

DRAFT COPY- FOR DISCUSSION PURPOSES

**Global Development Planning for the English-Language
Minority Communities of Quebec**

***Working Group Report
Phase 1: Preparation and Review
March 2002***

Prepared by the Global Development Plan Working Group

Global Development Planning for the English-Language Minority Communities of Quebec

Phase 1: Preparation and Review

Report of the Working Group

March 20, 2002

The Global Development Plan (GDP) Working Group has prepared the following report, which presents the conclusions and recommendations of the first phase of the GDP project entitled, Preparation and Review. This report is intended to guide the reader through the Working Group's reflection, discussion and analysis between December 2001 and March 2002.

This document should be considered a work in progress as the Working group continues to engage in discussion.

1. Project Background

November 2001

On November 2, 2001, the Quebec Community Groups Network (QCGN) ratified the process towards the preparation of a *global development plan* to promote the development and enhancement of the English-speaking communities of Quebec (ESC). During this meeting, the QCGN discussed how a global development plan would promote discussion and cooperation both within and outside the English-speaking community and facilitate negotiations with funding partners to develop sound policy and effective community programs and services.

The QCGN requested funding assistance from The Department of Canadian Heritage to complete the first phase of the global development plan, Preparation and Review. The mandate for this first phase was: to establish the Working Group or steering committee; to complete a documentation review of relevant publications; and to develop an effective approach for Phase 2, a global development planning process which involves the greater English-speaking community.

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December 2001/January 2002

Phase 1, Preparation and Review, was launched in December 2001 with a request sent out to the QCGN member groups for volunteers to participate on the project steering committee. Based on the response to this request, the *Working Group* was formed comprising seven community representatives, the QCGN office and the consulting team. The members of the Working Group are listed in Appendix 1 to this document.

During preliminary discussions held in December 2001 and January 2002, the Working Group identified the immediate need to arrive at a common understanding of the global development objectives. *Why are we doing this and what do we hope to achieve? Where do we want to end up and what will have changed after this process?*

In order to address these questions, the Working Group concluded that further analysis and discussion would be required to examine:

- How has the English-speaking community (ESC) evolved?
- What is the present condition of the ESC in 2002?
- All things being equal, where will the ESC be in 10/20/30 years?
- Based on the above conclusion (All things being equal...), do we wish to change this outcome and how?

February/March 2001

To prepare the Working Group for further discussion on these foregoing issues, a *documentation review* was initiated with the objective to create a database of reference material and take stock of collective analysis and reflections to date (recognizing that considerable study has already taken place).

Based on sources identified from the documentation review, a Discussion Paper (available at the QCGN office) was prepared highlighting socio-demographic and historical trends of the ESC - *Where have we come from?* In addition, excerpts from various publications were scanned electronically for further reference.

After reviewing this resource material, the Working Group assembled in Montreal on February 21 and 22nd, 2002. Highlights of the February workshop are presented in the following Section 2: *Current Situation and Future Outlook*. The Working Group concludes with its recommendations presented in Section 3.

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2. Current Situation and Future Outlook

Following individual reflection and group discussion, the Working Group has identified six statements, which collectively describe the current condition of the ESC in the year 2002 and which influence the future outlook - all things being equal, with no deliberate effort to alter the course of events. (The conditions reflected by these statements are taken to be closely interrelated, so the list below is sequenced randomly.)

1. An evolving identity
2. Adaptation and ambiguity
3. Population diversity, mobility and loss
4. A lack of unity
5. Insufficient presence in decision-making at the tables
6. A need for collective knowledge and models for guidance

An evolving identity

The ESC is evolving through a transformation that has been underway - on a demographic level alone - for at least 30 years. Some aspects of this transformation are negative and have created serious malaise - *a lack of identity*. Some are positive and represent opportunity - *a renewal*. There are other aspects that we as a community are unsure of - we don't know where they will lead.

Adaptation and ambiguity

The ESC has been able to adapt and accommodate within a changing Quebec culture. The rising level of bilingualism is proof of this adaptability. While perhaps appropriate, accommodation has also contributed to an ambiguous citizenship as perceptions shift from majority status (identifying with English-speaking North America) to minority status in Quebec.

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Population diversity, mobility, and loss

The heterogeneous ESC population being widely dispersed across the province, its characteristics are becoming increasingly diverse.

This diversity is accompanied by a tradition of high mobility that responds to economic opportunity and the relative ease of moving to other parts of North America. While benefiting individuals, this mobility currently leads to a collective loss. The exodus of youth from the province and particularly from rural regions continues to be a major concern. The Working Group suspects that this exodus includes many present and future leaders of our community. A lack of research data perpetuates a lack of knowledge about these movements, which contributes to the ESC's malaise.

A lack of unity

Within the diverse ESC population there are significant enough cultural distinctions to inhibit collective action. Perhaps in part because of this, leadership of the overall ESC has typically been lacking or divided, and efforts to promote collective action are still regarded with a certain degree of suspicion. Thus, the ESC has been unable to fully-mobilize itself towards a collectively determined process of social change.

Insufficient presence in decision-making at the tables

The ESC of Quebec is largely absent from established provincial and federal leadership. This lack of decision-making presence is especially notable at (yet not restricted to) government tables and the economic level.

A need for collective knowledge and models for guidance

There is a lack of knowledge about itself within the ESC. Research is still required on many levels including (but not restricted to): out-migration, youth attitudes, language and the impact of bilingualism, psychological conditioning (i.e. the sense of injustice and suffering versus acceptance), attitudes of the business community, etc.

In addition, given the ESC's unique history and position as a *minority within a minority within a majority*, there are no standard models the community can look to for guidance. The global development plans of the francophone minorities in other provinces, for example, do not apply to the realities of the ESC.

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3. Recommendations

From the project outset, the Working Group has expressed a concern of ownership in the global development planning project, specifically whether the exercise is a government or community initiative. The global development plan (for English and French-speaking minority groups alike) originates from a request of the Federal Government to develop a framework for negotiating funding agreements. The scheduling of the global development plan for the English-language minority communities of Quebec was developed in anticipation of the next round of negotiation for the Canada Community agreements in the spring of 2003.

After considerable reflection and discussion, the Working Group concludes that the global development plan could stretch beyond a funding tool, and represents an opportunity for the ESC to take charge of its current state and identity within Quebec. This would include the protection and development of its own institutions and institutional networks, as well as legitimate and representative decision-making in the larger network of Francophone institutions in all sectors of activity, including all three levels of the civil service.

Based on this understanding, the Working Group identifies the following key considerations to be addressed in preparing for the global development planning exercise.

- There is a need to develop a research program to build a stronger knowledge base and, in doing so, actively engage the community in the development process. There is a need to define immediate research priorities, such as access to the 2001 census data, as well as longer-term requirements involving the support of research partners working in tandem with the global development exercise.
- The global development plan is an inclusive process involving extensive consultation and validation with the community. The responsibility for consultation and validation of the global development plan with the community must be taken on by more than just one group or organization.
- The community consultation of the global development plan will represent a significant step towards active participation and involvement. This is a first step in a complex and long-term process, which falls outside the one to two year planning horizon of the development plan.

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Looking ahead at preparing for the second phase of the global development planning initiative, the Working Group proposes the following recommendations for further discussion.

1. Take the conclusions of the Working Group Report to the QCGN members for further discussion and validation. The QCGN groups will take the Report to their Boards for discussion and report back to the Working Group.
April 2002
2. Prepare a submission to Canadian Heritage outlining the methodology and schedule for Phase 2 of the Global Development Plan, Community Consultation. This submission marks the completion of Phase 1.
April 2002
3. Launch Phase 2 with the objective to discuss and validate the *Working Group Report*, for example, the six conditions of the ESC, and build the content of the global development plan in terms of priorities and solutions for community development. Phase 2 will involve workshops with community groups and leaders, followed by a series of regional public forums. (*See proposed approach on the following page.*)
Consultation with community groups: May 2002– October 2002
Public consultation: November 2002 – March 2003
4. The Working Group will develop a research plan for presentation and discussion with the QCGN. The QCGN office will assume a lead role in seeking partners and building a team for implementing the projects identified within the research plan. The plan will be developed concurrent with the funding application for Phase 2.

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Proposed approach for Phase 2: Community Consultation

For discussion purposes

Step 1. Workshops with QCGN members

Based on the large number of community groups operating within the ESC, the consultation and validation will begin with a series of workshops with each of the twenty QCGN members – assembling representatives of the Board of Directors, the membership, as well as key individuals/community leaders involved in that particular region or sector. *Workshop format and structure to be discussed.*

Step 2. Workshops outside the QCGN membership

Workshops will also be organized for those regions and sectors not covered by the current QCGN structure. In some cases, a group may already exist (i.e. School Board). In others, the Working Group may need to recruit/assemble a group of individuals for that region or sector. *Number and nature of these workshops to be discussed.*

The sectors to be included in the workshop consultation require further thought and consideration. For discussion purposes, the Working Group presents the following sectors defined by the Framework Agreement, which are recognized as broad and at times overlapping. For the purposes of the global development plan, a smaller list of priority sectors could be formed from this larger list.

- Arts and culture
- Heritage
- Communications
- Economic development
- Education & training
- Government and legislative affairs
- Para-public services
- Health and social services
- Human resources
- Rural issues
- Sports and recreation
- Community Development
- Youth (This is not an activity sector, but a client sector. Other client sectors might include Seniors and Women.)

N.B. The sector *Infrastructure support and development* touches on all of the above.

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Step 3. Collective Workshop (Reporting – first draft)

A report will be prepared by the Working Group based on the workshop discussions and will be presented for collective review and discussion with the participating community groups.

This preliminary report represents the first draft of the global development plan (overall and sector plans) and will serve as the base document for public consultation.

Step 4. Public consultations

A series of public meetings across the province will focus on validating and building on the plan content. Further discussion is required to determine the number and regional distribution of these meetings, required resources and supporting activities (i.e. web site). A task force will be organized from among the community organizations involved in the workshop program (Steps 1–3) to assist in the public forums.

Step 5. Research

Concurrent with the above activities, the QCGN office will oversee the implementation of a research program in collaboration with various partners. *Research objectives and content to be discussed and put forward by the Working Group.*

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