number of and regional access to English language program offerings. Educational institutions, principally career centres, have attempted to offer some programs in the past with limited response (small numbers, big province) but with renewed interest in the sector there is potential through a coordinated approach to delivery (Macdonald Campus of McGill University, regional career centres as well as distance delivery through CLCs) to provide the necessary training programs that will support the participation of anglophones in these two areas of development.
- *Apprenticeships*: being new areas of development (skilled agricultural labour and locally-produced food) there will be a need for individuals to acquire experience in the sector, not only from a technical perspective but also from a practical point of view given that farming is not a normal 9-to-5 profession. Contrary to the construction sector, agriculture is much less regulated which poses a different challenge in terms of apprenticeships: there is little in the way of structured programs to place and supervise apprentices (the Farm Management & Technology Program at Macdonald places students for summer internships). Again, there is no short-term fix to this situation, rather a longer-term, coordinated approach needs to be taken that develops the networks with employers and establishes the services that can assist with placements. This would ideally be operated in conjunction with Macdonald Campus and the career centres but would have to be supported financially outside of the regular program funding parameters in order to be able to operate effectively.
- *Entrepreneurship*: the opportunity to produce and market local food is ready-made for entrepreneurial activity (farmers markets, direct to consumer sales, niche marketing to specialty food stores, etc.) As with the construction sector, this not only leads to self-employment but the presence of English-speaking entrepreneurs will open up employment and apprenticeship opportunities.

¹⁷ The Canadian Agricultural Human Resources Council was founded in 2006 in order to respond to the impending shortage of skilled labour and professionals in the sector.

Therefore, the organizations offering support and services to the English-speaking community of Quebec in the area of entrepreneurship development should be placing an emphasis the agricultural sector, specifically for the production and marketing of local foods. Such emphasis would also benefit from collaboration with the career centres through the greater offer of the skills necessary to become a successful entrepreneur.

- *Forestry*: the Quebec forestry sector is currently suffering from a multitude of problems: a 20% government mandated reduction in allowable cut due to past over-exploitation, a high Canadian dollar, lower-cost imports and border tariffs with the largest customer, the United States (QFIC, 2005). The result has been mill closures and mass lay-offs that have threatened the future of some communities reliant on this single industry. Not a prospective scenario to be looking to increase English language employment no matter the case to be made. That being said, forestry like other sectors is cyclical and factors such as weather, currency exchange, energy cost and sustainability practices will all come into play in the continual shifts of the world markets to bring opportunity knocking once again; despite the current market conditions, Quebec possess a significant forestry resource and as it becomes managed in a more sustainable manner, presents an opportunity for employment and entrepreneurship in rural regions:
 - *CEGEP de Gaspésie et des Îles*: little known is the fact that the regional CEGEP has an English section that offers the only English language forestry technician program in the province. Always on the edge of survival in the shadow of the MELS and its student-based funding formulas, the program merits special recognition and resources in order to be able to continue as one of only three English language post-secondary institutions located in a rural region¹⁸, and as the only one offering the forestry program. This would allow the English-speaking community of Quebec to maintain a valuable Mainland and specialized educational resource in a landscape where the English-speaking community of Quebec often finds itself in short supply, especially in a sector that will be re-tooling for a future in sustainable production practices and specialty products. In a reverse twist on urban centres providing educational opportunities to rural residents through distance delivery programs, the CEGEP should be able to offer certain portions of its programming at-a-distance to other regions in the province as well as the country as one of the measures to keep its student numbers viable.
 - *Apprenticeships*: similar to other sectors, a long-term, coordinated approach needs to be taken to develop the networks with employers and establish the services that can assist with placements. This would ideally be operated in conjunction with the CEGEP Gaspésie et les Îles and possibly some career

¹⁸ Champlain College – Lennoxville and Bishop’s University being the others, albeit they share the same campus and being part of the amalgamated City of Sherbrooke technically don’t qualify as rural.

centres but would have to be supported financially outside of the regular program funding parameters in order to be able to operate effectively.

- *Entrepreneurship*: the forestry sector presents the opportunity for entrepreneurs to engage in sustainable management practices and supply specialty wood products with 11% of Quebec's forested areas being privately owned and producing 20% of the wood processed at Quebec mills. (FPBQ, 2007). As with the construction sector, this not only leads to self-employment but the presence of English-speaking entrepreneurs will open up employment and apprenticeship opportunities. Therefore, the organizations offering support and services to the English-speaking community of Quebec in the area of entrepreneurship development should be placing an emphasis the forestry sector, specifically in sustainable forestry practices and specialty wood products. Such emphasis would also benefit from collaboration with the career centres through the greater offer of the skills necessary to become a successful entrepreneur.
- *Fishing*: despite the overall decline in the Canadian east coast fishery, and outright moratorium on certain species in some zones, fishing remains an important economic activity for certain English-speaking communities, notably the Lower North Shore, the Magdalen Islands, and the Gaspé. Indeed, it can be stated that the first two of these communities would be unlikely to remain economically viable without some form of fishing, especially given the local employment associated with processing and other secondary activities. While any program to maintain or even enhance the level of fishing quotas, and therefore the extent of a fishery in any given zone, will be implemented in a much wider inter-provincial and international context, the English-speaking fishers of Quebec, being a minority within a minority (within Quebec which is itself a minority within the Gulf of St. Lawrence fishing zones), feel disadvantaged when it comes to fishery allocations and other decisions that affect their operations. In particular, many of the fishers are unilingual and face very high costs to travel to attend meetings that are mostly held in French and in regional centres such as Quebec City and Rimouski.¹⁹ Due to the geographic dispersion and isolation of the English-speaking fishing communities, it was only through a 2007 exchange initiative organized by the Quebec Labrador Foundation that a group of Lower North Shore fishers actually visited and met their colleagues in the Magdalen Islands.
 - *Representation*: within the larger context of the east coast fishery it is difficult to make specific recommendations other than to state that these three English-speaking fishing communities require assistance and support for their representational efforts. This might take the form of funding for travel, or even resources (and cooperation) to be able to use the video conferencing

¹⁹ The current cost of a fisher representative from the Lower North Shore attending a meeting in Rimouski (return airfare, car rental, hotel and meals) is now in excess of \$2,500.

facilities present in CLCs and other facilities. At a minimum some research and representational support is essential so that they are better able to participate in the decision-making processes and are more aware of opportunities and impending changes that affect their livelihood before rather than after the fact.

- *Mining*: The mining sector is another area where anglophones are significantly under-represented and, given the current market for metals, is an opportunity area for employment and entrepreneurial growth. While there are several training programs related to the mining industry available in English, mining activity by its nature is mostly located in the regions where the English-speaking population is smallest (i.e. Abitibi-Temiscamingue). Therefore, there needs to be a more detailed examination of the mining sector and its potential, and the types of programs that would be necessary to support greater involvement/inclusion of the English-speaking communities in the activities of this sector.

Tourism

Tourism has been amongst the fastest growing economic sectors in the world, averaging a 6.5% annual increase in economic activity since 1950, and even with global economic uncertainty and higher energy prices affecting travel, growth is projected to be 5% in 2008 (UNWTO, 2008). There is no doubt that Quebec in general, and Montreal in particular, have done well out of this trend, and as demonstrated by the employment and training figures, the English-speaking community is well-integrated and involved in the tourism trade in Montreal.

The Tourism Industry Association of Canada is less optimistic for the near-term, however, citing the high Canadian dollar as well as the increase in energy prices for a projected decline in growth rates due mainly to a reduction in US and other international tourists (TIAC, 2008). That being said, the United Nations World Tourism Organization forecast is for the number of tourists worldwide to increase from 898 million in 2007 to 1.6 billion in 2020, so even if a small portion of that increase chooses to visit Quebec then the tourism sector, along with domestic visitors, should remain robust (UNWTO, 2008). In addition, eco-tourism (rafting, kayaking, trail-riding, bicycling, etc.) is the fastest growing segment of the tourism sector at annual growth rates of 20-35%, and nature tourism (bird watching, hiking, marine species, etc.) is growing at 10%-12% per annum in the international market. Quebec, of course, has many of these attractions already, and a lot of potential for further expansion as a regional economic (and sustainable) development initiative. Canada Economic Development, for example, has committed \$46 million towards tourism infrastructure development in the Gulf of St-Lawrence, particularly focused at attracting cruise ships, between 2008 and 2011.

While the Montreal market will continue to evolve as the focal of the business and pleasure travel industry in Quebec, and in which the English-speaking community can continue to play a major role, there are several points worth exploring in a regional context:²⁰

- *CEGEP de Gaspésie et des Îles*: this regional CEGEP also has an English language eco-tourism program which graduated its first class in 2007. As with the forestry program, it merits special recognition and resources in order to be able to continue and expand.
- *Accommodation*: a 2005 study conducted by the rural affairs section of Statistics Canada revealed that rural tourism only accounts for 3% of employment, and that accommodation provides the most jobs (more so than food and beverage as in urban centres) (Beshiri, 2005). The International Ecotourism Society reports that “stay over” tourists spend as much as 18 times more than those who just “stop n’ go” (IES, 2006). This all points to the fact that having the capacity and infrastructure to accommodate overnight stays is essential for communities to be able to glean sustainable benefits from tourism in rural areas. Given that in many communities the capacity to accommodate tourists is relatively new, it would be useful to carry out a study of just where the rural English-speaking communities are situated with regard to their involvement in the tourism sector and what is required in terms of development initiatives in order to maximize the economic benefits from this industry.
- *Entrepreneurship*: the tourism sector presents the opportunity for entrepreneurs to engage in sustainable economic development on a local basis, in particular in rural regions where tourism activities are likely to be of a niche nature rather than catering to mass tourism attractions. As with other economic sectors highlighted in this paper, this not only leads to self-employment but the presence of English-speaking entrepreneurs will open up employment and apprenticeship opportunities. Therefore, the organizations offering support and services to the English-speaking community of Quebec in the area of entrepreneurship development should be placing an emphasis the tourism and ecotourism sectors. Such emphasis would also benefit from collaboration with the career centres through the greater offer of the skills necessary to become a successful entrepreneur.

Language Industry

The majority of Canadian development initiatives vis-à-vis the language industry have been to (understandably) promote the French language. English in Quebec, in the post-Bill 101 era, has existed in an awkward no man’s land; despite official language provisions it has been treated with least amount of prominence as possible in order to avoid any linguistic

²⁰ It should be noted that there is a certain symbiotic relationship between the tourism activities in Montreal and the regions in that visitors to the province, attracted by regionally-based offerings, are very likely to be traveling through and or stopping in Montreal before and/or after their principal site of visitation.

backlash within the province. The sands of language politics are always shifting, however, and the ability to be bilingual has recently acquired a refurbished status.²¹ The 2007 Economic and Financial Profile of Quebec, published by the Ministère des Finances, touts Quebec as the most bilingual of all provinces in Canada and extols the virtues of a bilingual workforce.

There is much anecdotal evidence from English-speaking individuals and community organizations regarding the resurgence in interest in learning English in Quebec, from request to have conversation classes to participation by francophones in bilingual daycares and other activities not restricted in the same way as the school system (blue certificate eligibility). Recent surveys show that 91 per cent of francophones in Quebec believe knowledge of English would improve their job prospects (QESBA, 2006). The Society for the promotion of English Second Language Teaching in Quebec (SPEAQ) held a workshop at their annual conference in 2003 to look at ways to engage with English-speaking communities and it was quite clear that the E2L teachers were in desperate need of resources to help them teach E2L. Those outside of Montreal specifically mentioned greater contact with community organizations as sources of assistance and access to teaching resources. At the same time, there are some study results that indicate that teaching of E2L is a very fast growing sector with great demand from francophones to improve their English language skills. This presents an opportunity to both engage the community resources with the E2L teachers and institutions, as well as look at ways that anglophones can create an economic opportunity for themselves by servicing the needs of E2L instruction. This would be particularly important in outlying areas where there are fewer skilled anglophones yet still great demand for E2L training.

- *Development plan*: given that there have been few formal undertakings to look at the E2L market, it would be beneficial to conduct some research into the actual demand, available resources and opportunities for E2L training and development as an economic activity in order to prepare a more detailed plan to provide institutions, organizations and individuals with guidance and support in developing initiatives and entrepreneurial activities with regard to E2L as an economic sector.

4.6.3 Themes

Immigration

As previously noted with the language industry, the issue of immigration is one that has been shut into a back room with regards to the English-speaking community of Quebec. An immigration plan has been established via the federal government to assist francophone communities outside of Quebec to attract new arrivals into their communities (Citizenship &

²¹ The Bouchard-Taylor Report, followed by comments by Premier Jean Charest and PQ Leader Pauline Marois, all praised the notion of being bilingual.

Immigration, 2006). The federal government has also devolved much of its responsibility for immigration to Quebec which has established policies and programs that very much emphasize the recruitment of French-speaking immigrants. While the greater Montreal area has, to some extent, benefited from the inclusion of allophones who have gravitated towards the English language in certain forms of usage (i.e. at home, recreation, etc.), the English-speaking community overall has witnessed significant decline since 1976 (Jedwab, 2004). Even though the total English-speaking population of Quebec appears to have stabilized (as reflected in the results of the 2006 Census), the decline continues in rural regions and with a birth rate amongst the lowest in the Western world, without an immigration policy the English-speaking community of Quebec will likely remain stagnant in terms of numbers at best. Certain rural communities face an uncertain (inevitable?) future without some special measures to rejuvenate their declining populations.

New immigrants are credited with bringing a certain level of positive economic contribution to the communities where they settle: they bring their family members with them, they bring new skills, they take on jobs that others are less willing to accept as they build a future for themselves and their families. One of the biggest impediments in terms of attracting immigrants to the English-speaking communities is, of course, Bill 101: those who did not attend English primary school in Canada must send their children to the French language system. This has impacted the entire English-speaking community in its ability to attract and retain new arrivals, even more so rural regions.

As politically charged as this recommendation will be, consideration should be given to English-speaking communities that are facing demographic decline (a status of *communauté défavoriser*) to allow new immigrants to attend English language schools as a means to attracting new arrivals and therefore at least a moderate increase in population. There will have to be considerable debate before enacting such a measure: would agreeing to locate in a (likely) rural region be a condition of acceptance as an immigrant? Would the right to English schooling be conditional on staying in that region? Will there be French language requirements as well (i.e. training). And so on. But it would be a way to allow certain communities moderate increases in their population base without "opening the floodgates" and taking away potential enrollments from French language boards. It would allow some English-speaking communities to maintain themselves without compromising the preservation and promotion of the French language.

Youth

As clichéd as it has become, youth are the future and a lot of English-speaking communities are struggling with how to attract their youth to return to their home place so that there will be a 'next' generation (Office of the Commissioner of Official Languages, 2008). Success in this regard starts and ends with the possibility that youth will be able to get a job when they do decide to stay at or return to home. There are many peripheral elements that also make a contribution such as positive attitude, family presence and support, improved bilingualism,

professional training and enhanced skill sets, etc. But without full and meaningful employment for an extended period of time there will always be the lure of 'somewhere else'. For English speakers, the fact that it is just easier to go to Ontario or Alberta or the US is an additional challenge that makes youth retention as much an issue for Montreal as it is for the Eastern Townships or the Lower North Shore.

Hence, 'youth' is a priority everywhere, from government programs to community action plans, and a large part of reports like this target youth in the suggestions for action. Eventually, some of these will bring positive results once fully implemented but the timeframe is medium to long-term – what about the here and now – what can be done to halt or minimize the exodus in the short term so that there is a critical mass still around in the years to come. Aside from some of the recommendations already made in this paper, other specific suggestions in the context of economic development are:

- *Internships*: the placement program offered by YES (before budget cuts by DEC brought it to an end) that supported the employment of recent university graduates in their chosen profession for a six month period, as well as the Young Canada Works program previously mentioned, are good examples of internship programs that offer opportunity for English-speaking youth to return to their home community and/or find meaningful employment within the province. The Quebec Association for anglophone Community Radio was able to assist its member stations to secure five placements for students who were able to return to their home community and work for a reasonable wage for the summer. These are the types of programs that need to be expanded (not reduced) and promoted in order to provide a short-term bridge to future employment while at the same providing work experience. The YCW program is doubly important given that it is also a way to attract youth from other provinces to come and work in Quebec which may then entice them to stay.
- *Apprenticeships*: the necessity and benefits of apprenticeships has already been noted numerous times for specific sectors, yet they are worthy of one more mention given that they are the ultimate form of mentorship in the right context. One of those contexts is succession planning in small businesses, a critical area in terms of economic sustainability that the Canadian Federation of Independent Businesses states is looming large: 7 out of 10 small businesses will be looking to find a successor between 2005 and 2015, with 2 million jobs at stake in the outcome (CFIB, 2005). As much as it is a significant issue nationwide, it becomes magnified when the pool of potential successors is smaller, as it will be (is?) the case if younger anglophones continue to leave the province at current rates. Apprenticeships don't require the salary support of an internship program, but do require access to brokers who can bring the business and the apprentice together, as well as qualified professional assistance to help with the complicated transfer process. This should be one of the priorities of the coordination body (Quebec Economic Development Council) once established to assess the particular need for the English-speaking community of Quebec and develop program options

accordingly. This is also an area that will be of interest to the business community and could be a point to re-engage business leaders and their networks in the development issues of the English-speaking community of Quebec.

- *Leadership*: While the Gazette over-stated the case when it declared in an editorial, “It is impossible to find a leader in the English community today”, the point is well taken: where has the leadership of the English-speaking community of Quebec gone to and, more importantly, where is the leadership of tomorrow with regards to the economic development interests of the English-speaking community of Quebec? The answer, from a factual and observational basis, is two part: many actual and potential leaders in the English-speaking community of Quebec have moved elsewhere²², and those who have remained have focused their leadership time and capabilities within the narrower scope of their local community, organization or institution. There just are fewer available leaders to step outside of the bounds of work or profession or charity and assume leadership responsibilities of a broader nature.

This speaks to the opportunity to start developing a new generation of leaders in a systematic fashion, rather than leaving it to chance, through a leadership development program that support participants in building a base of knowledge about, developing a set of skills for being a leader in and creating a network amongst their peers in the English-speaking community of Quebec. Aside from the leadership benefits that would accrue to the individual participants and their communities, such a professional development program would create a horizontal platform that would facilitate the different constituent parts of community to work together: individuals, organizations, institutions, government and the private sector. And while the notion of leadership goes beyond just economic development, the greater leadership capacity within the English-speaking community of Quebec is certain to have a positive impact in this area, amongst others.

Community Capacity Building

There has been considerable effort devoted to building the capacity within communities so that they can take a larger role in determining and developing their futures. Notable are the programs of the Community Table (through the local CEDECs) specific to community economic development, the Centre for Community Organizations (CoCO) in the area of community development, as well the Community Health and Social Services Network as an example amongst many other regional and sectoral groups that have included capacity building as part of their program and activities. A considerable amount of this work has been focused on needs assessments, strategic planning and (lately) asset mapping, with a

²² At a recent training workshop held in Toronto with 12 participants from across eastern Canada, six of the participants introduced themselves as having originally come from Montreal; only one actually remained in the province (the author of this paper.)

limited amount devoted to skill development (i.e. workshop on fundraising) and acquisition of expertise (i.e. project management). While the larger assessment and planning activities are essential steps in the process of community development, there is a need to provide communities (their individuals and organizations) with the skills and capacities to acquire, implement and manage initiatives once the course of action has been determined. This is particularly so in light of increased accountability requirements (results-based management) and the fact that activities in the area of economic development will require horizontal involvement and management of multiple partners over longer time periods. The focus of these skill and capacity development activities could include leadership and management capacities, communications and representational skills, project and partnership development and management, and so on.

Montreal and the Mainland²³

Structurally, Montreal and the Mainland communities are like chalk and cheese: the former is the single most concentrated mass of OLMC in the country, urbanized and a jumping off point to the rest of the continent; the latter are dispersed over a territory the size of western Europe, often geographically isolated and many are hovering on the edge of the critical mass necessary to maintain their institutions. The historic economic linkages of hinterland natural resources (farming, fishing, forestry, etc.) have long gone but there remains a connection through family, church, recreation, education, health and social services and other networks. These are the threads that make the fabric referred to as “community” and it is important at this time that these threads be reinforced in order to prevent any further diminishment of the English-speaking community in the Mainland of Quebec.

From the economic development viewpoint, this requires that the critical mass of community organizations, institutions and services be made more readily available and accessible to Mainland Quebec communities. This is where the coordinated nature of economic development programs and services that has been emphasized in this report is so important. Without access to the critical mass of resources present in Montreal, many of the Mainland communities will not have the capacity to offer or have access in their context of existing below the threshold of “where numbers warrant.” Aside from the litany of resource requirements and regionalization barriers that have to be addressed (many of them previously mention earlier in the report) there are two specific areas where short-term assistance can be provided:

- *Travel*: those coming from the Gaspé have a choice of a 12-hour car, bus or train trip, or an \$800 airfare to participate in meetings in Montreal, and those in Montreal face the same in order to reciprocate on a local basis. The other outlying communities of the Mainland face similar variations of the same theme: travel costs are prohibitive and

²³ “Mainland” refers to those English-speaking communities outside of the Montreal Metropolitan Area.

becoming more so. There needs to be special provisions to allow an equitable level of participation by Mainland communities in consultation, planning, and decision-making activities, as well as to permit Montreal-based organizations and institutions to provide access to services and expertise in the Mainland communities.

- *Distance delivery*: as previously mentioned the capacity of the English-speaking community of Quebec to be able to effectively communicate and deliver programs and services at-a-distance is minimal and requires substantial investment in both infrastructure and training. This would facilitate better access to the programs and services available in Montreal (with the added benefit that Montreal organizations and institutions can then open their doors to the rest of the world) and ultimately reduce the need, time and costs required for travel.

5.0 – General Conclusions & Recommendations

5.1 - In Support of a Coordinated Approach

5.1.1 - One voice

The principal thrust of this report is that for the English-speaking community of Quebec to be able to address the economic development issues that confront it, there has to be a common and coordinated approach that enables the community to speak and act with one voice. This does not imply that all economic development activity should be taken over by one organization but that all the different players at the federal, provincial, regional, institutional, private sector and community levels must be linked together for concerted action – or it will forever remain a jungle out there. A coordinating structure – the Quebec Economic Development Council – is the best way to muster the appropriate resources to assist the players on the ground to be better able to do their work, whether that be carrying out research to inform policy decisions, or helping to secure adequate funding for English language program and service delivery.

The model of the National Human Resources Development Committee for the English Linguistic Minority (National Table) could, with revisions to its structure and MOU, become a ready-made structure for the QEDC; options to be examined in this regard are as follows:

1) Transform the National Table into QEDC

- a) - Expansion of the mandate and the number of members for the Council
- Transformation of the Community Table (CT) into the QEDC Secretariat
- Restructure the CEDEC portion of CT current activities as a stand alone network for CCB and CED

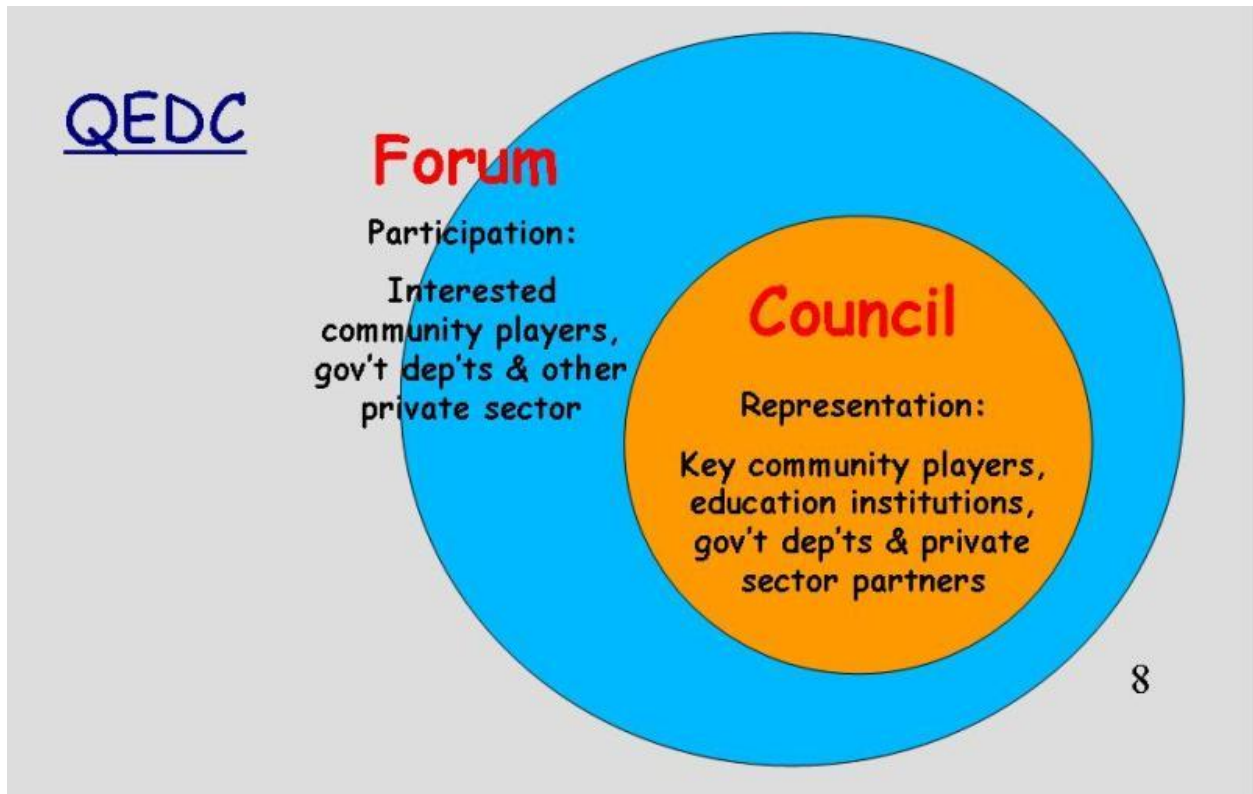
2) Creation of QEDC as a new organization

- Establish new mandate and membership for the Council
- Creation of a new QEDC Secretariat
- Transfer the Government Table (currently at the National Table through the MOU) over to the QEDC
- Restructuring of the CT as the network for CCB and CED through the CEDECs and other partners

Careful consideration must be given in setting up the structure of the Council to differentiate between decisional partners and those who are just participants (liaison, information exchange, networking, etc.) The Council has to have the capacity to assist its members to take action and should not be held back by a broader range of participating partners which, as valid and valuable as their participation is, have as their main purpose liaison and

networking. Thus, the QEDC activities could be divided into a Council and a Forum (which also follows along the lines suggested by the GMCDI Education & Employment Committee:

Figure 1: Model for representation and participation in QEDC



Council members would be made up of key community organizations involved in economic development, along with government, agency, institutional and private sector partners, such as:

English-speaking Community Organizations & Institutions

- Service Organizations (Employment Roundtable)
- Career Centres
- CEGEPs & Universities

Federal

- *Canada Economic Development for Quebec Regions (DEC)*
- *Human Resources & Social Development Canada (HRSDC)*
- Reseau SADC

Provincial & Regional

- Ministère du développement économique, innovation et exportation (MDEIE)
- Ministère de l'emploi et de la solidarité sociale (MESS)
- Emploi-Québec
- Ministère des affaires municipales et des régions (MAMR)
- Conférence régionale des élus (CRE)
- Centre local de développement (CLD)
- Carrefour jeunesse emploi

Montreal

- Ville de Montréal
- Corporation de développement économique communautaire (CDEC)

Private Sector

Chambre de commerces

Forum members would be made up of key community organizations that have an interest in economic development, along with government, agency, institutional and private sector partners, such as:

English-speaking Community Organizations & Institutions

- Provincial, regional & sectoral organizations

Federal

- *Industry Canada (IC)*
- *Agriculture & Agri-Food Canada, Rural*
- *Canadian Heritage (PCH)*
- Business Development Bank of Canada (BDC)
- Privy Council
- Fisheries & Oceans Canada (DFO)
- Natural Resources Canada (NRC)
- Public Works & Government Services Canada (PWGSC)
- Public Service Human Resources Management Agency of Canada (PSHRMC)
- Statistics Canada

Private Sector

Individual businesses or business associations

5.1.2 - Linkage with education and training

The GMCDI has opened up a path with the inclusion of the adult education and training sector as an important player in an integrated economic development strategy is a major advancement in overall community development planning. This needs to be built upon and

taken to the CEGEP and university levels as well. This is not an easy task given the complexity of external economic factors, individuals pursuing personal goals, institutional mandates and multiple layers of jurisdiction. Yet it must be done as education and training are the fundamental precursors to success in most endeavours, and the more that educational institutions can support success in the area of economic development, the more the communities have the capacity to support the educational institutions that serve them.

5.2 - Investment not cost

The aim is not to create a structure for the sake of another organizational layer, the goal is to enable individual members of the English-speaking community of Quebec to create well-being and wealth for themselves by addressing in a comprehensive fashion the barriers that are preventing their full participation in all levels of the economy. This approach should be regarded as an investment as it can be accomplished by creating economic opportunities and increasing employment levels in areas of deficit. It is not a zero-sum formula, whereby more jobs for anglophones translate into fewer jobs for francophones; it can be a win-win scenario that expands the pie for both communities in a sustainable manner. Higher unemployment and lack of participation in the economy is a cost; creating well-being and enhancing economic opportunity is an investment. Investment in a coordinated approach will also facilitate access to existing funding programs and resources for community level players, particularly at the provincial and regional level.

5.3 - Blended model

While there is a need for specific English language economic development services, there is also a time and place for collaboration with majority French-speaking organizations and institutions. There is no formula that dictates which approach is best, just an openness to a blended model that facilitates partnerships and supports collaboration. The ultimate goal is service to individuals and communities, not ownership for its own sake. One of the reasons why English-speaking communities organize to develop and offer their own services is because . . . they are not being adequately served. Once involved in service delivery there is little time and resources to be able to push for changes or pursue opportunities for collaboration. This is where the coordinated approach can help by working on the long-term picture so that partnerships, collaborations and programs can be developed with majority French speaking organizations and institutions – and monitored to ensure adequate provision of service. Or, conversely, help negotiate and organize resources for stand alone delivery of English language services by English-speaking community groups where it makes sense by mutual agreement rather than by neglect. Pursuing a blended model in a coordinated fashion can provide the English-speaking community of Quebec with the best of both worlds.

5.4 - Positive federal measures

The door is still very much open on the notion of positive measures that the federal departments and agencies subject to the Official Languages Act are obliged to take in support of OLMC. They are not at this time defined and there is the opportunity, through a coordinated approach, to pursue the determination and description of possible positive measures in the area of economic development. While this would, by necessity, be a collaborative exercise with federal departments, it would also be of great benefit for communities engaging in economic development activities to be able to better understand the possibilities that "positive measures" could entail and provide communities with an 'actionable' focus in their planning processes.

5.5 - Summary of recommendations

4.1 – A Coordinated Approach

In order to advance the economic development of the English-speaking community of Quebec there is a need to establish a coordination structure that creates vital links between policy makers, legislators, government departments, and business and community leaders on all matters pertaining to their respective community's economic development, and which is supported by a network of institutions, agencies and organizations that act in concert as program deliverers and service providers.

In this context, the QCGN should convene the appropriate stakeholders to confirm the vision, mission and mandate of Quebec Economic Development Council (QEDC) and determine the operational parameters (structure, plan of action, budget, staffing) for the council to be submitted to federal departments with an interest in taking positive measures with regard to the economic development of the English-speaking community of Quebec.

4.2 – Information

Internet-based community database

The availability and accessibility of information related to economic development could be greatly enhanced in an efficient manner through the establishment of an English language web-based portal to congregate information materials in one easy to find and accessible location. This would be accomplished through a variety of means such as linkages to other web-based locations, and by actively locating existing materials for posting on the web site itself.

Promotion

The portal would need to actively encourage stakeholders engaged in economic development to provide materials for the portal so that it acquires the *notoriété* as the place to go. This would be accomplished through an initial marketing campaign, followed by an on-going outreach program with the aim of building horizontal linkages between departments, organizations, and businesses to aggregate information and information sources. The marketing initiative would also need to target users (individuals, businesses) to create awareness of the information service.

Translation

One of the measures that will enhance the availability of information in English would be an increase in translation. By offering a translation service as a complementary adjunct to the web-based portal, documents and materials could be translated in a coordinated and cost-

effective manner so that the same (similar) information is available to all regardless of location, and that duplication of translated materials is minimized.

Research & Information Development

It will be important to continue to develop the knowledge base of the English-speaking community of Quebec in order to enhance the understanding of its situation and provide the community with accurate and insightful information as a planning and action tool. This can be undertaken in conjunction with the planned Quebec English-speaking Community Research Network.

4.3 – Services

Referral service

Building on the concept of 'one stop shopping' for accessing English language information, there needs to be a coordinated referral service that re-directs inquiries to the appropriate service provider. This could be offered through a toll-free telephone service as well as through the web-portal. This could be operated in a collaborative fashion by service organizations in conjunction with the programs related to economic development of the English language school boards, colleges and universities to offer a comprehensive reference point for 'all things' related to economic development.

Forum

One of the elements of a coordinated approach to addressing the economic development needs of the English-speaking population of Quebec would be to create a Forum under the auspices of the QEDC as a mechanism for bringing together all the players with a stake in economic development activities for the English-speaking community of Quebec, in particular service delivery. Given the scope of economic development activities in the Greater Montreal area, there could also be a particular Forum for the stakeholders in this territory.

Targeted results

See Section 4.5 under the title "Research".

4.4 – Education & Training

Coordinated approach

There needs to be recognition of the benefits of an integrated approach in this regard that includes the educational and training components of the school system related to employability, entrepreneurship and labour market development. Inherent in this recognition is the need for resources to permit the school system to respond to the wider scope within an economic development context, be able to participate in the overall planning and implementation of strategies that will be required to produce concrete results.

French second language (F2L) training

The school system must have the means to provide higher levels of French-language instruction as an integral part of the English-language school systems at all levels and in all regions. Specifically there needs to be post-secondary measures in education that target the specific needs of the English-speaking community of Quebec with regard to F2L training in the Canada-Quebec agreement between PCH and MELS. In parallel with this, post-secondary institutions (CEGEPS and universities) will have to develop and integrate into the curriculum the means the targeted F2L goals for allowing graduates to effectively function in the work place (oral and written) in French.

Access

At-a-distance

Through the coordination mechanism, the infrastructure for distance delivery of education and training programs needs to be planned and implemented at all three educational levels. The goal would be to facilitate access to education and training opportunities so that individuals would be able to continue to live and work at home as much as possible.

Inter-school Collaboration

Inter-school sharing of facilities and programs between English and French language institutions should be examined more thoroughly through the coordination structure and must be linked to achieving higher levels of F2L proficiency.

Inter-provincial Collaboration

Continued improvements in the removal of barriers to labour market mobility between provinces so that out-of-province credentials can be recognized and educational and training materials that have already been developed in English in other provinces can be used in Quebec.

4.5 – Federal, Provincial & Regional Policies & Programs

Research

With regard to economic development, research to influence policy and implement programs should focus on:

- *Regional planning* – an examination of the issues and opportunities that are inherent in this structural setting for policy and program implementation with the aim of elaborating strategic actions that the English-speaking community of Quebec can implement along with federal and provincial partners;
- *Representation* – an examination of the most strategic placement of English-speaking community of Quebec representation for short-term engagement, along with a recruitment of and preparatory support for appropriate candidates, including the private sector;
- *Public Service* – an examination of why the English-speaking community of Quebec is still largely under-represented in the different public services in order to develop programs to attract more anglophones to consider and apply for a career in this sector.
- *Targeted results* – Carry out action research to determine the results, indicators and data sources that will demonstrate change coming from economic development efforts, especially in the increase of employment and self-employment levels.
- *Transformations* – there is a need to carry out follow up (evaluation) of federal government transformations and their impact on the English-speaking community of Quebec. In addition, an environmental scan of planned or anticipated devolutions and transformations should be carried out in order to be effect influence before implementation;
- *Positive Measures* – an in-depth assessment of what positive measures means and how they may be implemented with relation to economic development.
- *Immigration/inter and intra provincial migration* – an important area to expand research efforts as an essential component of longer-term planning.
- *Language Industry* – preparation of a market assessment in order for individuals to be able to make plans for employment and enterprise development, and for organizations and institutions to be able to prepare to support the market development with services and training.

Coordination

A number of direct actions can be taken in the short-term to enhance the coordination of the economic development efforts for the English-speaking community of Quebec:

- *Representation* – accumulation of a database of those who would be willing to occupy representational positions, especially from the private sector;
- *Public Service* – the public services should continue funding of public service promotional programs (i.e. student ambassadors, etc.) to promote public service career opportunities;

- *Policies & Programs* – a significant increase in financial support should be directed towards support for economic development activities already underway (employability and entrepreneurial services, and the related educational services) along with an element of community-based decision making related to the allocation of these funds.

4.6 – Cross-sectoral Development

4.6.2 Sectors

Arts & Culture

The English-speaking community of Quebec has become recognized for its economic development potential. Further development in this area to regain some equity with the French language sector in Quebec, as well as to overcome the lure of better employment prospects elsewhere in Canada and the United States, are as follows:

- *Touring*: that English-speaking artists receive appropriate resources to support touring within Quebec and across Canada;
- *Education & training*: that training institutions in the arts place more emphasis on assisting new artists to establish careers in Quebec (rather than on seeking financial gain through graduating as many students as possible);
- *Translation*: that English-speaking artists be provided with resources for affordable translation services in order to be able to make submissions to francophone funding agencies.

Health care

There is both need and potential in the health care sector for economic development within the English-speaking community of Quebec.

- *Bilingualism*: support and training to assist anglophones to become adequately bilingual in order to take advantage of employment opportunities in the health care sector.
- *Care for seniors*: to meet the anticipated demand for services to seniors and the family members who support them, an increase in a combination of education, training and enterprise development activities is required in conjunction with other health care planning in the health and social services sector.
- *Social enterprise*: To respond to the particular needs of the English-speaking community of Quebec with regard to health care and social services (i.e. seniors), along with the continuing opportunities arising from the devolution of services to both social and private enterprise, there needs to be a more thorough examination of and planning for the economic development potential in the health care sector.

Construction

With the current under-employment of anglophones in the construction sector, and the anticipated demand for new workers in the near and medium-terms, the sector requires a number of development initiatives to support the improved inclusion of anglophones in the construction and building trades:

- *Centre of expertise*: to deal with apparent structural impediments for anglophones in preparing to work in Quebec's construction sector, there is an evident need for a centre of expertise – the Quebec Construction Service Centre (QCSC) – that is able to field inquiries from and provide counseling to individuals across the province, as well as carry out coordination functions and maintain liaisons with all the key players in the sector (career centres, CCQ, unions, etc.)
- *Training*: a working group needs to take a deeper look at options to enhance the training offerings by career centres which should include detailed market research, a promotional campaign, distance delivery development, English-French inter-board agreements, as well as additional emphasis on the French language skills necessary for accessing and completing the training and apprenticeship requirements.
- *Apprenticeships*: implementation of a long-term, coordinated approach to be taken to develop networks with employers and establish services to assist with apprenticeship placements.
- *Entrepreneurship*: the organizations and institutions offering support and services to the English-speaking community of Quebec in the area of entrepreneurship development should place an emphasis on the construction sector.
- *Utilities*: The utilities sector is an area where anglophones are significantly under-represented; although it is not, strictly speaking, part of the construction sector, it poses many of the same challenges for the English-speaking community of Quebec - training, certification and regulations – and therefore should be included in the different development actions to be undertaken for the construction sector (where appropriate and applicable), as well as part of whatever initiatives are put in place to support the hiring of anglophones in the public service of Quebec given that the main provincial utility, Hydro-Quebec, is a crown corporation.

Natural Resources

Agriculture

There is a rising demand for skilled labour in the agricultural sector, especially for larger farms, and an emerging opportunity for smaller farms to supply locally-produced food; recommendations to pursue these two opportunities closely parallel some of those made for the construction sector:

- *Training*: skilled agricultural workers and multifunctional small farm operations (production, processing, marketing, agri-tourism) are new areas of development within the sector and will require an increase in both the number of and regional access to English language program offerings.

- *Apprenticeships*: implementation of a long-term, coordinated approach to be taken to develop networks with employers and establish services to assist with apprenticeship placements in the agri-food sector.
- *Entrepreneurship*: the organizations and institutions offering support and services to the English-speaking community of Quebec in the area of entrepreneurship development should place an emphasis on the agriculture sector, particularly for the production and marketing of locally-produced foods.

Forestry

Quebec possesses a significant forestry resource and as it becomes managed in a more sustainable manner, presents an opportunity for employment and entrepreneurship in rural regions:

- *CEGEP de Gaspésie et des Îles*: the English forestry program merits special recognition and resources in order to be able to continue providing training for this sector in a rural region, amongst which would be the ability for the CEGEP to offer certain portions of its programming at-a-distance to other regions.
- *Apprenticeships*: implementation of a long-term, coordinated approach to be taken to develop networks with employers and establish services to assist with apprenticeship placements in the forestry sector.
- *Entrepreneurship*: the organizations and institutions offering support and services to the English-speaking community of Quebec in the area of entrepreneurship development should place an emphasis on the agriculture sector, particularly in sustainable forestry practices and specialty wood products.

Fishing

To respond to the factors of isolation and distance, and the unilingual nature of the English-speaking fishery, the following recommendation should be considered:

- *Representation*: the three English-speaking fishing communities of the East Coast (Lower North Shore, Gaspé and Magdalen Islands) require assistance and support for their research and representational efforts so that they are better able to participate in the decision-making processes and are more aware of opportunities and impending changes that affect their livelihood.

Mining

To respond to the economic development opportunities present in the mining sector, there needs to be a detailed examination of the mining sector and its potential, and the types of programs that would be necessary to support greater involvement/inclusion of the English-speaking communities in the activities of this sector.

Tourism

Even while the English-speaking community plays a major role in the tourism industry in MOntréal, there are several points worth exploring in a regional context:

- *CEGEP de Gaspésie et des Îles*: this CEGEP offers an English language eco-tourism program which merits special recognition and resources in order to be able to continue and expand (as per the forestry program).
- *Accommodation*: to study the capacity of English-speaking (rural) communities to accommodate tourists and what is required in terms of development initiatives in order to maximize the economic benefits from this industry.
- *Entrepreneurship*: the organizations offering support and services to the English-speaking community of Quebec in the area of entrepreneurship development should place an emphasis on the tourism and ecotourism sectors.

Language Industry

The increasing interest in and emphasis on bilingualism in Quebec presents an economic opportunity in terms of E2L instruction, particularly in outlying areas.

- *Development plan*: given that there have been few formal undertakings to look at the E2L market, it would be beneficial to conduct research into the actual demand, available resources and opportunities for E2L training and development as an economic activity in order to prepare a more detailed plan to provide institutions, organizations and individuals with guidance and support in developing initiatives and entrepreneurial activities with regard to E2L as an economic sector.

4.6.3 Themes

Immigration

To counter the continued demographic decline in certain English-speaking communities consideration should be given to these communities as being *communauté défavoriser* and allow new immigrants to attend English language schools as a means to attracting new arrivals and therefore at least a moderate increase in population.

Youth

In order to halt or minimize the exodus of English-speaking youth in the short term and maintain a critical mass for future years, specific suggestions in the context of economic development are:

- *Internships*: an increase in placement program that offer the opportunity for English-speaking youth to return to their home community and/or find meaningful employment within the province.
- *Apprenticeships*: development of more extension apprenticeship programs that offer the opportunity for English-speaking youth to gain work and enterprise experience in their home community and/or within the province.
- *Leadership*: start a leadership development program that support participants in building a base of knowledge about, developing a set of skills for being a leader in and creating a network amongst their peers in the English-speaking community of Quebec.

Community Capacity Building

In order to further build the capacity of English-speaking communities of Quebec, there is a need to provide communities (their individuals and organizations) with the skills and capacities to acquire, implement and manage initiatives once the course of action has been determined with a focus on leadership and management capacities, communications and representational skills, project and partnership development and management, etc.

Montreal and the Mainland²⁴

To reinforce the linkages and relationships between Montreal and Mainland Quebec communities, assistance needs to be provided in terms of:

- *Travel*: there needs to be special provisions for travel costs to allow an equitable level of participation by Mainland communities in consultation, planning, and decision-making activities, as well as to permit Montreal-based organizations and institutions to provide access to services and expertise in the Mainland communities.
- *Distance delivery*: an increase in resources and capacity for the English-speaking community of Quebec to be able to effectively communicate and deliver programs and services at-a-distance between Montreal and Mainland communities.

²⁴ “Mainland” refers to those English-speaking communities outside of the Montreal Metropolitan Area.

Annex 1 - Methodology

This section details the plan of action and the methods of proceeding in the course of compiling the research and writing the report.

A number of presentation documents were prepared in conjunction with the QCGN Secretariat which included an outline of the project, a work plan and the detailing of the roles and responsibilities of the team members (five persons).

From a list of prospective members provided by the QCGN, an eight person advisory committee was convened which met on two occasions, the first time to provide input on the important issues to be considered as well as feedback on a draft framework of content for the report. The project team also met with the Education & Employability Committee of the GMCDI Task Force to review and receive feedback on the content framework. In summary, the report framework was as follows:

- Information - Availability of and access to information in English
- Services - Access to and provision of services in English
- Education and Training - Local access, Technical vocational, French second language
- Federal/provincial Policies & programs - Research, greater coordination, representation, public administration, equitable employment levels
- Development - Role of and linkage with business, community capacity building, sectors, themes

Using the framework, an environment scan was conducted into the different areas of economic development and employability as it pertains to the English speaking communities of Quebec through a review of documentation and reports. From this scan, a matrix was prepared comparing the different policies and programs as they pertain to three of four the official language communities in Canada (English-speaking in Quebec, French-speaking in Quebec and French-speaking outside of Quebec). From this a synthesis was prepared and then elaborated into a draft report using the results of the research findings.

Parallel to this interviews with key informants were conducted by telephone (with three face-to-face meetings) drawn from a list of federal department representatives provided by the QCGN as well as other provincial, regional and community stakeholders selected from the contacts made during the course of the research. A total of 22 interviews were conducted following an interview guide and carried out for the purpose of aggregating background information; any comments made during the interviews are not accorded individual attribution in this report.

At a second meeting of the Advisory committee, a partially complete version of the draft report was presented (due to some interviews with key informants yet to be carried out)

and feedback was received from the members. The partial draft was then completed and sent out by email for final review by the advisory committee, with the final version of the report adjusted and compiled after receiving these comments.

Annex 2 – Definitions

In this document, unless otherwise specified, the general use of the term “economic development” refers to all of its constituent parts: education (& training), entrepreneurship, employability, social enterprise, and community economic development.

Given that there are myriad definitions of all these terms, the ‘definitions’ are presented in the descriptive rather prescriptive form and should be used as a guide to their meaning rather than as the definitive text.

A2.1 - Defining Economic Development

Economic development is the process of developing and maintaining suitable economic, social and political environments, in which balanced and sustainable growth may be realized, increasing the wealth of the community. This process is founded on a variety of elements that include investment, entrepreneurship, job creation, self-employment, and the social economy. These are, in turn, supported by programs and services that offer opportunities in education, training, and individual life skills as well as community economic development and capacity building (Stuart Nechako Regional Economic Society, 2008).

Economic development is typically measured in terms of jobs and income, but it also includes improvements in human development, education, health, choice, and environmental sustainability. Business and economic developers in the US are increasingly recognizing the importance of quality of life, which includes, environmental, and recreational amenities, as well as social infrastructure such as child care, in attracting and retaining businesses in a community (Howe, 2006).

Economic development is the development of economic wealth of countries or regions for the well-being of their inhabitants. From a policy perspective, economic development can be defined as efforts that seek to improve the economic well-being and quality of life for a community by creating and/or retaining jobs and supporting or growing incomes and the tax base. In its broadest sense, economic development encompasses three major areas:

- 1) Policies that governments undertake to meet broad economic objectives such as price stability, high employment, expanded tax base, and sustainable growth. Such efforts include monetary and fiscal policies, regulation of financial institutions, trade, and tax policies.
- 2) Policies and programs to provide infrastructure and services such as highways, parks, affordable housing, crime prevention, and K-12 education.
- 3) Policies and programs explicitly directed at job creation and retention through specific efforts in business finance, marketing, neighborhood development, small business development, business retention and expansion, technology transfer, and

real estate development. This third category is a primary focus of economic development professionals ("Economic Development," 2008)

A2.2 - Defining Employability

Employability refers to a person's capability of gaining initial employment, maintaining employment, and obtaining new employment if required. In simple terms, employability is about being capable of getting and keeping fulfilling work. More comprehensively, employability is the capability to move self-sufficiently within the labour market to realize potential through sustainable employment. For individuals, employability depends on the knowledge, skills and attitudes (KSA) they possess (assets), the way they use those assets (deployment) and present them to employers (presentation), and the context (e.g. personal circumstances and labour market environment) within which they seek work.

Employability is not only about developing vocational and academic skills, it is also about assisting individuals with access to relevant and usable labour market information to help them make informed decisions about the labour market options available to them. They may also need support to realize when such information would be useful, and to interpret that information and turn it into intelligence. Finally, people also need the opportunities to do things differently, to access relevant training and, most crucially, employment (Hillage & Pollard, 1998).

A2.3 – Defining Entrepreneurship

Economic resources, often called factors of production, are divided into four general categories. They are land, labor (sometimes referred to as human resources), capital, and entrepreneurship.

Entrepreneurship is a special form of human capital that is important in an economic setting is entrepreneurship as the fourth factor of production. An entrepreneur is one who brings together all the resources of land, labor, and capital that are needed to produce a better product or service. In the process of doing this, the entrepreneur is willing to assume the risk of success and failure. Many people associate entrepreneurship with creating or owning a new business. That is one definition of entrepreneurship but not the only one. An entrepreneur might create a new market for something that already exists or push the use of a natural resource to new limits in order to maximize efficiency and minimize consumption. Entrepreneurship also involves the recognition of opportunities (needs, wants, problems, and challenges) and the use of resources to implement innovative ideas for new, thoughtfully planned ventures (Mentors, Ventures & Plans, n.d.; Enotes, 2008).

Entrepreneurship is the practice of starting new organizations or revitalizing mature organizations, particularly new businesses generally in response to identified opportunities. Entrepreneurship is often a difficult undertaking as a vast majority of new businesses fail.

Entrepreneurial activities are substantially different depending on the type of organization that is being started. Entrepreneurship ranges in scale from solo projects (even involving the entrepreneur only part-time) to major undertakings creating many job opportunities. In Schumpeter (1950), an entrepreneur is a person who is willing and able to convert a new idea or invention into a successful innovation.

A2.4 – Defining Social enterprise

The social economy is a grass-roots entrepreneurial, not-for-profit sector, based on democratic values that seek to enhance the social, economic, and environmental conditions of communities, often with a focus on their disadvantaged members. Social economy enterprises are run like businesses, producing goods and services for the market economy, but they manage their operations and redirect their surpluses in the pursuit of social and community goals. Typically, social economy enterprises grow out of broad-based community development strategies involving citizens, governments, the voluntary sector, businesses, learning institutions, and other partners (Western Economic Diversification Canada, 2007).

A2.5 - Community Economic Development

Considering the scope of economic development, Community Economic Development (CED) is defined as economic development combined with all other processes, programs, strategies, and activities that make a community sustainable. CED encompasses action by people locally to create economic opportunities and better social conditions, particularly for those who are most disadvantaged. CED is an approach that recognizes that economic, environmental and social challenges are interdependent, complex and ever-changing (Community Table, n.d.)

Annex 3 – Francophone Economic Development Organizations

A3.1 - Conseil de développement économique de l'Alberta

Conseil de développement économique de l'Alberta (CDEA) has been promoting the economic development of the francophone community in Alberta for 10 years. Their mission is to be “recognized by the francophone community of Alberta as an upright and dynamic organization and the leader in economic development favouring the blossoming, innovation and optimization of francophone communities”. They are committed to demonstrating how economic investments add value to the francophone community, developing francophone champions for the economic development community, promoting a value added philosophy in the network, and putting in place a policy inclusive of CDÉA, its clients, organizations and francophone communities. CDÉA’s major partners are the Department of Western Economic Diversification Canada, Service Canada and RDÉE Canada.

They operate in a number of key sectors including services to SMEs, community economic development (CED), knowledge base, youth integration tourism and rural development. Services to SMEs include start-up and operation consulting services. CDEA does not offer financing to business. CED sector promotes capacity building of francophone communities and equips them with the tools to better meet their needs. The knowledge base sector is devoted to support SME’s familiarize themselves with new technologies to conduct business, such as e-commerce support. Youth integration activities focus on the development of skills and competencies of youth to help them integrate into the work force. The tourism sector promotes Alberta as a destination on the Quebec and France markets. The rural development sector supports the preparation of economic development plans based on the improvement of their capacities to function and the improvement of work and revenue opportunities. They offer business services, workshops, consulting services, networking opportunities, help to recruit workers, promotion of French signs, and help with community strategic plans.

In exchange for an annual \$100 membership fee, CDÉA members receive internet exposure, have access to marketing services, business start up assistance and business consulting services, group insurance opportunities, as well as opportunities to participate in workshops and exchanges. Members must offer bilingual services to their customers.

CDÉA also has an entire website devoted to employability. The site was created to provide answers to the many questions they receive in regards to jobs, lodging, school systems, business opportunities and organizations that provide support. This tool helps outsiders to better prepare themselves whether they wish to work, start a business, or simply live in Alberta. The initiative encourages them to take a proactive role in their approach.

(Adapted from www.lecdea.ca)

A3.2 - Conseil de la coopération de la Saskatchewan

The Conseil de la coopération de la Saskatchewan (CCS) was founded in 1946 during an Assemblée communautaire francosaskoïse congress. Historically, the CCS' mission was to promote cooperatives to the francophone community in Saskatchewan. They also had the goal of sensitizing francophones to the importance of a solid economic base. The CCSs encouraged the growth of caisse populaires across the province, as well as the creation of cooperative stores, cooperative agricultural institutions, publication cooperatives and daycare cooperatives. Today the CCS engages in economic development and the expansion of cooperatives in the francophone community. They also explore new perspectives and ensure effective leadership of francophones in the economic development and cooperative sectors.

The CCS, through their Economic Development Agents, offers entrepreneurs support in the start-up and expansion of their business. The role of the agents is to advise and work in collaboration with the entrepreneurs and communities to realise regional economic projects and business projects. Services offered include development of business plans, marketing plans and action plans, support composing budgets and financial statements, support in the development of a cooperative, and help pursuing financing.

In collaboration with Centre de services aux entreprises Canada -Saskatchewan (CSECS) they offer entrepreneurs access to documentation at their resource center in Regina. Le Camp Jeunes entrepreneurs is a summer camp organised by CCS, it is designed for youth 14-18. The CCS also offers, in collaboration with the Saskatchewan Ministry of Industry and Resources, loans to small enterprises, with the goal of encouraging diversification of the economy and support of community economic development. The loans are given on a 5 year term and can be up to \$15,000.

(Adapted from www.ccs-sk.ca)

A3.3 - Société de développement économique de la Colombie-Britannique (SDECB)

The SDECB has been representing the interests of the francophone community's economic sector by supporting the development of the business environment, giving value to the francophone entrepreneur, and assuring the diffusion of economic information into the community since 19XX. Their partners are Service Canada, Industry Canada, Western Economic Diversification Canada and RDÉE Canada. The organization offers support in three key distinct areas: business services, community economic development and tourism.

The mission of the SDECB "Services aux entreprises" is to counsel and support the development of new and existing enterprises. Their services are offered free of charge to current and future francophone business owners in BC. They offer a multitude of free information and consulting services to the business community, including how to write a business plan, how to purchase, sell or take over a business, legal and financial advice, import/export advice, where to find market information, help to secure financing, employment and recruiting. They charge business for registration services. Their website is large source of information for reports, market studies, FAQs, guides and forms.

The SDECB also carries the mandate of community economic development for the francophone community, known as Développement économique communautaire (DÉC) Colombie- Britannique. Under their DÉC action, the SDECB takes the name of au Réseau de développement économique et d'employabilité (RDÉE) de la Colombie-Britannique, belonging Réseau canadien de développement économique et d'employabilité . There are seven organizations that make up the BC RDÉE network: Conseil jeunesse francophone de la Colombie-Britannique, Société francophone de Maillardville, Cercle des Canadiens-français de Prince George, Garderie l'Ile aux enfants, Association des francophones et francophiles du Nord-Ouest, Centre culturel français de l'Okanagan, Association francophone de la vallée de Comox, Société maison de Vancouver, Association francophone de Kamloops.

Their major CED undertaking is their work with the francophone organizations to diversify their sources of information in order to lessen their dependence on government funding. They also help community groups realize initiatives and put together business plans. They also help groups familiarize themselves with the potential of DÉC. The RDÉE has created a network of community websites that favor the sharing of information between the francophone community organizations.

They also have an entire website devoted to promoting tourism in British Columbia, to francophone Canadians. They boast the impeccable geography, climate and economy of BC to potential tourists. They have compiled an interactive list of organizations that can serve BC tourists in French, subdivided into attractions, businesses, lodging, restaurants, and services.

(Adapted from www.sdecb.com)

A3.4 - Conseil de développement économique des municipalités bilingues du Manitoba (CDEM)

Since the CDEM was founded in 1996, their mandate has been to facilitate and articulate economic planning for their member municipalities. They support the community,

individuals and groups in the implementation of various projects, and the coordination of feasibility studies. They cooperate with the local leadership in order to identify potential in the regions and to carry out economic development projects. They offer the tools necessary to create community development corporations, as well as small businesses in those municipalities. In collaboration with appropriate institutions they initiate the development of training programs for entrepreneurs. They develop and encourage mechanisms that promote the value of entrepreneurship. The CDEM focuses on 4 key areas: Community economic development, business services, youth, knowledge-based economy.

The economic development sector is responsible for services offered to CDCs in the implementation of concrete community or private projects. The CDEM offers advice on business matters, finances, communications, and tourism to ensure a successful project.

They offer a wide range of business services to francophone business people. The CDEM's business advisors offer their expertise in the creation, operation, succession and expansion of a business. They support francophone businesses secure financing, by developing professional business plans, providing information on programs available, and helping the business diversify financial sources. In addition, they manage an investment funds which allows business access to capital, and they are partners with WED and the Business Development bank of Canada in the management of a risk capital fund. Loans available vary between \$5000 and \$75,000, depending on the projects.

The CDEM also offers training opportunities, including the delivery of the Self-employment Benefit Program (SE) which offers training to potential entrepreneurs who are seeking a new entry point to the labor market. They also offer workshops to improve business management skills, these include Time Management, Financial Management and Bookkeeping, Taxes, Using technology as a resource, Advertising and Promotion.

The CDEM's youth sector has the mandate of developing an entrepreneurial culture by creating awareness of the potential and benefits of owning one's business. They act as a catalyst to introduce youth the economic development. They work with schools, businesses, and youth organizations to develop the entrepreneurial culture in the community. They strive to create partnerships and are the member of several committees and boards (Youth Achievement, WorkinfoNET, Canadian Youth Business Foundation, CAP Youth Initiative, network of Franco-Manitoban community resources).

The Knowledge-based Economy sector of the CDEM works closely with Manitoba's bilingual municipalities to ensure that they assume their rightful place in the new economy by helping them to become more innovative, competitive and efficient in their economic activities. The three priority areas are awareness of e-business tools, development and use of high-speed internet services, and the deployment of learning communities and best practices in the network. The CDEM assists the municipalities in developing and expanding their

technological infrastructures in the area of ICTs, the development of skills for the use of ICTs to facilitate economic development.

(Adapted from www.cdem.com)

A3.5 - Réseau de développement économique et d'employabilité (RDÉE Canada)

RDÉE Canada supports, in collaboration with provincial and territorial partners, the economic development and creation of employment in order to ensure the vitality and long-term future of Canada's francophone and Acadian communities. This is carried out within a two-part overall strategy:

Planning and actions to develop economic capacity:

- Service and support for new and existing enterprises
- Service and support to industries and economic sectors

Planning and action to develop human resource capacities

- Service and support for employability
- Service and support to build community capacity

The mandate of the RDEE is to optimize the economic potential of francophone and Acadian communities. The organization is present, through its provincial and territorial affiliates, in all regions except Quebec. It offers services to communities with the aim of creating enterprises and sustainable employment. The RDEE agencies work in four priority sectors:

- Rural development
- Knowledge economy
- Tourism
- Integration of youth within economic development

(www.rdee.ca)

Annex 4 – Aboriginal Economic Development Organizations

A4.1 - Canadian Council for Aboriginal Business (CCAB)

The Canadian Council for Aboriginal Business is Canada's leading non-profit organization committed to encouraging the full participation of Aboriginal people and their communities in Canada's economy. CCAB's vision is of a Canada whose economic and social well-being is enhanced by the full participation of Aboriginal people, businesses and communities in the Canadian economy. Their mission is to broker relationships between the corporate sector and the Aboriginal community; they do so by providing tools and resources to access Aboriginal people as partners, employees and customers.

Canada's Aboriginal sector is growing in education and employment capacity, technical skills and control over land and resources. They want their fair share of wealth and prosperity and are willing to enter into mutually beneficial business relationships with companies. The Progressive Aboriginal Relations (PAR) program, helps organizations gauge and improve their commitment to Aboriginals by giving them the right to use a hallmark to demonstrate their achievements. The program supports the recruitment of employees, partners, customers, suppliers and community representatives. PAR rewards companies for improving their engagement with the Aboriginal community as they move through the levels of the program; they are assessed in four sectors: employment, business development, individual capacity development, and community relations. Corporations gain profit, goodwill and human resources as Aboriginal communities are enhanced by development, trade and communication.

In 1994, the CCAB launched the Foundation for the Advancement of Aboriginal Youth (FAAY), a scholarship and bursary program committed to developing the next generation of Aboriginal leaders by providing them the incentive to stay in school and the financial means to pursue a post-secondary education. With the generous support of its corporate partners, FAAY has given over \$2.3 million to 1,400 students.

(Adapted from www.ccab.com)

A4.2 - Aboriginal Business Canada (ABC)

Aboriginal business Canada (ABC) is an Indian and Northern Affairs Canada program that maximizes Aboriginal people's participation in the economy through business development. The ABC is focused on a specific set of priorities which include innovation, trade and market expansion, tourism, youth entrepreneurship development, and strengthening Aboriginal financial and business development organizations

They assist Aboriginal entrepreneurs and organizations to achieve their business goals, by providing business services, financial assistance, information and resources.

They work with a network of 54 Aboriginal financial institutions (AFI) to address the shortage of available credit to finance Aboriginal small business development. These AFI include Aboriginal Capital Corporations, Aboriginal Community Futures Development Corporations and other Aboriginally-owned or controlled lending institutions. These organizations provide loans to develop businesses that are not yet ready to secure loans from private banks, as well as business advisory services. The National Aboriginal Capital Corporation Association (NACCA) has been established to provide products and services such as training, access to capital initiatives, advocacy and other institutional capacity-building to the AFIs.

ABC also conducts economic research and policy analysis to ensure that program priorities continue to meet the Aboriginal community's needs.

They work with federal partners in their approach to Aboriginal business development, including Industry Canada, Western Economic Diversification Canada, the Business Development Bank of Canada, and Statistics Canada.

They also work with the National Aboriginal Economic Development Board (NAEDB) a private-sector body that provides advice to the Government of Canada on matters related to Aboriginal economic and business development.

(Adapted from www.ainc-inac.gc.ca/ps/abc/index-eng.asp)

Annex 5 – Federal & Provincial Departments, Ministries & Economic Development Agencies

A5.1 - Atlantic Canada Opportunities Agency (ACOA)

Atlantic Canada Opportunities Agency's (ACOA) main goal is to help build economic capacity in Atlantic Canadian communities through the development of business and job opportunities. They achieve this goal by working with the local people and resources to create sustainable employment, increasing the availability of business capital, strengthening the co-ordination and co-operation between community development partners, strengthening the community strategic planning process and encouraging community economic development activities.

The Innovative Communities Fund (ICF) invests in projects that build the economies of Atlantic communities. ICF builds on the strengths of the communities and provides the tools needed to identify opportunities for sustainable economic growth. Their investments focus on long-term employment and capacity building in rural communities. ACOA supports the Community Business Development Corporations (CBDCs), autonomous, not-for-profit corporations that serve rural Atlantic Canada. They also work with and provide funding to 52 Regional Economic Development Organizations (REDOs) located throughout Atlantic Canada.

ACOA is committed to enhancing the vitality of OLMCs in Atlantic Canada. To ensure that their economic development needs are met, ACOA develops officers who implement various measures or business officers who assess the applications submitted by non-profit organizations working in these communities. An average yearly funding of \$10 million is dedicated to meet this objective. To ensure community needs are met, ACOA maintains close relationships with business leaders, industry associations, business groups, institutions and universities. They also work closely with francophone economic organizations to keep them informed of the vast range of services available to francophone entrepreneurs and businesses.

(Adapted from www.acoa.ca)

A5.2 – Economic Development Canada for Quebec Regions (DEC)

DEC's mission is to promote the long-term economic development of the regions of Quebec by giving special attention to those where slow economic growth is prevalent or opportunities for productive employment are inadequate. In carrying out this objective, the Agency takes measures that will promote cooperation and foster complementarity with Quebec and communities in Quebec so that, in the long term, Quebec's regions and

communities will have increased their development capabilities, dynamism and prosperity in a significant, lasting manner for the benefit of their residents. The quality of life of Canadians is improved by helping communities enhance their ability to make socio-economic adjustments, support the emergence of new entrepreneurs and the creation of small and medium-sized enterprises, draw tourists, and attract and retain qualified workers.

The Agency's policy development, representation and cooperation efforts will enable Quebec regions and communities to benefit from federal policies, programs and initiatives that take government priorities and the realities of the regions of Quebec into account and provide an opportunity to increase the consistency and added value of federal regional development activities by using a four-pronged integrated regional development approach:

- Global: take economic, social, cultural and environmental dimensions into account in the design of policy, programs and initiatives.
- Territorial: establish strategies geared to the type of area defined in terms of similar socio-economic issues.
- Horizontal: build on cooperation and collaboration with federal partners, the Government of Quebec and Quebec communities.
- Participatory: elicit participation by the economic agents concerned.

In 2005-2006, the Agency approved 92 new projects for Quebec's English-speaking community, worth a total of \$11.5 million. A study of the socio-economic profile of Quebec's English-speaking community is currently under way and will help the Agency better target its programs. The Agency is also working with various federal agencies to expand its offer of services for OLMCs. Agency representatives attend the meetings of national and regional coordinators responsible for section 41, which are organized by Canadian Heritage. The Agency has undertaken many formal and informal consultations and exchanges with anglophone communities, including meetings organized by the Privy Council Office. The Agency also actively participated in organizing and conducting sectoral consultations with the anglophone community in cooperation with Industry Canada. On a regular basis, the Agency participates in meetings of the National Committee for Canadian Francophonie Human Resources Development (NCCFHRD), co-chairs the Standing Working Group on Job Creation and Economic Diversification, and is a member of the Executive Committee. The Agency organized a series of meetings with representatives of the Community Table to explore avenues for cooperation.

The Agency has held public consultations with Lower North Shore communities to plan an intervention strategy as part of the Fishing Community Economic Diversification Initiative (FCEDI). Some OLMC proposals were incorporated into the FCEDI. The Agency holds regular discussions with the Community Economic Development and Employability Committees (CEDECs). Advisory committees (development and implementation of the vitality index and the social investment network) involving the anglophone community were put in place at the request of the Agency, who attended several meetings.

The Agency gives a few ad hoc presentations to the members of the anglophone community, depending on the work status, progress made under certain pilot projects, and the phases of the OL Action Plan. The Agency distributes the Status Report to the Quebec Community Groups Network (QCGN) and the Community Table, and posts it on the Internet. The Agency provides information for OLMCs to Industry Canada for publication on the Communaction.ca site. The Agency continues to work with Government of Canada partners by participating in various horizontal initiatives, such as Human Resources and Social Development Canada's Official Language Minority Communities Support Fund.

(adapted from the DEC web site,

<http://www.dec-ced.gc.ca/asp/Apropos/MandatObjectifs.asp?LANG=EN>

and 2005-2006 report on OLMC Action Plan)

A5.3 - FedNor

FedNor is the federal regional development organization in Ontario, its role is to act as a facilitator and catalyst, to bring private and public sector partners together to create an environment in which communities can thrive, businesses can grow and people can prosper.

In Northern Ontario they help communities gain access to broadband services and eliminate barriers to the global market by supporting trade, tourism, and business financing initiatives. The Youth Internship program helps train young people in their communities. FedNor provides support to 61 Community Futures Development Corporations (CFDCs) in rural Ontario. CFDCs play a vital role in the growth of small business and community economic development throughout the province

FedNor is committed to working with francophone minority communities in order to pursue Industry Canada/FedNor's action plan and priorities for official languages. They are committed to enhancing the vitality and supporting the economic development of the francophone community in Ontario. They strongly encourage the Ontario Community Futures Development Corporations to support the delivery of quality services in both French and English. They are also working to enhance the existing programs and services to ensure that OLMCs are integrated.

A major initiative is the francophone Tele-Learning Pilot Project, which is aimed at enhancing the participation of the francophone community in the knowledge-based economy by expanding the availability of tele-learning content and applications. This initiative involves partnerships with colleges and universities, as well as economic development organizations, not-for-profit corporations and/or the private sector.

(Adapted from www.ic.gc.ca/epic/site/fednor-fednor.nsf/en/home)

A5.4 - Western Economic Diversification Canada (WEDC)

Western Economic Diversification Canada's (WEDC) helps increase the viability and diversification of local economies in Western Canada through a variety of programs and services, tailored to the region's own particular strengths, challenges and opportunities. Their mandate is to promote the development and diversification of the economy and advance the interests in national economic policy of Western Canada. WEDC achieves its mandate through collaboration with private sector partners, other levels of government, academic and financial institutions and research centers.

The organization sought to enhance francophone economic development by making francophone Economic Development Organizations (FEDOs) part of the WD Western Canada Business Service Network (WCBSN). The WCBSN provides over 100 points of service to assist new and existing entrepreneurs in cities and rural communities to create and grow their businesses. FEDOs are independent non-profit organizations, governed by volunteer boards of directors, mandated to promote francophone economic development in each of the four western provinces. Support from WD enables these four provincial organizations to enhance their services to francophones, including training, business and community economic development, access to capital, information services, marketing advice, networking and mentoring.

WEDC's partnerships with the francophone minority communities evolved from engaging in meaningful dialogue, identifying economic development as a primary need and providing communities the means to assume responsibility for their economic development. The strategy developed by WEDC has secured funding partnerships. They provide core funding to the FEDOs, which ensures on-going services in a publicly accessible site; materials and resources available for the public; staff available to provide program referrals; training, business counseling, business development advice, and access to financing.

(Adapted from www.wd.gc.ca)

A5.5 – Ministère du Développement Économique, Innovation et Exportation

(Ministry of economic development, innovation and exportation)

Mission

The ministry's mission is to support economic development, innovation and exportation, as well as research focussing on the coordination and cooperation between the different actors

in the economic, scientific, social and cultural domains, with the aim of creating jobs and ensuring economic prosperity, scientific advancement and sustainable development.

The ministry's mission will be accomplished primarily through the following activities:

- the conception of strategies surrounding economic development, innovation and exportation;
- offering counselling services in its areas of expertise, as much for its clientele as for its partners and the studies and groups who support said services;
- elaborate marketing measures and programs in the fields they are involved with, either directly or with the partners as intermediary's;
- promotion of the image and the advantages of Quebec to outside investors;
- Cooperation and mobilization of both private and public partners.

Projet 9

The mandate for the ministry of economic development, innovation and exportation is to facilitate the treatment of the files for the promoters who want to realize projects concerned with economic development.

The right way and the right tools. From the start!

Project 9 is an information service, for advice and personalised assistance. In calling this service, you will be efficiently directed towards the proper resources' within the ministry, the government or one of our partners in the economic domain.

This service can also help with attribution for those who are in charge of a project, the person responsible from start to finish for the paperwork involved in dealing with the other ministry's or organizations. Their job: to facilitate and accelerate the realization of your project.

Local and regional development

Development of the tourist industry of the Lower North Shore

This plan aims to support the actions of the organizations and the enterprises of the tourist industry in the Lower North Shore.

Development of fishing and aquaculture in the Lower North Shore

This plan aims to support the actions of organizations and the enterprises involved in the development of the fishing industry and aquaculture in the Lower North Shore.

Action plan fund for the economy and employment

This fund is reserved for the territories of the regional municipalities of the Pontiac County and of the Gatineau Valley. The goal is to support specific projects whose aim is to be involved in their local action plan for the economy and employment markets.

Innovation and expertise fund

This fund is reserved for the territories of the regional municipalities of the Pontiac County, the Gatineau Valley and Antoine-Labelle. The goal is to put in place mechanisms aimed at creating optimal development of the resources in the forestry and agriculture sectors.

Support for socio-economic development fund for Minganie East

This fund has three objectives: re-launch employment and improve the infrastructure and the base services, valorizing the implementation of new enterprises and the creation of durable jobs, and endow communities with the professional resources' necessary of put into place projects for economic development.

Local investment fund

This fund is managed by the local development centres and aims to support the starter enterprises and those expanding.

A5.6 – Ministère de l'Emploi et de la Solidarité Sociale

(Ministry of Employment and Social Solidarity)

Mission:

The ministère de l'Emploi et de la Solidarité sociale contributes to social development and economic prosperity in Quebec, while encouraging personal fulfilment by:

- job promotion, the development of the labour force and the improvement of the functioning of the employment market;
- The financial support of people in need, as well as the fight against poverty and social exclusion.

Clientele:

- The entirety of the employed and un-employed labour force whose resources are insufficient to support their needs
- The enterprises
- Community organizations

Employment agency of Quebec

Emploi-Québec is an autonomous agency connected to the Employment ministry. The agency began in 1998 from the fusion of several different employment services. This fusion helped to consolidate the various efforts and resources all working towards the same goals in Quebec. The agency is a leader in employment in the province.

The 1997 Canada-Quebec employment market agreement went into effect in January 1998. This agreement made Quebec responsible for all activity related to un-employment insurance as well as certain functions of national placement services which may be related to un-employment insurance. These functions are financed by the un-employment insurance fund which Canada is responsible for.

The mission

Contribute to the improvement of the employment market, develop jobs and to fight against un-employment, with the aim of developing social and economic programs.

The clientel

Emploi-Québec offers its services to all employable Quebecers as well as to enterprises, most notably;

- People working in jobs that are threatened
- enterprises who are at risk of having to cut jobs, not creating new jobs or who are having trouble filling the jobs they have open;
- Enterprises who want to improve the management of their human resources, or who would like to improve the competency of their employees.

Organization of services

The services and programs are managed mainly by the local employment centres, which were created following the Canada-Quebec employment market agreement. This network, made up of over 150 centres in the 17 administrative regions, come from the fusion of the former Travail-Quebec, the Société de développement de la main-d'oeuvre du Québec (SQDM) and the personnel from employment services in the federal government.

Personal service

Services offered:

- initial interview to determine the actual needs related to the employment market;
- advice on looking for a job, writing the curriculum vitae and interview preparation;
- Information and direction towards external resources that offer services to help find work;
- professional development services;
- activities aimed at developing work competencies;
- information on a program that allows for on site, hands-on learning;
- professional and general training;
- training to start up a business, and support to create your own jobs;
- Access to a multi-service room for online job placement.

Services for enterprises

Advice, support and financial aid services, to help manage human resources and develop employee's competencies, notably:

- recruitment and employment;
- human resource management;
- la création d'un comité de reclassement dans les cas de licenciement collectif;
- Fund for the development and recognition of work place competencies;
- training and learning opportunities;
- job creation;
- information on the job market;
- Re-organization and reduction of work hours.

Programs and measures

The CLE offers as variety of programs and measures including :

- alternative jeunesse;
- discovering a profession;
- discovering a trade;
- exploring yourself;
- interacting;
- youth participation;
- youth volunteering;
- support for financial aid programs and for the mission globale des corporations de développement communautaire (C.D.C.).

Emploi-Québec's partners

1. The partners Commission of the employment market

It is the cooperation on a national level, of representatives and employers, from the labour force, education domain, and community and government based organizations, who share the goal of improving how the employment market functions.

The Commission ensures communications between Quebec and the partner organizations directly involved in job and labour force development. In addition to counselling the ministry, the Commission contributes input to Emploi-Quebec and it lends a hand in defining the Laws pertaining to labour force development and the recognition of work place competencies

The network of the Commissions partners:

- 30 domain committees involved in the labour force (comités sectoriels de la main-d'œuvre (CSMO)) ;
- 17 regional councils composed of players in the employment market, who act similarly to the Commission on a regional level. They adapt the Emploi-Quebec services and measures to best fit their regional needs.
- 4 consulting committees;
- 2 integration and job longevity committees;
- la Table métropolitaine de Montréal.

2. Other partners (community based organizations)

- specialized ressources for preparing for and finding a job
- L'Association des clubs de recherche d'emploi du Québec (ACREQ)
- le Collectif des entreprises d'insertion du Québec (CEIQ)
- le regroupement québécois des organismes en développement de l'employabilité (RQuODE)
- le réseau canadien des entreprises d'entraînement (RCEE)
- le réseau des carrefours jeunesse-emploi du Québec (RCJEQ)
- le réseau des services spécialisés de main-d'œuvre (RSSMO)
- le regroupement des organismes spécialisés pour l'emploi des personnes handicapées (ROSEPH)

CORPORATION DE DÉVELOPPEMENT ÉCONOMIQUE COMMUNAUTAIRE (CDEC)

Mission

To encourage community focused economic development, based on cooperation, mobilization and the participation of all players involved, and to cover all aspects of economic development including, individual, collective, private and institutional.

This approach to community based economic development is a process that allows the community to create and put into place their own solutions to the economic problems they face , in order to strengthen the community and to encourage the integration on economic, social and environmental objectives.

Objectives

- Development of enterprises and employability
- job creation
- Social integration of alienated people.

Mandate

The economic development Corporations encourage the participation of civil society in matters of local government and the development of tools to better serve the whole.

Composition

There are 14 CDEC in Quebec, 10 of which are on the island of Montreal.

CONFÉRENCE RÉGIONALE DES ÉLUS (CRE)

Role

To act as a privileged intermediary for the government of Quebec in all matter concerning regional development on the territory it represents. It must favour the cooperation of the participants and assume the planning of regional development. There are 21 CRE's for all of Quebec.

Composition

The conference regional des elus is composed of municipal representatives who have joined representatives from a variety of socio-economic sectors and indigenous communities.

The deputies from the National Assembly are members of the regional conference of their territory and they may participate, without the right to vote, in the deliberations of the administrative council of their CRE.

LA CONFÉRENCE RÉGIONALE DES ÉLUS DE MONTRÉAL

Mandate

The CRE of Montreal regroups political and socio-economic leaders from the area who share the goal of improving development on the island of Montreal, and would act as intermediary's between the Quebec government and the territory concerning regional development.

Principal responsibilities

- Ensure the participation of the partners in the region
- Produce a five-year development plan
- Manage the funds entrusted to them for regional development
- Finalize specific deals and assume their management
- Initiate development projects

Composition

- The mayors of the municipalities of the island of Montreal and the members of the municipal councils
- 39 representatives from the socio-economic domain (1/3 of the total)
- 28 deputies from the island of Montreal

Fields of involvement

- Regional planning and cooperation
- Economic development
- Education (ex : decrease drop-out rate and encourage higher learning)
- Transport
- Culture (ex : encourage new artists)
- Fight against poverty
- Research, innovation and creativity
- Participation from citizens (ex : participation of youth, women, and cultural communities in decisions pertaining to local organizations)
- The environment
- Quality of life

Local Development Centre (CLD)

Mission

The local development centres' mission is to mobilize the local players and direct them towards coherent action that valorizes the development of the economy and the creation of jobs in the territory, all within the context of the partnership between the government and the local community.

Composition

Representatives from business, union, communication and institutional sectors.

Responsibilities

- Regroup and coordinate the different entrepreneurial help services by consolidating all organizations already working within this domain and ensuring that they receive financing;
- Create an action plan for the local economy and employment, and monitor its realization;
- Work in accordance with existing national and regional strategies, to create new local strategies linked to entrepreneurial development;
- Act in a consulting capacity with the local employment centre in the territory.

Services

The CLD offers first response services as well as technical and financial support for potential or established entrepreneurs, including social economic enterprises.

These services include:

- Consultation, orientation and reference activities;
- Support to help realize a business plan, including a feasibility study;
- Financing options research and financial aid for the enterprises;
- l'accompagnement et le suivi de l'entreprise;
- management support for the enterprise;
- Support in entrepreneurial training.

Programs

Each CLD also manages four support programs for the enterprises.

CARREFOUR JEUNESSE EMPLOI

The mission of the Réseau des carrefours jeunesse-emploi du Québec's (RCJEQ) is to group together, support and represent the Carrefours Jeunesse-Emploi throughout Quebec. This is done with the aim of developing, promoting, and defending their members and orientations which are based on community needs. While pursuing this mandate they contribute to the personal, professional, social and economic autonomy for the youth they serve.

The Carrefour Jeunesse Emploi (CJE) offers services to improve the life situation for youth from 16 to 35 years old, and work with them in their efforts to find employment, return to school or start a business. There are 98 CJE offices throughout Quebec, with 16 on the Island of Montreal plus two service points.

Annex 6 – Key Informants

Observations

Twenty-two (22) telephone and in-person interviews were completed with a select group of key informants who are involved or have an interest, either directly or indirectly, in economic development policy and/or programs. Ten (10) of these persons occupied senior government positions, mostly in federal departments.

These informants include several government departments and agencies at the federal, provincial and municipal level including: The Public Service Commission, Service Canada, the Canada School of Public Service (Language Training Centre), Canada Economic Development, Industry Canada, Emploi-Quebec and la Ville de Montreal. Others included members of English-speaking community organizations, educational institutions, local service providers and those with past involvement in some of these sectors, both community and government based.

The objective of this research activity was to gain an in-depth understanding from a broad government perspective on the key issues and priorities for policy and program action to effectively meet the economic development needs of the ESCQ. Pertinent reflections from these informants are mostly reflected in the observation sections of the document, but their input also helped to inform the other sections.

It is of interest to note that the set-up time required to complete many of the interviews at the federal level was lengthy – largely due to the challenge in identifying the most appropriate respondent. Many times, the interviewer was referred to one person who in turn recommended someone else. In one particular case, the interviewer spoke to two different departments before being directed to Canadian Heritage – the project’s funder. This does not reflect a reluctance to participate - all persons contacted were very accommodating and interested in the project, although there was a tendency to refer ‘down’ the hierarchy rather than to a more senior position.

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