

Commissariat aux
services en français
de l'Ontario



Office of the
French Language Services
Commissioner of Ontario

LOOKING AHEAD GETTING READY ANNUAL REPORT

2017
2018



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By mail:

Office of the French Language Services Commissioner
800 Bay Street, Suite 402
Toronto, ON M5S 3A9

By email: flsc-csf@flscontario.ca

Toll free: 1-866-246-5262

Toronto area: 416-847-1515

Fax: 416-847-1520

TTY (teletypewriter): 416-640-0093

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2018



LETTER TO THE SPEAKER

July 18, 2018

The Honourable Ted Arnott
Speaker
Legislative Assembly
Province of Ontario
Queen's Park

Mr. Speaker,

In accordance with section 12.5(1) of the *French Language Services Act*, I am pleased to submit to you the eleventh Annual Report of the French Language Services Commissioner of Ontario.

This activity report covers the period from April 1, 2017, to March 31, 2018. Please table this report in the Legislative Assembly, as specified in section 12.5(3) of the *Act*.

A handwritten signature in black ink, appearing to read 'François Boileau', with a stylized flourish at the end.

François Boileau
French Language Services Commissioner



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FOREWORD

Last year, we looked back at the impacts that the Commissioner's Office made in key sectors over the last 10 years. This year, we're going to a completely opposite direction: looking 10 years into the future to see what our society will look like and figure out together what we can do to prepare. Looking ahead, getting ready - these are the words of action that prompt us to confront reality and tackle what must be done.

This report is different from the previous ones also because we took the time to reflect with a cool head. And we didn't do so alone. We brought in a number of specialists who, with their knowledge and expertise, were a great help in our analysis of key issues. We called on these experts first and foremost because thoroughness is standard practice for us. That approach also fits in with our strategic priorities, especially the priority the promotion of French-language services as the mainstay of an open, inclusive, prosperous and dynamic Ontario.

People sometimes forget, but one of the important roles assigned to me by the *French Language Services Act* is to provide advice. More than ever, this annual report looks like a compendium of advice – and, of course, recommendations! – which are intended to be constructive and helpful, with the aim of generating debate and discussion about the future of Ontario's Francophone communities. We're proud of what we've accomplished, but it's important to try to scope out what the future holds for us. No one likes nasty surprises, and there's no reason an entire society would like them, any better.

Chapter 1 is about demography, a subject that merits its prominence. Demography is a fact of life; there's no escaping it. Looking 10 years into the future is already a perilous exercise, so we restrained ourselves from venturing further. Nevertheless, what we see is clear, regardless of the scenarios. Despite the foreseeable growth of the Francophone population in absolute terms, our communities will continue to shrink in terms of percentage of the total population.

Yet the French language is growing by leaps and bounds around the world. According to the International Organization of La Francophonie (IOF), French will be the language of more than 750 million speakers by 2050, 85% of them in Africa, a continent that is experiencing explosive demographic, social, cultural and economic growth. Many of Ontario's Francophone newcomers are from that rich continent with unimaginable economic potential.

The province would do well to strengthen its relations and partnerships with Africa in a globalized world that is getting smaller and more interconnected. The fact that Ontario is now an observer at the IOF will surely help bring the province to the attention of these potential new partners. Ontario is currently home to more Francophones than many IOF member states and countries. And what about the invaluable contribution of Francophiles? They play a role, too. Not only do they take part in the discussion, but they also are concerned about demographic issues. They are directly involved in the improvement of French-language services for the Francophone population and the establishment of cultural and trade ties with IOF member states and countries. I can only hope that the province will become a full member of the IOF, thereby creating even more opportunities for exchanges and business, especially with the African continent.

Institutions like La Cité and Collège Boréal already have a presence in Africa, either to establish police colleges, train future workers or provide guidance, in French, to the mining industry. That presence is a sign of the vision these institutions possess. People from here who spend time there come back enlightened and much better equipped to share their knowledge. At the same time, we make key contacts that can only benefit the province in the medium to long term.

I would like to express my sincere gratitude to our collaborators for contributing their expertise and know-how in the preparation of this report. And by the way, you're all invited to a symposium in Toronto on November 26, 2018, where, with the collaboration of our partners, we'll review each of the themes in this report, continuing the conversation that begins today with its submission.

Before I close, a big thank-you to the following people:

- **Mariève Forest** – Demographic outlook for Ontario's Francophonie in 2028/Aging with dignity
- **Lucie Lalumière** – Production and distribution of French-language content
- **Jordann Thirgood** – The workforce of the future
- **Kiran Alwani** – Digital transformation of the Government-citizen relationship
- **Christophe Traisnel** and **Guillaume Deschênes-Thériault** – Francophone immigration in Ontario
- **Hermann Amon** – Restructuring in-person services

I would be remiss if I failed to also extend my sincere thanks to the provincial government, which, apart from the minor roadblocks that are not unusual for big government, has some fine accomplishments to its credit. Under the leadership of the Minister of Francophone Affairs, the Honourable Marie-France Lalonde, the government laid the groundwork for the Université de l'Ontario français, made the City of Ottawa a little bit more bilingual than before, and agreed to revise the process for designating organizations under the *French Language Services Act*. In addition, the Office of Francophone Affairs was for a brief moment a ministry, with a larger staff. That is not going to happen and it is a shame the previous government waited so long to act on this and it is also a shame the new government has not taken the time to process the need for more staff at the Office. Call it the name you want, we do need an OFA much more effective and proactive in taking a systemic approach to successfully implementing the FLSA across the government.

And of course, I'd like to take this opportunity to thank all of the incredibly skilled and motivated people who work in the Commissioner's Office. All the good things we've achieved over the past year we owe to them. Special thanks to Jocelyne Samson, who took her well-deserved retirement.



4

DEMOGRAPHIC PROJECTIONS OF ONTARIO'S FRANCOPHONIE IN 2028

Part of the Commissioner's role is to monitor demographic evolutions of the Francophone population in Ontario. He must also ensure that the French services offered by the government and all organizations working on its behalf, fulfill the needs of the French and Francophile populations and that they are adjusted according to the many factors that must be considered. Demographics and geography are two concrete examples.

This year, the Commissioner is focusing on a projection into the future of Ontario's Francophonie. While caution must be exercised, demographic projections of a population are an imperfect endeavour that does not aim to predict what will happen, but rather to imagine its demographic future based on targeted hypotheses and scenarios.

At present, the projected situation is alarming.

In all the scenarios presented below, the proportion of Francophones would fall, settling somewhere between 3.9% and 4.0%. This would represent a decline from the 4.7% proportion of Francophones in Ontario observed in 2016, and a decline from 4.8% observed in 2011. These levels figure in the best of scenarios, where massive immigration is the answer to the decrease in the prospective demographic weight of Francophones. Francophone immigration will therefore only have a limited impact. This is without considering that the number of exogamous families in Ontario will also increase.

It is common for governments to use demographic projections in order to plan more efficiently the services to be developed, sectors to be explored or policies to be prioritized. Demographic projection for the Francophone communities of Ontario remains a delicate practice for the communities themselves, as their demographic weight has been diminishing since the 1970s, even though their population has been growing in terms of absolute numbers.

However, starting with the exercise carried out as a part of this report, it is important to note that the Ministry of Finance of Ontario and Statistics Canada do not systematically offer linguistic projections for the Francophones of Ontario. The data, as well as the ideas that follow, are a unique opportunity for Franco-Ontarians to get a glimpse of the next ten years.

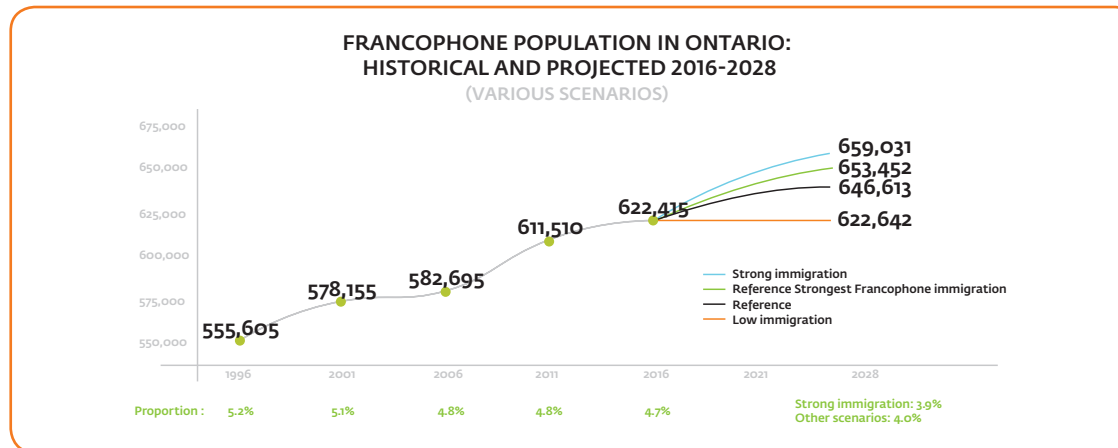
The proposed projections have been developed using data from the 2016 Census. Annual growth rates were first calculated up to 2028 and were applied to the 2016 Census for the main age groups.¹ Afterwards, annual growth rates for each region were calculated using trends from past censuses.² The data and projection assumptions of the Ontario Ministry of Finance,³ which define and rely on those of Statistics Canada, also served as a basis for analysis, especially when it came to counting the entire population of Ontario as well as immigrants.⁴ Five scenarios have been developed. The details can be found in Appendix 1.

4.1

DECREASE IN THE WEIGHT OF FRANCOPHONES

By 2028, the population of Ontario could grow by two million, to reach somewhere between 15 and 16 million individuals.

Chart 1



- 1 The works of Statistics Canada (Houle, René and Jean-Pierre Corbeil (January 2017). Projections linguistiques pour le Canada, 2011 à 2036, Statistique Canada, 140 p.) started with the 2011 National Household Survey. Since that survey underestimates the number of Francophones, it seems preferable to keep, from the Statistics Canada model, only the annual growth rates of Francophones (DIF) divided by major age groups to apply to the 2016 Census data.
- 2 First, French-speaking growth rates by region between 2011 and 2016 were identified. Then, the proportions of this growth were retained to be cross-referenced against Statistics Canada's projection data. Since recent census trends with respect to the age groups reveal similar numbers (less than a 1% variation) to those presented in the Statistics Canada reference scenario, it is reasonable to apply the same hypothesis for regions.
- 3 Ministry of Finance of Ontario (spring 2017). Ontario Population Projections Update, 2016–2041. Based on the 2011 Census.
- 4 According to the Statistics Canada definition, "Immigrants" includes persons who are, or were, landed immigrants or permanent residents. Immigrants who have obtained Canadian citizenship by naturalization fall into this category. In the 2016 Census of Population, "Immigrants" includes immigrants who arrived in Canada on or before May 10, 2016.

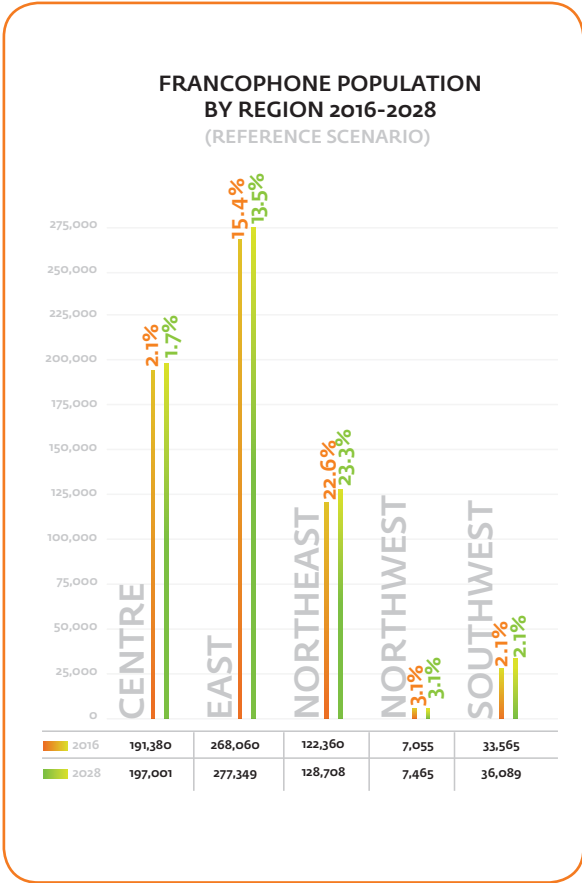
The Ontario Francophonie would grow steadily to reach between 622,600 and 659,000 people. However, in most of the scenarios, the proportion of Francophones would sit at 4.0%.

The unique architecture of Francophone minority communities, where the rate of Francophone immigration and linguistic continuity does not allow for the renewal of the population, explains, for the most part, that decrease. The strong Ontarioan immigration scenario more clearly illustrates the impact of immigration on Franco-Ontarians: even though their number would be greater (659,031) in 2028, the demographic weight would be lower (3.9%), since a larger proportion of new immigrants choose English as their official language.

The projected regional distribution of Francophones for 2028 is based on the movement of the Francophone population over the last few years. Considering that the migrations of Franco-Ontarians do not exactly mirror the general trends for Ontario, we notice a decrease in the weight of Francophones in regions that will benefit from a larger migratory flux, the Central and Eastern regions.

In the Northeastern region, the proportion of Francophones will increase slightly, while it will remain the same in the Southwest and Northwest. According to the reference scenario, the number of Francophones will increase in all of the regions.

Chart 2



4.2

LINGUISTIC CONTINUITY DEFICIT

The lack of the transmission of the French language to children who come from families where at least one parent is Francophone explains an important aspect of the demographic evolution of Franco-Ontarians.

In Canada, the transmission rate of the French language within couples where only one partner is Francophone (exogamous families) is 31%, while it is 91% in families where both partners share French as a first language (endogamous families). This finding is linked to a growing decrease in the number of endogamous families.

In 2016, less than a third (30.5%) of Francophone families were endogamous, which represents a decrease compared to 2011 and 2006, where that proportion was 31.7% and 33.3%,⁵ respectively. The only region that saw an increase in the proportion of endogamous families between 2006 and 2016 was Central Ontario. Those regions where exogamy is most common are the Northwest (85.1%), Southwest (84.9%) and Centre (79.8%). On the other hand, regions where exogamy is least common are the Northeast (58.4%) and the East (60.4%).⁶ By 2028, exogamy should become more common in most parts of Ontario. Given the attraction to English, most of these linguistic transfers will benefit the English-speaking majority.

Table 1

Linguistic Transfer Rates of Francophones to English – 2016 Census		
Region	Francophone non-immigrant	Francophone immigrant
Ontario	46.8%	37.3%
Centre (without Toronto)	72.7%	52.0%
Toronto CMA	64.0%	42.2%
East	34.3%	22.4%
Northeast	42.0%	37.8%
Northwest	68.4%	47.1%
Southwest	77.0%	47.1%

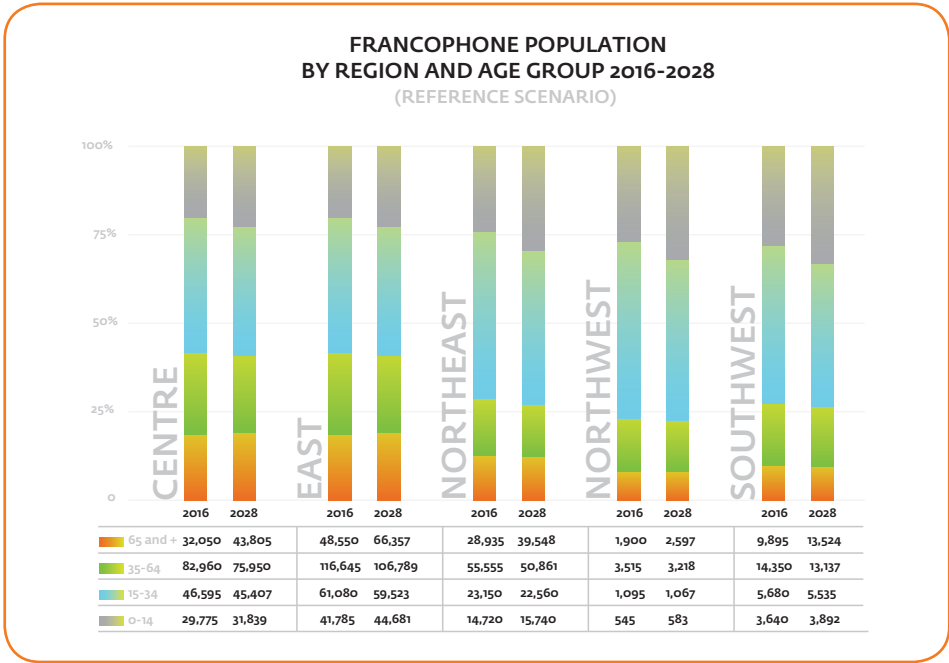
⁵ Data obtained from the Office of Francophone Affairs in January 2018. Profile of the Francophone Population in Ontario – 2016. p.14.

⁶ Morency Jean-Dominique, Éric Caron-Malenfant and Samuel Macisaa, Immigration and Diversity: Population Projections for Canada and its Regions, 2011 to 2036 by the Demosim Team, Statistics Canada, 2017, p. 143.

A 2011 survey of households revealed that outside of Quebec, 41% of the population whose first language was French named English as the language they spoke most at home.⁷ In 2016, that proportion was 45.9% for Ontario. However, Table 1 shows that linguistic transfers to English are less frequent with Francophone immigrants. Similarly, sections of the census with a larger Francophone density, such as Ottawa, Prescott-Russell, Nipissing, Sudbury or Cochrane, tend to speak French at home.

Trends related to the linguistic mobility of a population involve many factors, some of which are cultural, such as the pull exerted by the English language, or the scope, visibility and equal quality of the French-language education continuum. In every case, these trends weigh heavily, and there is a high probability that this linguistic mobility toward English will continue or even increase until 2028.

Chart 3



Francophone Population by Region and Age Group 2016-2028 (reference scenario)

7 Mireille Vézina and René Houle, "La transmission de la langue française au sein des familles exogames et endogames francophones au Canada", Cahiers québécois de démographie. 43 (2), 2014, p 399-437.

4.3

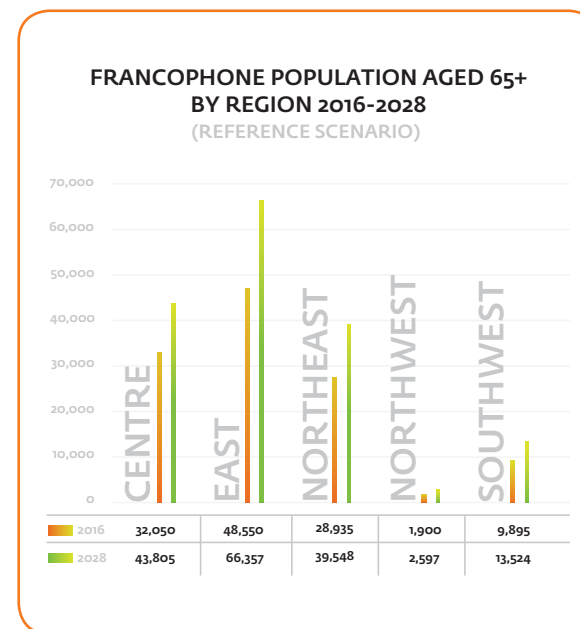
AGING POPULATION

Linguistic mobility towards English will have contributed over the years to the accelerated aging of the Franco-Ontarian population, compared to the rest of Ontario. This aging of the population will increase in 2028, when the number of people aged 65 and over will reach 165,831, a proportion of 25.6%, according to the reference scenario (Appendix 1).

In 2016, by comparison with the entire population of Ontario, there were proportionally more Francophones aged 45 and over and proportionally less Francophones aged 45 and under.⁸ Similarly, the proportion of Francophones aged 65 and older was higher (19.5%) than that of the entire population of Ontario (16.2%). In 2016, the regions with the oldest Francophone populations were the Southwest (29.5%) and the Northwest (26.9%).

If the proportion of men and women were equal in the Northeast (50%), the latter represented a majority in all other regions, comprising upwards of 54% of the population in Central Ontario. This fact can be explained, in part, by the aging of the population, given that women continue to have a longer life expectancy⁹ than men. This greater presence of women will therefore increase slightly. The proportion and number of elderly people will grow during that period and until 2031, when the baby boomers will have reached, at least, the age of 65.¹⁰

Chart 4



⁸ Office of Francophone Affairs of Ontario, *Op. cit.*

⁹ Statistics Canada, Life Expectancy and Other Elements from the Mortality Table. (accessed on March 20, 2018) https://www150.statcan.gc.ca/t1/tbl/en/tv.action?pid=3910000701&request_locale=enF

¹⁰ Ministry of Finance of Ontario, *Op. cit.*

4.4

IMMIGRATION AS A DRIVER FOR THE FRANCOPHONIE

Ontario is the province that hosts the highest number of immigrants in Canada, which should still be the case in 2028, even though the federal government has put in place policies encouraging immigration to all parts of the country. The hypothesis of the reference scenario for all of Ontario sets the annual intake of the province's population at 0.8%, which would represent approximately 119,000 immigrants in 2020 and 129,000 immigrants in 2028.

Table 2¹¹

Francophone Immigrant Population Hosted In Ontario - Selected Years, Several Hypotheses (reference scenario)			
Year	Number of immigrants, per year		
	2.4%	3.9%	5%
2020	2,844	4,622	5,926
2024	2,973	4,831	6,194
2028	3,103	5,042	6,464

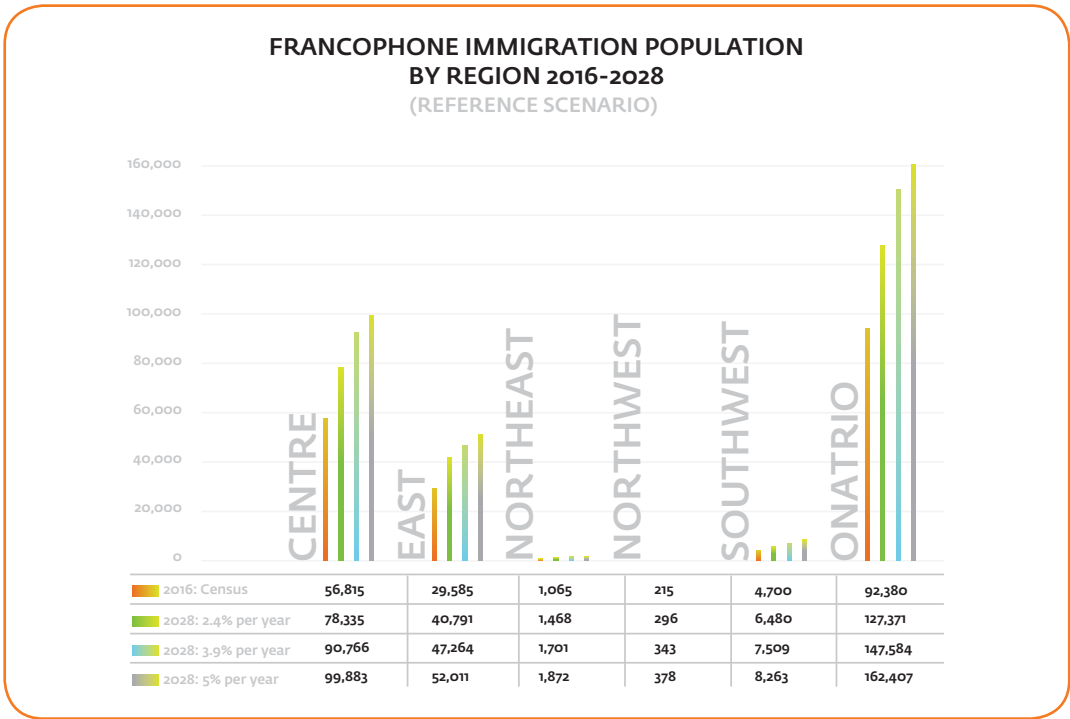
According to Statistics Canada's hypothesis, 3.9% of these immigrants would be Francophones. Ontario would therefore welcome 4,622 Francophone immigrants in 2020 and 5,042 in 2028. These numbers can hardly be compared with those recorded annually by Immigration, Refugees and Citizenship Canada, knowing that they define Francophone immigrants in a less inclusive way. The data from this federal department revealed that Ontario had welcomed 2,650 Francophone immigrants in 2017 and 2,380 in 2016.

The censuses indicate that the proportion of Francophone immigrants in Ontario went from 2.1% in 2006 to 2.4% in 2016. However, this percentage remains significantly lower than the proportion of Francophones in the province, which was 4.7% in 2016. As such, the scenario of Francophone immigration averaging 5% annually aims at imagining a situation in which political and community immigration goals would be reached.

In 2016, immigrants represented 28.9% of Ontario's population. In 2028, the proportion of immigrants in Ontario should increase to represent 33% of the entire population. Immigrants only made up 14.8% of the Francophone population in 2016, which is half the number for the general Ontario population. By 2028, however, the proportion of immigrants will increase significantly among the Francophone population to reach numbers between 22% and 26%. This increase will be more apparent in the Central region, where half of the population comes from immigration.

¹¹ These data are not related to those of Immigration, Refugees and Citizenship Canada. They are based on the 2016 census and are cross-referenced with projections of Ontario's Francophones and different projection assumptions of the immigrant population, including those from Statistics Canada.

Chart 5



Of the 92,385 Francophone immigrants from the 2016 Census, a little more than half named French as their native language (57.4%). In all of Ontario’s regions, we are likely to see an increase in the proportion of the population with a mother tongue that is neither English nor French, although this would be more significant in the Toronto region.

This evolution, however, should have more impact on Anglophone immigration in the province than on the French. In all cases, the decrease in the number of immigrants with either French or English as a first language could influence the distribution of immigrants within the two linguistic groups.

The average distribution of immigrants by factors of age and gender observed over the last five years should remain constant. More than 85% of immigrants who settled in Ontario in 2015-2016 were between 0 and 44 years old.

SCHOOLS, CENTRES OF SETTLEMENT

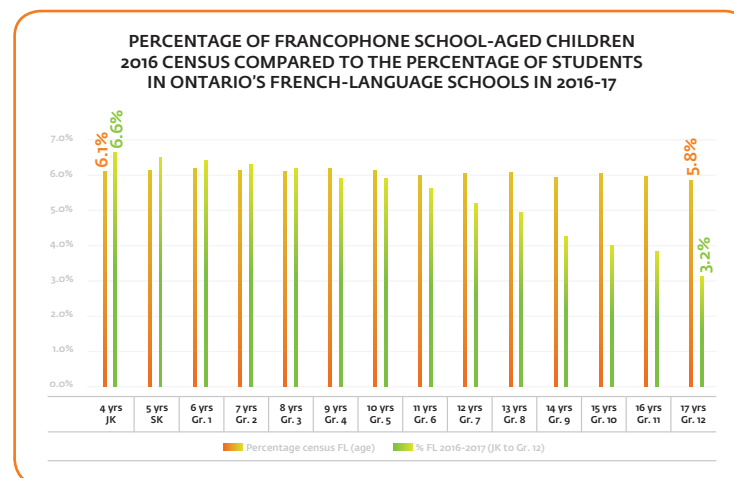
In order to prevent and counter negative linguistic mobility while ensuring the retention of the immigrant population, increased attention to the continuum of education is needed, starting with childcare services for children under the age of 4 all the way up to postsecondary education.

In the last few years, the promotion of French-language schools seems to have paid off. In 2016-2017,¹² attendance at French-language schools up to the grade three was slightly higher than the the potential pool of students for those age groups, which is the number of children with at least one parent with French as a first official spoken language. In 2011-2012, only pre-school and kindergarten classes reached such noteworthy proportions.

After consistent increase over the years, the proportion of children enrolled in French-language schools who were born outside of Canada appears to have stabilized at 7.9% since 2013-2014. Of the 8,150 students born abroad who were attending a French-language school in 2015-2016, 3,233 (40%) had arrived between 2011 and 2015. **Considering the growing number of Francophone immigrants who should be settling in Ontario by 2028, a specific strategy for the promotion of the continuum of education in French should be developed for that population category.**

While French-language school boards have modified their local admission policies in order to facilitate the integration into French-language schools of people born abroad, those policies and their promotion would benefit from being enhanced. In fact, it matters that the diversity of the Francophonie be equivalent to that of Ontario and that Francophone immigrants who have chosen to adopt French as their official language know that they are welcomed in these schools.

Chart 6



Source: Ministry of Education of Ontario (data by OnSis)

¹² Notes on the data in Chart 6: 1) Francophone children in the 2016 census are determined by the presence of at least one parent with French as the first official spoken language. 2) Grade 12 enrolment also includes students 18 years of age and older. 3) These data are from internal analyses from the Ministry of Education of Ontario (OnSis data).

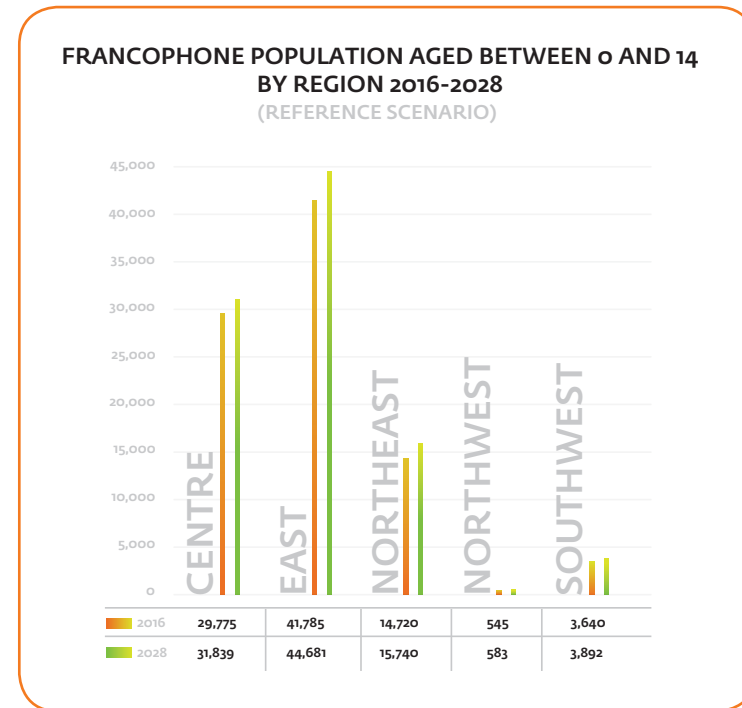
The rate of attrition in French language schools continue to be significant. This corresponds to Francophone students leaving the French-language system to continue their schooling in the English-language system. High school students are especially affected. In Grade 12, in 2016-2017, there were 3,000 fewer students enrolled in French-language schools than the estimated number of 17 year-olds who could attend these schools (number of children with at least one parent with French as first official language spoken).

Moreover, we know that students enrolled in an English-language school who have participated in a French immersion program tend to maintain their French-language skills gains longer than other students. Although the French immersion program (French-as-a-second- language program) encourages bilingualism within the Anglophone population, French-language education (French-as-a-first-language education) remains the best option for ensuring the linguistic security of Francophones and building welcoming communities for French-speaking immigrants.

In its report on education,¹³ the Office of the French Language Services Commissioner pointed out that the constitutional, legislative and regulatory provisions governing the education system in the official language of the minority set out the obligations of governments to provide school boards with the resources to provide an educational experience that is substantively equivalent to that of the majority for the entire province.

Such an experience refers to the teaching environment, the academic performance of students, their extracurricular activities and the time it takes them to travel from home to school. High-school attrition rates are particularly

Chart 7



¹³ French Language Services Commissioner. *When the most elementary becomes secondary: Homework Incomplete*. Follow-up on the report. Toronto, 2016, p. 27.

high in Toronto, a region that is experiencing demographic growth, but that also has an insufficient number of high schools, inferior-quality infrastructures and long travel times.

It was impossible to work out projections for age groups that correspond to academic progressions. However, these projections indicate that Francophones aged 0 to 14 would see their population increase from 90,465, in 2016, to 96,735, in 2028, according to the reference scenario.

These data represent an increase of approximately 6,000 children and students in the French-language child-care system and French-language schools.

This data suggests that the pool of students likely to attend postsecondary institutions would remain the same or shrink, given that the **number of people aged between 15 and 34 would go from 137,600, in 2016, to 134,092, in 2028, according to the reference scenario. All of the regions would be impacted by this decrease.**

However, the growing proportion of international students registered in postsecondary establishments should diminish the effects of these demographic projections, especially since the number of international students coming from French-speaking countries should see an increase.¹⁴

The Office of the Official Languages Commissioner specifies that the obligations linked to education in the language of the minority must extend to early childhood in that it constitutes a pool to be preserved, from which come the children of rights holders.¹⁵ Down the line of the learning continuum, the creation of the Université de l'Ontario français will solidify the supply and quality of the postsecondary academic experience. This new university could also positively influence the appeal of postsecondary education in French in the province. It is necessary to broaden the educational provisions for the entire education continuum and to strengthen the bridges laid between the different stages of that continuum to ensure the equality of the educational experience of Francophones in comparison to the rest of Ontario.

In short, the timidity with which the issues facing French-language schools are addressed, the lack of follow-up at the French-immigration continuum level and the still limited access to government services in French in areas designated under the *French Language Services Act* are negatively and simultaneously affecting the possibility of a demographic renewal of Francophone communities in Ontario.

¹⁴ R.A. Malatest and Associates Ltd., Market study for a French-language University in Central and Southwestern Ontario. Independent study commissioned by the Ministry of Advanced Education and Skills Development of Ontario. Toronto, 2017, p. 45.

¹⁵ Office of the Official Languages Commissioner. Early Childhood: Fostering the Vitality of Francophone Minority Communities. Ottawa, 2016, p.9.

In general, it will be of the outmost importance to increase the appeal of living in French in Ontario by promoting the public usage of this language and of the communities that speak it.



The projections are there – inescapable. It is important to act now. This course of action must be part of a concerted effort with community stakeholders, coordinated among ministerial and government partners, at once measurable and with clearly defined performance indicators. The government cannot intervene directly in homes to encourage exogamous couples to speak French at home. That said, it can work in some very specific areas, including the management of the education continuum. We must be able to offer very proactive options to families regarding French-language early years programs and services.

It is important to find specific solutions to the exodus from French language high schools to English-language schools, especially in the central region. And it is becoming imperative to increase the opportunities for French-language training at the postsecondary level, especially in regions like Central Ontario, where immigration is increasing the Francophone population.

There are multiple solutions, but they must be cohesive and involve many key ministries and offices, in particular Francophone Affairs, Health and Long-Term Care, Children, Community and Social Services, Education and Training, Colleges and Universities and Economic Development, Job Creation and Trade. The key community players and education partners know these problems very well and see what is coming.



RECOMMENDATION 1

The Commissioner is recommending that the Minister Responsible for Francophone Affairs, together with her Cabinet colleagues, analyze the issue of the anticipated decline in the proportion of Ontario's Francophone population and identify strategies to turn the tide or, at the very least, minimize its consequences.



FRANCOPHONE IMMIGRATION IN ONTARIO

Ontario is the major immigration hub in Canada. According to Statistic Canada's 2016 Census, more than half of the country's immigrants¹⁶ live in Ontario and make up close to a third of the province's population. In the context of provincial "competition" to attract and retain immigrants, excluding Quebec, Ontario is the province that is doing the best, with 70% of Francophone immigrants choosing to live there.¹⁷

Very early in his mandate, the Commissioner made immigration one of his priorities. Many of his annual reports contain numerous recommendations related to immigration. And for good reason, since the data always indicate significant scenarios and challenges.

By 2028, the proportion of immigrants making up the Francophone community will grow significantly to reach between 22% and 26%. Furthermore, according to the 2018-2028 projections, the regional gaps in terms of the number of Francophone immigrants hosted will remain. Francophone communities outside of the main centres, especially those in Northern Ontario, will not benefit from the impact of immigration on the vitality of their communities in the same way that urban areas in the Centre and the East will. This will only increase their demographic decline in the years to come. By comparing these data to those of the 2011 and 2016 censuses, we can see that this gap is already getting wider.

Ontario has progressed a lot over the last few years to set up measures to encourage Francophone immigration, but many challenges remain. In addition to key interventions from the main institutional players, the Franco-Ontarian community has strongly mobilized around this issue. The Fédération des communautés francophones et acadienne du Canada considers this issue to be one of the most important for Francophone minority communities.¹⁸ The various stakeholders are collaborating, particularly within the Francophone immigration networks set up in 2006.

¹⁶ The data used come from Statistics Canada's 2016 Census, based on the inclusive definition of Francophone (IDF).

¹⁷ French Language Services Commissioner, *Annual Report 2016-2017, Taking a Stand*, Toronto, 2017, p. 44.

¹⁸ Fédération des communautés francophones et acadienne du Canada, *Compte-rendu, 11^e journée de réflexion sur l'immigration francophone*, Moncton, 2017, p. 1.

STATISTICAL SNAPSHOT

The Francophone community is facing numerous demographic challenges. Immigration, therefore, seems to be the principal challenge for the vitality and the dynamism of the Franco-Ontarian community, whose face is ever changing. In 2016, 92,385 Francophone immigrants made up 15% of the Francophone population of Ontario (622,415¹⁹ Francophones, 4.7% of the population of Ontario). Among those, 16,045 (17.4%) are new immigrants.²⁰ Of all the Francophone immigrants, 63.5% are from a visible minority, and that number reaches 78.2% for new immigrants²¹.

However, the annual Francophone immigration rate does not reflect the demographic weight of the Franco-Ontarian community. In fact, since the establishment in 2012 of a 5% annual goal, this rate has seen many consecutive annual decreases: 3.4% in 2011, 3% in 2012, 2.5% in 2013, 2.2% in 2014, 1.9% in 2015 and a slight increase to 2.4% in 2016.²²

The former Ministry of Citizenship and Immigration of Ontario²³ identifies two main mitigating factors that have played a role in this drop: an increase in the total number of refugees and live-in caregivers, as well as a decrease in economic immigrants, which represent the principal immigration category for Francophones. Indeed, prior to 2011, 52.7% of Francophone immigration comes from the economic category, 22.3% are family-sponsored immigrants and 1.8% are from the other category. These numbers are respectively 50.6%, 20.8%, 25.4% and 3.2%, for the new immigrant population between 2011-2016.²⁴

The “immigration period” variable²⁵ offers a slightly different picture: at the moment, 2.4% of the province's total immigrant population is Francophone, but when it comes to new immigrants, this number goes up to 3.4%. These numbers do not reflect the demographic weight of the Franco-Ontarian community. By looking at the table below, we can see that the more recent the immigrant population, the higher the number of Francophones in that immigrant population.

¹⁹ There are slight variations between census data from the long and short censuses. The immigration data come from the long census, that is, from a sample. To calculate proportions, we use the number 622,415 Francophones, which is the reference unit for the long census according to Ontario's inclusive definition of Francophones. The variations in the proportions are very slight.

²⁰ In this text, the word “immigrants” refers to those who arrived between 2011 and 2016.

²¹ For more details on the status of visible minorities, see the Appendices.

²² For more details, see <http://ici.radio-canada.ca/nouvelle/811481/immigration-francophone-ontario> (accessed in March 2018).

²³ For more details, see https://www.reseausoutien.org/Forum2017/Presentations_%20Forum%202017/4Presentation_Astrid_Jacques.pdf (accessed in March 2018).

²⁴ For more details on the immigration categories, see Appendix 3.

²⁵ The “immigration period” variable, which refers to the period in which immigrants received their landed immigrant or permanent resident statuses for the first time, does not tell which province an immigrant settled in first. However, in the absence of census data prior to 2011 adapted to the IDF, this is an indicator that allows a comparison over time.

Table 3 : Immigrant Population by Immigration Period (Ontario)

	Total immigrant population	Francophone immigrant population	Proportion of the Francophone immigrant population in the total immigrant population
Before 1961	285,765	3,545	1.2%
1961 to 1970	344,630	5,600	1.6%
1971 to 1979	396,270	6,655	1.7%
1980 to 1990	565,070	11,315	2.0%
1991 to 2000	834,510	18,115	2.2%
2001 to 2010	953,735	31,105	3.3%
2011 to 2016	472,170	16,045	3.4%
Total	3,852,145	92,385	2.4%
Non-permanent residents	201,200	5,875	2.9%

Source: Statistics Canada, 2016 Population Census

To explain this difference between the annual immigration rates and the snapshot by immigration period, one might wonder whether interprovincial mobility has benefited Ontario. Among the 92,385 Francophone immigrants living in Ontario in 2016, 1,700 came from Quebec the previous year and 355 from other Canadian provinces. When we look at the mobility group, these numbers are 4,830 and 800 respectively, over the five previous years.

As for age groups,²⁶ the Francophone immigrant population is younger than the non-immigrant population, and that is even more accurate for new immigrants. In 2016, 15.9% of the non-immigrant Francophone population were aged 0 to 14, and 47.9% were aged 15 to 54.

The largest number of immigrants come from France (10.5%) and Haiti (8.5%). This is the same for new immigrants (11.3% and 10.9%). However, Africa constitutes the biggest Francophone immigration pool, with 36.1% of the Francophone immigrant population coming from that continent. That number goes up to 46.1% for new immigrants, in comparison to 26.2% and 18.1% for Europe. The main African countries that Francophone immigrants arrived from between 2011 to 2016 were the Congo (DRC) (8.8%), Cameroon (5.2%), Government of Mauritius (4.5%), Egypt (3.9%), Burundi (3.9%) and the Ivory Coast (3.6%).²⁷ According to trends, it would seem that African immigrants represent

²⁶ For more details on age groups, see Appendix 4.

²⁷ For more details on countries of origin, see Appendix 5.

the best potential, even while Europe remains a very interesting market. These data demonstrate the importance of targeted recruiting activities on both continents.

There are significant geographic disparities in the settlement of Francophone immigrants across Ontario, with a high concentration in the Eastern and Central regions (93.5% between them). In comparison, the Northeastern region, which accounts for 19.8% of Francophones in the province, only receives 1.2% of Francophone immigrants. The City of Ottawa (26,880 immigrants) and the Greater Toronto Area²⁸ (49,490 immigrants) receive 82.7% of Francophone immigrants.

Table 4: Francophone Immigrant Population by Region (Ontario, 2016)

	Ontario	Southwest	East	Central	Northwest	Northeast
Francophone population in the region	622,415	33,555	268,070	191,375	7,055	122,360
Francophone immigrant population	92,385	4,700	29,585	56,815	215	1,065
Proportion of immigrants within the region's Francophone population	15.0%	14.2%	11.2%	30.2%	3.1%	0.9%
Proportion of Francophone immigrants in the region, within the entire Francophone immigrant population of the province	100.0%	5.1%	32%	61.5%	0.2%	1.2%
Francophone immigrant population arrived in the area between 2011 and 2016	16,045	960	5,055	9,835	45	150
Proportion of Francophone immigrants in the region within the total Francophone immigrant population of the province (2011-2016)	100.0%	6.0%	31.5%	61.3%	0.3%	0.9%
Non-permanent residents	5,875	260	1,680	3,860	30	55

Source: Statistics Canada, 2016 Population Census.

²⁸ For the GTA, we used the census data for Toronto, Durham, Halton, Peel and York.

5.2

EDUCATION AND QUALIFICATIONS

Forty-six percent of the non-immigrant Francophone population do not have a certificate, diploma or university degree. This proportion is 28.9% among the Francophone immigrant population and 31% among new Francophone immigrants.²⁹ Furthermore, 14.8% of the Francophone immigrant population are facing a low-income situation compared with 7.6% of the non-immigrant Francophone population, which is very worrying.

On another note, 43.8% of foreign students who obtain a study permit in Canada come to Ontario.³⁰ Of those, between 2004 and 2015, 2.1% came from a country where French is an official language.³¹ During this same period, the number of study-permit holders coming from a Francophone country went from 930 to 1,900. The two main countries where those permit holders came from were France (21%) and Cameroon (12%). After Quebec, Ontario is the favorite destination for Francophone immigrants. Moreover, Ontario is the province with the greatest number of students from Burundi, Rwanda and Togo. This information is relevant when thinking about where to target future promotional efforts.

5.3

GOVERNANCE

Federal-provincial agreement

In the last few years, Ontario has been actively working on its bilateral relationships with the federal government. It co-chaired with Immigration, Refugees and Citizenship Canada (IRCC) the Express Entry Working Group that led to improvements in supporting Francophone candidates.³² In 2017, the province also signed a new Canada-Ontario Immigration Agreement to which an annex on French-speaking immigrants was added in 2018. The annex establishes joint priorities and common objectives in order to reach respective goals. The annex supports greater collaboration on immigration selection policies and better alignment of the settlement services offered by the two levels of government.

²⁹ For more details on fields of study of Francophone immigrants, see the appendices.

³⁰ *Supra* note 14, p. 72.

³¹ Language data are not available for foreign students. The country of origin variable is therefore the most relevant.

³² For further details : <https://www.ontario.ca/fr/page/groupe-dexpertes-et-experts-sur-limmigration-francophone-2015-2016> (page accessed in March 2018).

Without a doubt, Ontario can gain from the numerous initiatives developed by the federal government. Being subject to the obligations contained in *Official Languages Act*, the IRCC must adopt positive measures to encourage the vitality of minority official-languages communities. The *Mobilité francophone*³³ program is an example of such an initiative.

One of the tools for the province to recruit new immigrants is the Ontario Immigrant Nominee Program (OINP), which allows Ontario to nominate for permanent residence immigrants that meet the province's labour market needs. The nominated candidates may then apply for permanent residence directly to the IRCC, which makes the final decision.

Therefore, in order to have greater impact on Francophone immigration, the OINP should be expanded. Currently Ontario only has the opportunity to nominate up to 6,600 individuals per annum. This is a small percentage of the more than 110,000 immigrants who come to Ontario on an annual basis. The Ministry should continue to advocate with the federal government for an expansion to the OINP.

Despite that program, it is still IRCC that chooses the majority of immigrants who settle in Ontario.³⁴ In 2017, Ontario received an allocation of 6,000 designations under the OINP. That number was 5,500 in 2016, 5,200 in 2015, 2,500 in 2014 and 1,300 in 2013.³⁵

This led then Ontario's Minister of Citizenship and Immigration, to affirm that Ontario could never reach its goal of Francophone immigration "if the federal government doesn't reach its own."³⁶ On the other hand, it is in the federal government's interest that Ontario reach its goal since, outside of Quebec, it is in that province that most Francophone immigrants settle. Ontario's success would have an impact on meeting the national objective, and vice-versa. As per a recommendation of the Group of Experts on Francophone immigration, Ontario has everything to gain by encouraging the federal government to create specific areas for Francophone immigration in its programs.

It is true that the number of provincial nominees has increased over the last few years. However, those figures are still marginal in comparison with the total number of immigrants who come to Ontario each year. Moreover, the OINP remains the principal immigrant selection tool used by the province, which also relies on this pool to increase the number of Francophone immigrants who settle in Ontario. Consequently, the number of provincial nominees

33 For more details, see <https://www.canada.ca/fr/immigration-refugies-citoyennete/organisation/publications-guides/bulletins-guides-operationnels/residents-temporaires/travailleurs-etrangers/etude-impact-marche-travail/interets-canadiens-avantage-important-mobilite-francophone-r205a-code-dispense-c16.html> (accessed in March 2018).

34 For more details, see https://ouvert.canada.ca/data/fr/dataset/593e9165-c6ce-4f9b-b519-03d315f92cd4?_ga=2.210460498.675714379.1521049130-1010808444.1521049130 (accessed in March 2018).

35 Ministry of Citizenship and Immigration, *2018 Progress Report - Our Foundation for Tomorrow: Ontario's Immigration Strategy*. Toronto, 2017, p. 13.

36 For more details, see <http://ici.radio-canada.ca/nouvelle/1069321/nouvelle-entente-canada-ontario-sur-limmigration-avec-un-volet-francophone> (accessed in March 2018).

needs to be revised upward in order to meet one of the OINP's objectives, which is to support the development of official-language minority communities and regional development.

One of the objectives in Annex C of the recently published Canada-Ontario Immigration Agreement is, in fact, to "identify opportunities for increasing the number of French-speaking immigrants coming to Canada, and in particular to Ontario, in order to achieve the Parties' respective targets."

RECOMMENDATION 2

The Commissioner recommends that the Minister of Economic Development, Job Creation and Trade, in conjunction with the federal Minister of Immigration, Refugees and Citizenship, substantially increase the number of candidates that the province can nominate under the Ontario Immigrant Nominee Program so that the Program can achieve its objectives and truly contribute to the development and vitality of Ontario's Francophone communities in the coming decade.

Ontario's Leadership

By co-chairing numerous initiatives with IRCC, including the Ad Hoc Federal-Provincial-Territorial Working Group on Francophone Immigration, Ontario is taking on a leadership role. Moreover, it is in Toronto that the second joint forum between federal, provincial and territorial (FPT) ministers responsible for immigration and ministers responsible for the Canadian Francophonie was held on March 2, 2018. During that event, the FPT Action Plan for Increasing Francophone Immigration Outside of Quebec was launched.³⁷

The context is favourable for Ontario to position itself as a leader on this issue at the national level. In addition, these discussion forums are conducive to forging links with other provinces that make Francophone immigration a priority issue, as well as to sharing good practices.

³⁷ For more details, see <https://www.canada.ca/fr/immigration-refugies-citoyennete/organisation/publications-guides/plan-action-federal-provincial-territorial-immigration-francophone.html> (accessed in March 2018).

Emphasizing interdepartmental collaboration

Close collaboration between the Minister Responsible for Francophone Affairs and the Ministry of Economic Development, Job Creation and Trade is essential. One example of such an initiative is the delivery by OFA of the Francophone Lens training to MCI employees, to help staff see from a Francophone perspective when implementing policies and programs, as was recommended for public service employees in the Commissioner's previous annual report.

In response to the problem of ministries "working in silos" and the risk of overlaps (or gaps) that comes with it, the Government of Ontario established an Advisory Committee on Francophone Immigration in September 2017.³⁸ The committee's mandate is to advise the Ministry on the 13 recommendations of the Group of Experts. Co-chaired by the deputy ministers of former Citizenship and Immigration and of Francophone Affairs, it brings together IRCC's representatives, community stakeholders and representatives of numerous ministries such as Education, Municipal Affairs, and Training, Colleges and Universities. The proliferation of such initiatives clearly illustrates the public will to fully address the issue of Francophone immigration from a decidedly collaborative and participative perspective.

Beyond government players

In addition to government, many players are involved in the matter of immigration. Community organizations receive funding to offer welcoming, settlement and integration services. Impressions emerge from a recent map of Francophone immigration in the Atlantic that could be relevant for Ontario. The players differ greatly depending on their perspective (federal, provincial, municipal/local, community or from the immigrants themselves), their mission (public, community, private, etc.), their linguistic mandate, their position within the immigration continuum, (public decision-makers, networks, service providers), their area of intervention (immigration, health, etc.), their target clientele, and the type of intervention (public/private, formal/informal, occasional/regular, etc.). In this context, a coordinating role becomes crucial to avoid redundancies, circulate "success stories" and avoid repeating mistakes or "horror stories".³⁹

These findings highlight the potentially strategic role of Ontario's Francophone immigration networks. Networks, funded by the federal government, identify the needs and priorities of their respective regions. These networks

³⁸ For more details, see <http://reseaudunord.ca/wp-content/uploads/2017/11/8nov2017-Maci.pdf> (accessed in March 2018).

³⁹ Traisnel, C. and Guignard Noël, J., *Immigration francophone en Acadie de l'Atlantique : cartographie des lieux de l'immigration*, Canadian Institute for Research on Linguistic Minorities, 2017, p.80-86.

strengthen cooperation between community organizations, the private sector, public institutions and civil society.⁴⁰ Ontario is the only province with three Francophone immigration networks, one for the North, one for the Central Southwest and one for the Eastern part of the province.

5-4

STRATEGIES TO REFINE

Destination Ontario

Ontario has worked hard over the last few years on promoting itself and its appeal. Under the federal model, the former Ministry launched the Destination Ontario pilot project to promote the province to potential French-speaking future Canadians in Morocco. In February 2018, an Ontarian delegation went to Morocco to hold information sessions and conduct networking activities.

For future activities, the initiative should be renamed Destination Ontario français to put the emphasis on the French-language aspect. One model to follow could be Destination Acadie in the Atlantic.⁴¹ In 2018, the Société économique de l'Ontario was invited to be part of the Ontario delegation to provide further insight and supports prospective Francophone immigrants with respect to the Ontario⁴² labour market. In the future, it would be relevant to broaden this participation in order to include organizations from other areas and promote life in French in its entirety. Sending Destination Ontario into the Maghreb is certainly a good start, but it is not enough to reach the 5% goal.⁴³

Seizing opportunities

It is worth taking a step back in order to see global opportunities. Ontario is indeed a unique province in Canada and North America: it is the host to both Canada's capital and an international metropolis, all while being situated in the middle of the country and enjoying economic dynamism because of its proximity to the Great Lakes region.

40 Paquet, M. and Andrew, C., Les réseaux de soutien à l'immigration francophone de l'Ontario : résultats, adaptations et points de tension d'une expérience de gouvernance communautaire, In L. Cardinal and É. Forgues (dir.), *Gouvernance communautaire et innovations au sein de la francophonie néobrunswickoise et ontarienne*, Presses de l'Université Laval, Québec, p. 69-96.

41 For more details, see <http://vivreenacadie.ca/index.php/destination-acadie> (accessed in March 2018).

42 For more details : <https://l-express.ca/succes-de-destination-ontario-au-maroc/> (accessed in March 2018).

43 For more details, see <https://onfr.tfo.org/destination-ontario-au-maroc-et-en-algerie-quels-benefices/> (accessed in March 2018).

The province offers a truly multicultural context, since a third of the province's population is the result of immigration, a proportion that is continuing to grow over time. Ontario also offers a wide variety of host communities⁴⁴ that can answer the unique needs and expectations of newcomers. These are assets that the province can put forward when organizing promotional activities abroad.

Ontario could be more innovative in its recruiting and promoting efforts by, for example, exploring the potential that Sub-Saharan Africa represents. In fact, 37.5% of new Francophone immigrants to Ontario come from that region.⁴⁵ The table is set to maximize opportunities related to that promising pool of immigrants, in particular by organizing targeted campaigns. Canada (through *Destination Canada*), Quebec, New Brunswick and most provinces are primarily targeting the French, Belgian, Swiss and North African markets. But many studies show that the future of the global Francophonie also lies in Sub-Saharan Africa. Ontario must expand its role as a leader of the Francophonie outside Quebec and recruit in Sub-Saharan Africa.

Furthermore, according to a survey conducted with international students who attended one of the higher education institutions that are members of the Canadian Bureau for International Education,⁴⁶ applicants from this region were more likely to stay in the country (and thus in Ontario) compared with others who would be more likely to return to their home country.

Indeed, French is one of the most taught languages around the world, and not only in countries where French is an official language or the main language of education. The networks of French or Francophone institutions (*Alliance française*, *Mission laïque*, etc.), especially in places such as Latin America, would be good avenues to explore.

Establishing the Université de l'Ontario français

*The existence of a high-caliber French-language university in Toronto would be a determining factor in reaching this goal [5% target] in the future, through the recruitment of highly qualified faculty members from the Francophonie (Canadian and international), and through the recruitment of some of the most promising international students.*⁴⁷

– Dyane Adam

44 Belkhodja, C. and Traisnel, C., *Immigration and Official Language Minority Communities - Survey of Research of the Past Five Years from the Perspectives of the Communities, Government Institutions and Researchers*, Symposium de la recherche sur les langues officielles, Ottawa, 2011.

45 For more details on the countries of origin of Francophone immigrants, see the Appendices.

46 For more details, see <http://net.cbie.ca/download/CBIE-%20RECHERCHES%20EN%20BREF%203%20-%20%C3%89tudiants%20internationaux%20ofrancophones%20au%20Ca...pdf> (accessed in April 2018).

47 Report of the French-Language University Planning Board, *From Local Innovation to Global Excellence: Proposal for a French-Language University in Ontario*, p. 45.

This perspective must allow Ontario to diversify its offer of international caliber postsecondary education and attract new Francophone international students. Between 2016 and 2028, the number of study-permit holders coming from Francophone countries will be on the rise. It is estimated that between 15,318 and 16,850 permit holders will be studying in French in Ontario. According to the Adam report, a new French-language university in Toronto would host between 1,000 and 1,200 of these students.

These initiatives must also be accompanied by a stronger and more frequent presence at job fairs or other big events related to studies and higher education. In promoting to future students, it is important to push the idea of studying in French even while living in a mostly English-speaking environment conducive to learning that language.

French-Speaking Skilled Worker Stream

An important measure in promoting the recruitment of bilingual Francophone professionals is the Ontario Express Entry French-Speaking Skilled Worker Stream of the Ontario Immigrant Nominee Program.⁴⁸ This component seems to have had a very positive effect on the nomination of French-speaking candidates coming from the federal Express Entry system. The data seem to indicate a significant improvement on the recruitment and attraction of new Francophone immigrants through those programs.⁴⁹

Table 5: Nomination of French-Speaking Candidates within Ontario's Immigrant Nominee Program Framework

Francophone immigration 2017	# of nominations
Candidates nominated in the Ontario Express Entry French-Speaking Skilled Workers Stream	259
Candidates nominated in all other streams of the program that indicated French as their first language	7
Candidates nominated in all other streams of the program that indicated French as their preferred language of communication (excluding duplicates from above)	5
Total number of Francophone candidates nominated	271
Total number of candidates nominated in the Ontario Immigrant Nominee Program	6,508
Proportion of Francophone nominated candidates	4.2%

Source: Former Ministry of Citizenship and Immigration of Ontario

⁴⁸ For more details, see http://www.ontarioimmigration.ca/prodconsum/groups/csc/@oipp/documents/document/oi_fr_fssw_010517.pdf (accessed in March 2018).

⁴⁹ Due to the very recent nature of the data, it is not possible to know how many of these selected candidates have arrived. Moreover, since the IRCC does not calculate Francophones in the same way that the former Ministry of Citizenship and Immigration used to it, it is impossible to make comparisons over time or with the federal components.

The Ontario Express Entry French-Speaking Skilled Worker stream requires that candidates demonstrate a good command of English. This tends to exclude skilled Francophones who are not bilingual enough from this particular stream. However, English-language candidates to other streams of the program are not required to speak French, which creates an imbalance in the requirements. The program has had a certain popularity in 2017, and it is possible that the number of Francophone candidates would grow with the removal of the dual language requirement under the Ontario Express Entry French-Speaking Skilled Worker stream. It would be advisable to guide them towards linguistic training programs as soon as possible, according to their needs.

Quebec's Programme des travailleurs qualifiés⁵⁰ considers having one or more children part of the selection criteria and has included this factor in the scoresheet. This is an interesting initiative that could encourage the recruitment of entire families and which might be an interesting path for Ontario to take as well.

5.5

SETTLEMENT

Programs and services

The former Ministry of Citizenship and Immigration supports the provision of settlement services through community partners. The Newcomer Settlement Program provides funding to organizations that offer settlement and integration services to newcomers in English or French. The Ministry also supports the provision of specialized employment and training services through the Ontario Bridge Training Program. Bridge Training helps skilled immigrants access the labour market quickly at a level commensurate with their qualifications. Bridge Training services are delivered by community organizations, universities, colleges and regulators. Some Bridge Training projects are geared to francophone immigrants.

In addition, adult language-training programs allow eligible immigrants to take free English or French-as-a-second-Language (ESL/FSL) courses offered by school boards, colleges or community organizations. To be eligible, the newcomer's native language must not be English, which means that an English-speaking immigrant cannot take a French-as-a-second-language course.⁵¹ Other organizations also receive funding from CLIC and LINC. The federal government also funds the delivery of settlement, adult English/French as a second language training and employment services for immigrants and refugees, who are permanent residents. MCI funded services have broader eligibility criteria and extend services to naturalized Canadian citizens and refugee claimants, in addition to permanent residents.

⁵⁰ For more details, see <http://www.immigration-quebec.gouv.qc.ca/fr/immigrer-installer/travailleurs-permanents/conditions-requises/index.html> (accessed in April 2018).

⁵¹ For more details, see <https://www.ontario.ca/page/improve-your-english-and-french> (accessed in March 2018).

An important element that stands out from the Livre blanc of the Assemblée de la francophonie de l'Ontario⁵² is that “the funding formula based on the volume of immigrant intake is not appropriate for linguistic minority organizations.” Criteria based on the number of clients served corresponds to a majority context.

The funding method often leads to competition for grants between groups. Such a situation presents a risk in terms of good governance. Some organizations might be tempted not to refer clients to other organizations.

A lack of resources leads to incomplete welcoming and settlement services in French in numerous regions, which can make integration into the Francophone community even more difficult.⁵³ It is of great importance that French-language organizations receive adequate funding to provide a full range of services.

To do so, and as an example, the creation of a Francophone Immigrant Guide similar to a travel guide, would be a form of active offer to promote the various services and programs offered by the province, such as specific programs aimed at French-speaking immigrants, education in French, health services designated to provide services in French, etc. The information already exists, but is scattered across Ontario and customized for each organization. This kind of guide could be included in a welcome kit for all newcomers coming to Service Ontario to obtain a health card or driver's license.

5.6

INTEGRATION

Economic integration

Professional challenges are one of the biggest issues encountered by immigrants. In the case of employment,⁵⁴ there is a wage gap between immigrants and people born in Canada that cannot be explained by individual characteristics. This is even more pronounced among recent immigrants. There are also differences in employment rates. This information should be analyzed seriously and the situation of Francophone immigrants should be better understood in order to further adapt the employability services intended for them.

Another challenge is the recognition of qualifications earned abroad, especially in areas like health, governed by professional associations. “These challenges are even greater for Francophone immigrants. The obvious objective of those regulatory bodies is to protect the quality and excellence of the services offered by the members of the profession. Their general mandate is not to make it easier to practice their trades. It is rather the opposite”.⁵⁵

⁵² Assemblée de la francophonie de l'Ontario, *L'immigration francophone en Ontario, Livre blanc*, Ottawa, 2017, p. 17.

⁵³ *Ibid*, p. 15.

⁵⁴ Institute for competitiveness & prosperity, *Immigration Ontario, Achieving best outcomes for newcomers and the economy*, Toronto, 2017, p. 8.

⁵⁵ Consortium national de formation en santé, *Étude ciblée de la situation des diplômés internationaux en santé à Toronto et dans le Sud-ouest de l'Ontario*, Ottawa, 2010, p. 6.

On this subject, the Adam Report⁵⁶ stresses that the creation of a new university for French-speaking Ontario in Toronto is a good opportunity to develop new services for the recognition of professional skills acquired abroad.

Sociocultural integration

Professional integration does not automatically lead to integration within the Francophone community, but is rather a prerequisite. When an individual feels that they are a full member of the community, it is more likely that they will settle into that community for the long term.⁵⁷

The most recent studies on the subject of sociocultural integration show that the presence of Francophone organizations offering such services in French allows for better social inclusion of immigrants within Francophone minority communities than would translated or bilingual services offered through English organizations.⁵⁸ It therefore seems like a path to follow. The former Ministry already funds around 20 French-language service providers through its Multicultural Community Capacity Grant Program.⁵⁹

Along the same lines, social integration is often a crucial part of successful integration. It is therefore the entirety of the “institutional completeness” of Francophone communities that is at stake when it comes to settlement. Awareness of the issues of multiculturalism within communities and across all community systems must be encouraged.

5-7

RETENTION

In order to adopt adequate policies favouring retention, it is necessary to understand the strong trends that explain long-term settlement as well as departures. Regarding this, it would be appropriate to look at the model developed for the Francophones of Northern Canada⁶⁰ to create an evaluation grid relevant to Ontario. That grid considers the factors that affect the migratory trajectory of new Francophone immigrants. This model enables us to properly understand their trajectory, marked by mobility across the entire immigration continuum (from departure, or departure planning, until a more or less lasting settlement).

⁵⁶ *Supra* note 48.

⁵⁷ Benimmas, A. and al, *Le sentiment d'appartenance chez les immigrants francophones du N.-B.* Canadian Ethnic Studies, 2014, p. 87-120.

⁵⁸ Huot, S., *Francophone immigrant integration and neoliberal governance: The paradoxical role of community organizations*, Journal of Occupational Science, 2013, p. 326-341.

⁵⁹ For more details, see <https://www.ontario.ca/fr/page/subvention-de-renforcement-des-capacites-pour-la-communaute-multiculturelle> (accessed in April 2018).

⁶⁰ Traisnel, C., *Étude du profil des migrants et immigrants francophones dans les territoires du Nord canadien*, Université de Moncton, 2016.

A CONCERTED STRATEGY

There are 622,415 Francophones in Ontario, or 4.7% of the total population – Fifteen percent of them are from immigration, and that figure will continue to rise until 2028. Increasing the Francophone immigration rate in Ontario is therefore essential to maintaining the community's demographic weight in the province. The former Ministry of Citizenship and Immigration set a 5% Francophone immigration goal in 2012. However in 2016, the rate was 2.4%, well under the government's objective.

This reality requires that the government of Ontario act immediately. Ontario is in a position to become a leader, on the national level, on the issue of Francophone immigration. It co-chaired the Entrée express work group, the federal program to better support the selection of Francophone candidates, as well as successfully adding an Appendix on Francophone immigration to the Canada-Ontario Agreement in June 2017. It is understood that co-operation between all levels of government is critical in this matter.

Other important measures put in place by Ontario that should have an impact on increasing francophone immigration include Destination Ontario, a Morocco-based program which aims to attract Francophone candidates, the establishment of the Université de l'Ontario français and the Travailleurs qualifiés francophones initiative under the Ontario Immigration Nominee Program.

To help Francophone immigrants get established, the Ontario government must properly fund settlement community partners so that newly arrived Francophone immigrants have access to a complete range of information and services. Integration of these individuals must also be strengthened. For example, one major obstacle to full and successful integration is the lack of recognition of foreign professional credentials and the limited availability of triage training programs for Francophones. Finally, the government and other key stakeholders must create conditions conducive to fostering permanent retention.

⁶¹ For more details, see <http://www.cafi-nb.org/page-accueil/programme-de-retention-etudiants-internationaux/> (accessed in March 2018).

Numerous measures have been put into place to allow Ontario to reach its 5% goal in the next decade, and many opportunities are arising for the province. However, there doesn't seem to be a strong central idea – a planned and concerted policy – connecting these measures. The main result of such a concerted policy would be to mobilize all stakeholders and generate useful discussions among the players on the most important challenges on the ground.

Ontario must therefore develop an **interministerial plan** to clearly define and coordinate the roles of the various provincial ministries involved with Francophone immigration, and set goals for its relationship with the federal government. The Advisory Committee on Francophone Immigration, because of its interministerial scope described previously, could be mandated with the preparation of such a strategy. To develop it, the former Ministry could study the recommendations of the Group of Experts as well as the annual reports of the French Language Services Commissioner and the *Livre blanc* of the Assemblée de la francophonie de l'Ontario. Representatives of the Franco-Ontarian community, especially those working in the field of immigration, should be included in this process.

In short, the province already has many assets: the large reception centres for newcomers, a central position, a very rich employment market and a great diversity of host communities. It also benefits from its communication infrastructures with and its geographical proximity to the main French-speaking region in North America, i.e., Quebec.⁶² Ontario is also at the heart of Francophone immigration mobility and must seize the opportunities that come with it.



This broad portrait of Francophone immigration opens one's eyes to today's issues in which the government has the opportunity to intervene by 2028. In this section, the Commissioner makes seven recommendations that suggest ways to encourage or even accelerate Francophone immigration to Ontario.

This can certainly begin with Ontario's participation in the International Organisation of La Francophonie (OIF) to transform the image of French in Ontario (from a minority language to a major international language) and to develop or enrich collaborations with countries with a large Francophone population. According to the OIF's estimate, there will be approximately 700 million Francophones in the world by 2050 and about 85% of them will be in Africa.⁶³

⁶² Belkhodja, Chedly and Traisnel, Christophe, *op. cit.*

⁶³ For more detail, see <http://www.francophonie.org/IMG/pdf/SyntheseLangue-Francaise-2010.pdf> (accessed in March 2018).

In this regard, the Commissioner encourages the Ontario government to exert its role as a leader in this organization and the Francophonie authorities so that they adopt a mobility policy in the Francophonie (immigration, studies, tourism).

Last June's election was followed by a cabinet shuffle in which some ministries found themselves merged and others were abolished. This is the case with the former Ministry of Citizenship and Immigration, whose various divisions were assigned to three different ministries. For example, the Ministry of Children, Community and Social Services is now responsible for citizenship and immigration development policy, including newcomer and refugee resettlement. The Ministry of Economic Development, Job Creation and Trade is now responsible for the Ontario Immigrant Nominee Program while the Ministry of Training, Colleges and Universities is responsible for immigration training programs.

Similarly, the Commissioner hopes that existing initiatives can be reshaped to attract more Francophone immigrants.

RECOMMENDATION 3

The Commissioner recommends that the Minister of Economic Development, Job Creation and Trade:

- a. explicitly name the initiative "Destination Ontario français" to put the emphasis on the Francophone component;
- b. make "Destination Ontario français" a permanent initiative;
- c. include Francophone organizations with knowledge of the issues in the Ontario delegation; and
- d. consider current trends in terms of promising pools and networks for the recruitment of Francophone immigrants in order to accurately target promotional activities, especially in Sub Saharan Africa.

.....

If Francophone communities wish to receive more immigrants in the near future, public policies and effective initiatives must facilitate their adaptation to the local employment market. This is urgent. To do so, it is important to understand the areas of employment in which immigrants face the greatest challenges relating to the recognition of degrees and diplomas. It would also be relevant to determine the location of study of the immigrants facing the biggest challenges. The Commissioner therefore recommends that the Ministry conduct a study to better understand the impact of the location of study of Francophone newcomers on obtaining recognition of international credentials.

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RECOMMENDATION 4

The Commissioner recommends that the Minister of Training, Colleges and Universities:

- a. commission a study to better understand the challenges that French speaking immigrants face with regard to their integration into the job market and the potential impact of location of their studies on getting credential recognition;
- b. seize the opportunity offered by the creation of the “Université de l’Ontario français” in Toronto to establish new credential assessment services in French recognizing the education and work experience of immigrants, particularly through bridging courses developed in collaboration with professional associations.

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In order to better welcome Francophone immigrants, the Commissioner would like to see an easing of the language criteria. Funding of organizations must also be revisited to address the services offered to these new Francophone immigrants.

.....

RECOMMENDATION 5

The Commissioner recommends that the Minister of Economic Development, Job Creation and Trade:

- a. review the criteria of the Ontario Express Entry French Speaking Skilled Worker Stream to remove the requirement for French speaking candidates to speak English by 2019-2020. However, this should be accompanied by the communication of clear and accurate information for these candidates regarding the linguistic reality of Ontario and the language courses available;
- b. give additional points to French speaking candidates with children who want to immigrate to Ontario with their family.

RECOMMENDATION 6

The Commissioner recommends that the Minister of Children, Community and Social Services:

- a. review the funding formula for organizations that provide services so that it better reflects the reality of minority language organizations and decrease the weight given to the number of clients served;
- b. commission a study in 2018–2019 to analyze the supply of reception, settlement and integration services offered in French by Francophone organizations throughout the province, and evaluate where the needs and the gaps are. Such a study is essential to better inform prospective immigrants and clarify what is being offered.

RECOMMENDATION 7

The Commissioner recommends that the Minister of Government and Consumer Services, together with the Minister of Children, Community and Social Services and stakeholder organizations in the Francophone community, develop, in 2018–2019, a “Guide for the Francophone immigrant” to be included in a welcome kit given to all newcomers coming to Service Ontario to get a health card or driver’s license.

.....

Finally, on the basis of these principles of planning and coordination, the Commissioner also recommends that the Ministry of Children, Community and Social Services establish an administrative unit for Francophone Immigration within the Ministry in order to give itself the means to achieve its goals. The Ministries of Health and Long-Term Care and Education are examples. By working exclusively on the Francophone immigration file, staff assigned to this unit could ensure a follow-up of the Advisory Committee's recommendations and implementation of a future Francophone immigration strategy. They could also be responsible for systematically evaluating the Ministry's policies and programs through a Francophone lens. This would be a major innovation on this file. This new unit would focus on reassigning existing resources by bringing together all employees working on Francophone immigration to reach the 5% target.

.....

RECOMMENDATION 8

The Commissioner recommends that the Minister of Children, Community and Social Services:

- a. develop, by the end of March 2019, an effective strategy on Francophone Immigration for the promotion, recruitment, selection, settlement, integration, training and retention, including goals, specific actions and deadlines for each of these elements;
- b. include in this strategy a timetable for achieving and maintaining the 5% goal; and
- c. create within its Ministry an administrative unit for Francophone immigration.



AGING WITH DIGNITY
IN FRENCH

Addressing the issue of an aging population by projecting the size of Ontario's Francophone community to 2028 requires getting to the heart of the matter and its considerable impact on the health system and society as a whole.

Health care and services for seniors are often more complex and extend over a longer period. For Francophones, there is an additional area of complexity depending on the role played (patient, caregiver, professional, decision maker) and the region in which they live.

This complexity may nevertheless prove to be an asset for the province insofar as it tackles both equity and safety issues head on, and also promotes systemic and innovative people-centred approaches.

Dementia and social isolation will be treated as issues that affect a growing percentage of seniors, and dealing with them will require effective communication.

6.1

DEMENTIA

It is impossible to deal with aging without addressing dementia because rising life expectancy means an increase in the sorts of cognitive disorders that generally appear around 80 years of age.

Dementia is among the cognitive disorders whose diagnosis is based on signs and symptoms such as memory loss, trouble in performing everyday tasks or problems with language.⁶⁴

Alzheimer's disease affects between 60% and 80% of people with dementia.⁶⁵ It is therefore by far the most widespread of these disorders. Moreover, over half of people in long-term care have a form of dementia.⁶⁶ Focusing on this type of disease will therefore shine a light on public health, and the social and economic realities that will affect most Ontarians directly or indirectly.

⁶⁴ Alzheimer Society of Canada, *Prevalence and Monetary Costs of Dementia in Canada*. Toronto, 2016, p. 70.

⁶⁵ Feldman, H. and Carole A., Estabrooks, *The Canadian dementia challenge: ensuring optimal care and services for those at risk or with dementia throughout the country*. Canadian Journal of Public Health. 108 (1), 2017, p.95-97.

⁶⁶ Canadian Institute for Health Information (CIHI), Canadian Care Reporting System: Profile of Residents in Continuing Care Facilities 2015-2016. <https://www.cihi.ca/en/quick-stats>

The care and services provided to those with dementia vary widely, but are increasingly necessary. For example, doctors are consulted more frequently, more prescriptions are issued and there are twice as many visits to emergency or hospitalization. Likewise, over 90% of those diagnosed with dementia have at least two other chronic illnesses. As a result, one often hears people refer to “the domino effect of dementia”.^{67, 68, 69}

Table 6

Prevalence of cognitive disorders among Francophones aged 65 years and over ⁷⁰		
Region	2016	2028
Ontario	10,718	14,648
Central	2,916	3,986
Eastern	4,016	5,489
Northeast	2,651	3,623
Northwest	182	249
Southwest	952	1,301

65% of people diagnosed with dementia are women. This percentage is expected to decrease.

42% of people diagnosed with dementia are 85 years of age and older. This percentage is expected to increase.

Alzheimer Society of Ontario, 2012

67 Tranmer J. E., Croxford R., Coyte P.C, “Dementia in Ontario: Prevalence and Health Services Utilization”, Canadian Journal on Aging, 22 (4), 2003, p. 369-379.

68 Regional Geriatric Program of Toronto (2012). *Frequently Asked Questions about the Regional Geriatric Program of Toronto*.

69 Ministry of Health and Long-Term Care, Developing Ontario’s Dementia Strategy: Discussion Paper, Toronto, 2016, p. 60.

70 Prevalence is calculated on the basis of 2016 Census data and projections developed for this annual report. Cognitive disorder rates were provided by the Alzheimer Society of Canada (2016).

This domino effect will also have an impact on the caregivers of people with dementia, who are five times more likely than other kinds of caregivers to develop psychological distress.⁷¹

For Francophones, specific realities further complicate the situation because, generally speaking, access to health care, patient satisfaction and experience are negatively affected when there are language barriers.⁷²

Patients who encounter language barriers also tend to abandon treatment, and there is also a greater risk of adverse events.⁷³ Health risks increase when language is required to proceed with the patient's care, such as when the time comes to diagnose dementia, evaluate progress or specify related mental health disorders.

For many seniors, second language proficiency decreases with age.⁷⁴ Stressful conditions may be aggravating factors. Nevertheless, the decline in second language proficiency is worse for patients with dementia.

6.2

ISOLATION

While isolation among seniors is growing everywhere in Canada and around the world, the scale of the phenomenon, and approaches to dealing with it, are somewhat different for Francophones living in minority settings.

The Canadian Community Health Survey estimates that up to 16% of seniors live in social isolation. Isolation is believed to have a negative impact on health, and this increases the risk of depression, cardiovascular problems and a general decline in quality of life.⁷⁵

The most significant risk factors for isolation are often associated with living alone, having mental health problems or having a disability. However, being in an official-language minority community is also a recognized risk factor.^{76, 77}

⁷¹ Alzheimer Society of Ontario (August 2012). *Dementia Evidence Brief: Ontario*. Toronto.

⁷² Bowen, Sarah, *Impact des barrières linguistiques sur la sécurité des patients et la qualité des soins*, Report prepared for the Société santé en français, August 2015.

⁷³ Savard, J. et al., "Évaluation métrologique de la mesure de l'offre active de services sociaux et de santé en français en contexte minoritaire". *Reflets : Revue d'intervention sociale et communautaire*, 20(2), 2014, p. 83-122.

⁷⁴ Bowen, Sarah, *Op. cit.*

⁷⁵ Courtin, Emilie and Knapp, Martin, "Health and Wellbeing Consequences of Social Isolation in Old Age", National Institute for Health Research, 2014, p. 3.

⁷⁶ This report also states that "[translation] So far, there has been scarcely any research on the social isolation of seniors living in official-language communities, and the subject needs further investigation." (NSC, 2017, p. 16).

⁷⁷ National Seniors Council (NSC), *Who's at risk and what can be done about it? A review of the literature on the social isolation of different groups of seniors*, Government of Canada, 2017, p. 62.

An analysis of health surveys in Canadian communities (2001 to 2009) also revealed that Francophone seniors living in a minority setting are more likely to live in a rural area, with a lower income, a lower level of education and poorer perceived mental health.⁷⁸ These factors may contribute or combine to cause isolation among Francophone seniors.

Factors that reduce isolation include community support, living in a local community and having access to services and social interaction.⁷⁹ This public health issue therefore clearly requires action outside of the institutional framework and close alignment of a variety of public, community and private players.

6.3

THE FRANCOPHONE COMMUNITY AS A STAKEHOLDER

Citizen participation in the health system has been advocated in the form of “patient partner” principles that promote the inclusion of patients in planning and delivering services with a view to enhancing safety, quality and innovative solutions.⁸⁰ In Ontario, the *Patients First Act* takes a step in this direction by acknowledging the importance of patients’ voices in local care and services planning.

Nevertheless, Regulation 515/09, *Engagement With the Francophone Community Under Section 16 of the Act* explicitly recognizes the particular nature of this community. It also requests Francophone participation in care planning, within the structure of the French-language services planning entities (Entities) and collaboration with Local Health Integration Networks (LHINs). While the recent amendment to this Regulation would appear to imply greater recognition from LHINs and the Entities, from the standpoint of regional Francophone communities, its application at the local, institutional and service levels, particularly in highly minority settings, remains work in progress.

Different experiences need to be generalized in order to identify and specify the Francophone community’s role in the care continuum.

78 Bouchard, Louise L. et al, *The Health of the Francophone Population Aged 65 and over in Ontario. A region-by-region portrait based on the Canadian Community Health Survey (CCHS)*, Réseau de recherche appliquée sur la santé des francophones de l’Ontario, 2014, p. 48.

79 Dupuis-Blanchard, Suzanne et al, «Strategies for Aging in Place: The Experience of Language-Minority Seniors With Loss of Independence», *Global Qualitative Nursing Research*, 2 (2), 2015.

80 Canadian Patient Safety Institute, *Engaging Patients in Patient Safety – a Canadian Guide*, p. 77, <http://www.hqontario.ca/Portals/o/documents/pe/engaging-patients-in-patient-safety-en.pdf>

With a view to a more collaborative approach, the Guide de planification et de prestation des soins de longue durée en français⁸¹ makes community engagement one of the six attributes to be incorporated into an optimal French-language long-term care model for Ontario.

This means going well beyond mere consultation and moving towards a form of collaboration in care planning and organization that includes families, communities, care providers and other stakeholders. Montfort Hospital's track record with patient partners and the attention it has received for its Francophone expertise could also be put to effective use. It would also benefit from taking various forms:

(...) [translation] whether in terms of informing French language health or senior services; an organization's strategy, values, policies and programs; or getting patients, residents, families and caregivers involved in planning care and disease self-management.⁸²

However, these initiatives do not quite address the essence of the active-offer-of-service concept, in which, following the planning and delivery of services, the opinion of Francophones is sought to evaluate and enhance the quality of the services provided in French. But evaluation is a broader issue, insofar as the performance of designated agencies under the *French Language Services Act* is not always evaluated on an annual basis. A serious discussion on the safety and quality of care for Francophone seniors can be held only when a transparent evaluation of designated agencies that factors in the perspective of Francophone seniors becomes a reality and is incorporated into the annual evaluation of departments.

6.4

STANDARDIZED ACCESSIBLE LANGUAGE DATA

For many years now, taking the language variable into account⁸³ has been recognized as a critical issue in the experience of patients and their families. The efforts of the Entities have facilitated the identification and alignment of patients' language preferences with the language skills of the health professionals. The fact remains that these processes are only partial; for example, the Entities' websites do not quickly and systematically display information on services available in French.⁸⁴

81 Réseau franco-santé du Sud de l'Ontario, *Le Guide de planification et de prestation des soins de longue durée en français*, 2018, p. 106.

82 *Ibid*, p.11.

83 The linguistic variable refers to data that capture people's linguistic competencies, identity or preferences for the purpose of health-system planning.

84 Cardinal, L. et al, "*L'offre active de services de santé mentale en français en Ontario : données et enjeux*", *Minorités linguistiques et société*, (9), 2018, p. 74-99.

The vulnerability of seniors when they seek care reduces their confidence and even their ability to ask for help in French. The government's interest in determining the linguistic identity of people from the health card is the key to solving this problem, which nevertheless goes beyond the access points for which the health card is required. The Commissioner would like to congratulate the previous government for having said that it was determined to include the language variable as part of the planned renewal process for the health card.⁸⁵

Knowing that it will still take several years before the system is functional, the Entities and the LHINs need to work together to introduce effective ways of identifying the language profile of Francophone seniors, particularly those with dementia, to ensure that their care experiences, whether at home or elsewhere, are safe.

The Ministry of Health and Long Term Care has identified the enhancement of French Language Health Services (FLHS) data and reporting as a priority. In collaboration with the LHINs and Entities, the ministry is working to facilitate FLHS data collection across the province for the assessment of FLHS capacity and demand.

By doing so, the Ministry of Health and Long-Term Care and the Ministry of Children, Community and Social Services would be taking proactive action to standardize and generalize ways to determine the linguistic capabilities of professionals throughout the province. The expertise of Montfort Hospital could also be drawn upon to provide extensive Francophone and bilingual human resources planning.

The identification of these language variables needs to be built into the care protocols. The data should also be widely available to health care-system stakeholders for all kinds of care situations: from primary to palliative health care, from care in devitalized regions to care in cities, and from care for autonomous people to homecare.

There are many possible ways to respond. For example, the Ontario Telemedicine Network should make it possible for a family doctor to readily and systematically find a health specialist capable of working in French – which is not the case now. Online businesses that put health workers in touch with potential clients should also be required to properly capture the linguistic variables, by which we mean a genuine ability of professionals to serve people in French.

Beyond linking patients and professionals, the regular gathering of linguistic proficiency data should lead to a different way of planning health care. This new planning must consider Francophones who do not ask to be served in French: hence the vital importance of active offer and the introduction of the linguistic variable in the health card renewal process in order to create an environment conducive to Francophones being served in their language.

⁸⁵ Ontario Budget 2018. *A plan for wellness and the future*. p. 139.

6.5

LHINs will only be able to secure access to beds or homecare in French more easily if the stakeholders and professionals who can work in French are known, brought together in bilingual units or included in care approaches. The recruitment and retention of bilingual staff⁸⁶ could also become a part of standard practices set out in the agency designation process and evaluated annually.

And if the future Ontario dementia strategy were to include people with dementia in the decision-making process,⁸⁷ then this process could set out specific procedures for Francophones, including those used for end-of-life care.

COMMUNITIES FOR FRANCOPHONES

The physical and social environment in health care settings is important for mental and physical health, particularly for seniors, whose hospital stays can often be longer or who live in long-term care facilities.

Approximately half of people with dementia will spend time in a long-term care facility.⁸⁸ Currently, such facilities offer few services that are culturally and linguistically suited to Francophone communities. These services refer people to Francophone care units or beds that have bilingual human resources, display the visual identity of the Francophone community, and offer appropriate social and cultural activities.⁸⁹

Making adaptations like these will, of course, require giving due regard to the increasingly exogamous nature of families. Each LHIN will have to be responsible for making sure these services are available and, at the local level, ensuring the prioritized access to environments or beds reserved for Francophones — as is already the case at the Bendale Acres long-term care home in Toronto.

It is difficult to clearly and accurately identify the physical, or even virtual, areas where the presence of French is protected, even for designated agencies and services under the *French Language Services Act*, which, in turn, leads to major impediment to access, quality and safety of services. This becomes even more of a barrier when patients are becoming more dependent or vulnerable. While some organizations would benefit from increasing their level of bilingualism in all areas, for others, bilingualism would best be concentrated in smaller teams that are visible and identified.

⁸⁶ For further details: <http://hhrstrategy.ca>

⁸⁷ *Supra* note 72.

⁸⁸ Huyer, Greg, *Disease Trajectories and Transitions of Care for People with Dementia*, Ottawa, 2017, p. 44.

⁸⁹ Réseau franco-santé du Sud de l'Ontario *Op cit.*, and Réseau du Mieux-être Francophone du Nord de l'Ontario, *Étude de besoins sur les foyers de soins de longue durée dans la région du Nord-Ouest de l'Ontario*, Rapport remis au Réseau local d'intégration des services de santé du Nord-Ouest, 2017, p. 23.

There are already well-known ways of organizing and identifying even very limited spaces for providing living areas and care to Francophones in facilities and hospitals that are primarily Anglophone,⁹⁰ and these deserve to be made permanent. The best practices followed at the Bendale Acres long-term care home could be used as a model for elsewhere in Ontario.

6.6

AN INTEGRATED CARE APPROACH AND INTERPROFESSIONALISM

Caring for people with dementia requires comprehensive and coordinated approaches, as well as a vast continuum of services. This continuum begins with prevention practices and obtaining a diagnosis in a context in which people are generally reticent about the idea of receiving such a diagnosis, and in which early diagnoses may influence the quality of life for them and their families.

That being the case, studies have pointed to the importance of close monitoring, following a diagnosis, in order to reduce the risk of social isolation and of creating uncertainty or increased stress.⁹¹

In short, for these types of disease, integrated care and a comprehensive approach are both desirable and essential:

[translation] Coordinated care is the outcome of collaboration between the person affected, that person's caregivers, health care providers and community service providers, in developing a plan to deliver appropriate care.⁹²

It is therefore essential to establish multidisciplinary integrated teams on a regional basis in every LHIN.

Toronto's regional geriatrics program, or the primary care-based memory clinics⁹³ introduced in Ontario, recommend the creation of environments in which care is integrated. The memory clinics in particular are the best models because they can bring together interdisciplinary professional bilingual teams within a specific clinic to cover large areas (e.g., regional) while at the same time prioritizing Francophone patients. Hence each region could have its own bilingual memory clinic primarily for Francophone patients, like the model developed by Entity 4 and Reflet Salvéo.

⁹⁰ For further details, see <http://santefrancais.ca/>

⁹¹ Alzheimer's Disease International. *The global impact of dementia: an analysis of prevalence, incidence, cost and trends, in World*. Alzheimer Report. London: International, ADI, 2015.

⁹² *Supra* note 72.

⁹³ Lee, L. et al., *Enhancing Dementia Care: A Primary Care-Based Memory Clinic*. *Journal of the American Geriatrics Society*, 58 (11), 2010, p. 2197-2204.

Navigation services are also known to reduce inequities in accessing health services, particularly for vulnerable populations.⁹⁴ These navigation services are essential for seniors in a minority linguistic context.⁹⁵ Here again, there are existing models, such as the French Language System Navigation Services in the North Simcoe Muskoka region. These could be replicated for each LHIN in a designated region with provisions for a specific approach for seniors, with technological support and special training for navigators.

Given that most seniors want to remain in their community for as long as possible, homecare could easily become the preferred approach for people with dementia to end of life.⁹⁶ If this approach is to be adopted, the Ministry of Health and Long-Term Care would nevertheless have to innovate, particularly in the use of technology and human resources, while providing a specifically Francophone navigation system for senior home care.

RECOMMENDATION 9

The Commissioner recommends that the Ministry of Seniors and Accessibility in partnership with the ministries of Health and Long Term Care, Children, Community and Social Services, and the Office of Francophone Affairs focus on measurable objectives to be achieved and concrete approaches to dealing with the aging of Ontario's Francophone population.

94 Feather Janice, Carter Nancy, Valaitis, Ruta, Kirkpatrick, Helen, «A narrative evaluation of a community-based nurse navigation role in an urban at-risk community». *Journal of Advanced Nursing*, 73 (12), 2017, p. 2997-3006.

95 Carboneau, C and Drolet, M, "La trajectoire des services sociaux et de santé d'âînés atteints d'une démence vivant en contexte francophone minoritaire : un engagement de multiples piliers durant une navigation complexe", *Reflets: Revue d'intervention sociale et communautaire*, 20 (2), 2014, p. 220-233.

96 Samus Quincy M. et al., "Home is where the future is: The BrightFocus Foundation consensus panel on dementia care *Alzheimer's & Dementia*", *The Journal of the Alzheimer's Association*, 14 (1), 2018, p.104-114.



PRODUCTION AND
DISSEMINATION OF FRENCH-
LANGUAGE DIGITAL CONTENT

In Ontario and Canada, the local media are losing audiences and revenue to multinationals with considerably more financial clout that are not subject to the same regulatory obligations. Print media are being particularly hard hit by this hemorrhage. Social media further exacerbate the problem because they have become a major source of information for consumers. In this environment, 244 local Canadian news media companies have closed their doors since 2008.⁹⁷

The stakes are enormous. The prosperity of the Ontarian Francophonie is at risk.

Not only that, but advertising in Ontario Francophone media by government departments and agencies has generated many complaints ever since the Office of the French Language Services Commissioner was established. These complaints are about the failure to comply with Ontario's *French Language Services Act* and the Communications in French Directive and Guidelines. The growing number of complaints in recent years shows that the problem is now systemic. The Commissioner can therefore not consider them to be isolated cases.

This is what led to the publication of the Commissioner's investigation report *A Directive Without Direction*, in 2018.⁹⁸

The local media crisis is being felt across Canada. About 90% of Canadian online advertising revenue is being exported to foreign platforms and sites, two-thirds of which is going to American digital platforms like Google, YouTube and Facebook.⁹⁹ Not only that, but advertisers are shifting a growing portion of their advertising budgets to digital media, at the expense of traditional Canadian media, whose advertising revenue, except for outdoor advertising companies, is plummeting. The media that have been the hardest hit are daily and weekly (community) newspapers, and Canadian magazines.¹⁰⁰

97 Lindgren, April, *How Ottawa should spend its \$50 million to support local news*, Ryerson Journalism Research Centre, 13 April 2018. Available online at <http://ryersonjournalism.ca/tag/local-news-map/>

98 Office of the French Language Services Commissioner of Ontario, *A Directive without Direction: Challenges of Advertising in the Francophone media of Ontario*. April 2018. Available online at http://csfontario.ca/wp-content/uploads/2018/04/OFLSC-280320-Advertising-Report_ENG_Finale_2018-04-13.pdf.

99 Miller P., and Keeble D., *The Deductibility of Foreign Internet Advertising*, Friends of Broadcasting, January 2017, p. 8. Available online at <http://www.les-amis.ca/information/document-de-politique-generale/14386>

100 Le centre d'études sur les médias (CEM), *Données Financières*, Université Laval, p. 1, Updated in February 2018. Available online at <http://www.cem.ulaval.ca/pdf/Donneesfinancieres.pdf>

Table 7: Evolution of Advertising Revenue by Media

Media	Rate between 2011 2016
Television	-9.6
Newspapers	- 43.2
Radio	-3.2
Weeklies (community newspapers)	-27.8
Magazines	-26.8
Signage	17.6
Internet	122.8
TOTAL	8.8

The crisis is even more serious for media and community newspapers for Francophones in minority settings. They are more vulnerable than the mass media to a decline in advertising revenue and to the erosion of their readership. Their financial instability is further aggravated by the significant decline in government spending on advertising in Ontario's Francophone media.

Their readership is further eroded because adult Francophones in Ontario turn mainly to English-language cultural media.¹⁰¹ They have access to a wide range of content and can make themselves readily understood by their unilingual Anglophone friends on their social networks. By 2011, 39% of Franco-Ontarians over the age of 18 regularly used English, and 25% made equal use of English and French on social media.¹⁰² Since then, the penetration rate of mobile devices has continued to grow, particularly among young people, who are very active on social networks like Snapchat and Instagram, and major consumers of content (e.g., YouTube). It is therefore only to be expected that Franco-Ontarian consumption of English-language media should have risen since 2011.

All of the factors mentioned in this section will contribute significantly to weakening Ontario's Francophone communities unless steps are taken to counter them. French language media and content are indeed essential to identity-building and to the growth of minority-language communities.

¹⁰¹ Lavoie, É. and Houle R, Language practices of children in francophone families living in a minority linguistic environment, Statistics Canada, catalogue N° 89-642-x2015012, ISBN 978-o-660-03794-3, p. 7. Available online at <http://www.statcan.gc.ca/pub/89-642-x/89-642-x2015012-fra.pdf>.

¹⁰² Alliance des Médias `Minoritaires, *Parlons médias, Étude sur les habitudes médias des communautés francophones en situation minoritaire, Faits saillants : Communautés francophones Ontario*, March 2012, p. 10. Available online at http://www.parlonsmedias.ca/wp-content/uploads/2012/04/AMM_Rapport-regional_Ontario_WebF.pdf#.



[translation] The presence of media activates and reactivates a community's vitality. The stronger it is, the more the people in the minority, whether Francophones or Anglophones, believe in the vitality of their community, the more they are willing to support efforts to preserve it, and the more they believe in the importance of using their language in everyday life.¹⁰³

CURRENT CHALLENGES

Increasingly tight budgets and audience erosion are creating a vicious circle in Ontario's French-language private and community media. It is leading to a decline in the quality of their services and could even cause many to close. The less advertising revenue they generate, the less they will have the funds needed to produce and promote their content, and the less attractive they will become to Ontario Francophones, Francophiles and advertisers.

Declining advertising revenue is occurring at the same time as the traditional media are being forced to make a dramatic shift to digital. Public broadcasters TFO and RadioCanada have already begun to make the crucial transition and are asking governments for support.^{104, 105} Private and not-for-profit media must also modernize and innovate without necessarily having the expertise needed to do so.

The fact is that this modernization process goes well beyond the technical aspects of producing and distributing content on various digital platforms. It also means acquiring expertise in data analysis, digital audience marketing and development, selling digital solutions to advertisers, creating content in various formats that can be used with the specific features of a variety of distribution platforms and, of course, user expectations.

French-language media in Ontario are being forced to deal with the strong trends affecting the entire media industry. It is naive to think that the laws of the marketplace alone will enable them to strengthen their financial position, modernize, innovate and remain relevant producers of French-language content. The challenge will be to come up with solutions that generate long-term success for Ontario's Francophone media ecosystem.

¹⁰³ Bernier, C., Laflamme, S., Lafrenière, S., *L'effet de la disponibilité des médias et de la densité de la population minoritaire sur la langue d'exposition aux médias, La francophonie canadienne en mouvement : continuité ou rupture?*, Numéro 3, 2013, p. 139. Available online at <https://www.erudit.org/fr/revues/minling/2013-n3-minlingo661/1023803ar.pdf>.

¹⁰⁴ Groupe Média TFO, *Numérique Éducatif Francophone*, 2017. Available online at <https://www.groupemediatfo.org/numerique-educatif-francophone/>

¹⁰⁵ CBC/Radio-Canada, *Corporate Plan Summary 2017-2018 to 2021-2022*. Available online at http://www.cbc.radio-canada.ca/_files/cbcrcc/documents/corporate-plan/2017-18-2021-22-corp-plan-summary-en.pdf

EVOLUTION OF THE MEDIA LANDSCAPE

French-language-media viability in Ontario will be tested by the faster pace of technological change over the coming years. Some are already predicting that artificial intelligence will generate 90% of the information read by the general public by 2025. Less dramatically, it has been predicted that artificial intelligence will do the repetitive work required of journalists and reposition them to perform higher added-value tasks.¹⁰⁶ Others claim that blockchain technology¹⁰⁷ will transform the management of rights and residuals, facilitate participatory funding of content, do away with middlemen in the selling of digital advertising and help reduce content piracy.¹⁰⁸ In short, the challenges raised by rapid technological transformations will be enormous. They will require repeated investments, ongoing training, and robust strategic and operational resiliency.

All the efforts deployed to improve Ontario's French-language-media content will fail to meet the hoped-for results unless demand is heavily stimulated. A major challenge over the next decade will therefore be to increase the size and engagement of French-language-media audiences in Ontario. These media will face unbelievably stiff competition from the English-language media of which Franco-Ontarians are so fond.

Furthermore, the face of Franco-Ontarian diversity is changing the very nature of supply and demand for content. Franco-Ontarians are no longer a homogeneous group in terms of their ethnic, cultural, demographic and regional diversity. Waves of immigration over the next decade will further accentuate this trend. Accordingly, Ontario Francophones will be increasingly segmented, and their sources of information as varied as they are global. Reaching them and getting them to engage in their multiplicity will remain a challenge. This Franco-Ontarian evolution will become a catalyst for innovation and could give rise to new French-language-media voices in Ontario.

¹⁰⁶ Télécoms, Média, Innovation & Stratégies Digitales par Sia Partners, *L'intelligence artificielle bouleverse-t-elle l'industrie des médias ?*, 1 December 2017. Available online: <http://telecom.sia-partners.com/IA-et-media>

¹⁰⁷ A technology that can store digital information securely and transparently without a central control agency. All commuters in a blockchain have a copy of a general ledger that authenticates transactions.

¹⁰⁸ Forbes, *How Blockchain Could Start To Make Waves In Media And Entertainment In 2018*, January 4 2018. Available online at <https://www.forbes.com/sites/nelsongranados/2018/01/04/what-blockchain-has-in-store-for-media-and-entertainment-in-2018/#5f57c93f71f4>

POSSIBLE SOLUTIONS

The vulnerability of the French-language media in Ontario, and of Canadian media generally, has generated considerable serious debate in recent years. Stakeholders like the Assemblée de la francophonie de l'Ontario, the Public Policy Forum, the Friends of Canadian Broadcasting, the stakeholders that contributed to the work of the House of Commons Standing Committee on Canadian Heritage and several others, have looked at the issues and come up with a range of recommendations to address the situation.^{109, 110, 111, 112}

The time for action is now.

In its *Action Plan for Official Languages — 2018-2023*,¹¹³ the federal government recently announced \$14.5 million in new funds for community media capacity-building. The government of Ontario must indisputably play a key role in implementing solutions, but it cannot do it alone. Lasting solutions will require contributions from all media-sector stakeholders because of its many dimensions. Also essential is the determination to modernize as well as an unprecedented level of collaboration among the stakeholders.

Nevertheless, the Government of Ontario is the public protector of the French language in the province. Accordingly, it has a leadership role to play not only in curbing the deterioration of the French-language-media ecosystem in Ontario but most importantly in maintaining its vitality.

The Commissioner believes that in the short term, steps must be taken to counter the negative impact of the decline in advertising revenue on the viability of French-language-media in Ontario. As has been pointed out repeatedly, the Ontario government is partly responsible for this decline in revenue because of the many government ministries and agencies that fail to publish their communications in French in the French-language media.

¹⁰⁹ Assemblée de la francophonie de l'Ontario, *Livre blanc : Les Médias francophones en Ontario*, Septembre 2017, p. 34-36. Available online at https://monassemblee.ca/wp-content/uploads/2017/09/LivreBlanc-Media-2017_09_20.pdf

¹¹⁰ Public Policy Forum, *The Shattered Mirror: News, Democracy and Trust in the Digital Age*, January 2017, p. 86. Available on line at <https://www.ppforum.ca/publications/shattered-mirror-news-democracy-trust-digital-age/>

¹¹¹ Peter Miller and David Keeble, *op. cit.*

¹¹² House of Commons Canada, *DISRUPTION: Change and Churning in Canada's Media Landscape*, June 2017, Report of the Standing Committee on Canadian Heritage, 42nd Parliament, 1st session, p. 83 to 86. Available online at <https://www.ourcommons.ca/DocumentViewer/en/42-1/CHPC/report-6>

¹¹³ *Supra* note 16.



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Its terms of reference would be to develop, prioritize and recommend concrete, achievable and measurable courses of action for the development and sustainability of the Francophone media in Ontario.

The committee would include representatives from the various government ministries and agencies concerned, as well as sector stakeholders and experts.

It would begin its work in the current fiscal year under the authority of the Office of Francophone Affairs.

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THE COMMISSIONER FURTHER RECOMMENDS:

- amendments to the Communications in French Guidelines to include 1) an accountability mechanism and 2) the obligations pertaining to communications in French in the Advertising Content Directive and any other directives;
- adoption of a regulation on communications in French in 2018-2019;
- the annual publication of a report on the compliance rate with the new amended regulations and guidelines, beginning in 2019-2020;
- development of a new media brief model¹¹⁴ that clearly enforces compliance with the regulatory framework; and
- training for employees and heads of communications sections in the public service and in advertising agencies on a regular and periodic basis, accompanied, as of 2019, by a report on the number of public servants and agencies trained.
- the introduction of a pilot Ontario French language media financial support program; and
- the introduction of measures to stimulate the production and consumption of French language digital content by young people.

¹¹⁴ A media brief is a type of guide to help advertising agencies comply with the requirements and limitations established by a communications section of a government ministry or agency.

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Furthermore, the Commissioner recommends that the government consider the following steps for the survival and development of the province's French-language media:

- **The introduction of a pilot Ontario French-language-media financial-support program.** The program would involve two phases:

The "financial stabilization" phase:

- reasonable contributions to stabilize the core financing of recipients;
- conditional funding in support of a sound, viable and measurable business plan;
- performance indicators that would be evaluated on an annual basis; and
- a focus on the most vulnerable media, mainly news and community media.

The "digital modernization and innovation" phase:

- support for projects with strong potential for a positive impact on the development of recipients;
- openness to a wide range of projects, on condition that applicants can demonstrate and measure their added value. This could involve content production and deployment initiatives on different digital platforms, the acquisition of cloud services and technology, the introduction of data-analysis processes and tools, training, digital audience development projects, etc.;
- performance indicators to be evaluated at the end of each project; and
- a focus on established media and fast-growing new media.

This pilot program would be developed under the authority of the Minister Responsible for Francophone Affairs advisory committee, which would also be responsible for evaluating the results of the program and for making recommendations on its possible extension.

- **The introduction of measures to stimulate the production and consumption of French-language content for young people.** *The following initiatives would be explored or strengthened:*

- *regular consultations (social media groups, school tours, roundtables, etc.) of young people about their interests and media consumption habits;*
- *measures to encourage French language school boards to support student media and extracurricular/school activities involving the production of French-language content; and*
- *collaboration between French-language media and schools to provide students with guidance on how to create French-language content and how to obtain exposure for their productions.*

All of the above would align perfectly with the current deliberations of the Ministry of Education and education stakeholders on the core competencies required to prepare young people for the future labour market.





DIGITAL TRANSFORMATION
OF THE GOVERNMENT.
CITIZEN RELATIONSHIP

The province is in the process of developing its first Digital Government Action Plan, which intends to capitalize on digital technology. About 80% of the province's 622,415 Francophones live in the 26 areas designated under the *French Language Services Act*.¹¹⁵ The others (20%) must often travel long distances for essential government services, or simply do not obtain services in French. For the Commissioner, this is an opportunity to exploit digital technology and address significant shortcomings in government services for Francophones.

The optimal implementation of digital services by the Ontario government could offer Francophones a broad range of advantages. Digital systems could increase access to information in French in places where a variety of services can be accessed in French through user-friendly portals. They also optimize taxpayers' money: according to a study in the United Kingdom, the average cost of digital transactions is 50 times lower than in-person service, 30 times cheaper than service by mail and 20 times cheaper than service by telephone.

A study by the Government of Canada also revealed that the cost of an online transaction was just 13 cents, compared to \$28.80 for an in-person transaction and \$11.69 for a transaction by telephone.¹¹⁶ Expansion of digital services therefore offers the opportunity to overcome expensive obstacles related to the increased availability of services, including those offered in French.

Expansion of digital services also makes it possible to greatly improve the quality of government services by integrating citizens' feedback. Digital services offer the same level of service to all users and enable the government to respond to concerns more quickly to improve citizens' experience. Also, digital services can be personalized according to the needs and situations of geographic communities or specific language groups. The recent deployment of the Office of the French Language Services Commissioner's complaint resolution portal is an example of this improved efficiency. The City of Toronto's customer service call centre, which uses analysis features on conversations and texts to identify key trends, assess performance and improve programs, is another example.¹¹⁷

¹¹⁵ For more details, see <https://www.ontario.ca/page/government-services-french>

¹¹⁶ Mowat Report, p. 21.

¹¹⁷ *Ibid*, p.33.

CHALLENGES FACED

In the case of French-language digital services in Ontario, an approach could be doomed to fail, in general, if digital systems are deployed (for example, for health services) without recognizing the cultural and language differences within communities, or without responding to Francophones' specific health-related knowledge needs. Although such an approach could lead to marginal gains, it does not give the same transformational results that digital transformation would be able to create. Similarly, other jurisdictions have had difficulty moving away from obsolete information technology (IT) infrastructure to adopt modern systems.¹¹⁸

The absence of a linguistic identifier on traditional pieces of identification (like the driver's licence and health card) is an example of a potential barrier to maximizing benefits through digital systems. The use of mass data to plan public services requires the establishment of a linguistic identifier to address the issues involved and to provide appropriate health and social services to linguistic minorities. This is also one of the key recommendations in the report by the Société Santé en français entitled *Destination Santé 2018*: [translation] "to promote inclusion and the collection of linguistic variables on clients and professionals in national, provincial and local databases so that the systems measure, consider and respond to Francophones' needs".¹¹⁹

Bureaucracy and risk-averse culture

Another potential obstacle to the digital government's success is the risk-averse culture prevalent in the public service, especially because of a complex bureaucracy and legislative barriers. For example, the *Regulatory Modernization Act, 2007*, establishes a process that enables ministries to collaborate and share administrative data. However, it requires a lot of paperwork and manager approval to exchange data. Similarly, Ontario's *Freedom of Information and Protection of Privacy Act* provides guidelines on what the government can and cannot do with the information that it has. Although these laws are essential for protecting information, they can discourage officials from seeking new information and from sharing data with other ministries to develop relevant and innovative programs and policies.¹²⁰

¹¹⁸ *Ibid.*, p. 27.

¹¹⁹ For more details, see http://santefrançais.ca/wp-content/uploads/Destination2018_Veng_Vprint.pdf, p. 14.

¹²⁰ *Mowat Report*, p. 36.

Personalized content

Digital services must go beyond simple literal translations and take into account Francophones' needs and the unique issues that they face, collectively as well as individually, when it comes to accessing public services. Otherwise, they could feel even more excluded based on the impersonal nature of Web services. This is particularly critical in the case of health services. The use of automatic translation, without oversight or quality control, could create additional risks in matters related to accessing health information.

Therefore, the establishment of personalized French-language services requires collaboration with Francophone community partners to design services by relying on the needs and priorities of Francophone communities. Also, it will be essential to develop strong complementary mechanisms for providing adequate government services in French to vulnerable populations who do not have access to digital services. These include numerous rural and remote communities in northern Ontario that do not yet benefit from affordable access to high-speed Internet.¹²¹ The elderly and newcomers could also be disadvantaged by digital systems because of a possible lack of digital skills.

Access to real-time information

Real-time updates can marginalize French-speaking citizens if they do not offer the same level of timely and high-quality access to information in French. Because automatic translation could result in the dissemination of inaccurate information, it would be essential that the e-government ensure that real-time updates are accessible to all citizens, including Francophones, and that the content is accurately translated or even adapted. To do this, the ministries' communication units must ensure that automatic translation is used alongside specialized Francophone personnel responsible for monitoring its content. It would also be essential to create flexible communication and feedback systems to rapidly respond to citizens' questions and to promptly make available the information sought in French.

The availability of government data in French is another significant concern. The data publication process outlined in the Open Data Directive indicates that datasets are to be published in the language in which they were collected, with no translation requirements, with all supporting materials made available in English and French. An approach such as this can create barriers for Francophone citizens to access government data and use that data as evidence in developing initiatives.

¹²¹ <http://www.northernpolicy.ca/article/the-digital-divide-internet-access-in-northern-ontario-26289.asp>

Inadequate oversight and evaluation

Surprisingly, in Canada, the federal and provincial governments spend more time and money on measuring performance programs and services than other governments in the world. Moreover, the evaluation processes that are used to determine whether or not policies and programs operate efficiently are not strict enough.¹²² It will therefore be essential to allocate sufficient resources to oversight and evaluation efforts to improve the services offered on an ongoing basis. A key element of this evaluation must include monitoring the repercussions of digital services, including their costs and advantages for Ontario Francophones. The process for evaluating the quality of French-language services provided by designated agencies and other transfer payment agencies does not adequately reflect this element.

8.2

IMPROVEMENT FACTORS

In order to ensure that digital government services remain efficient and inclusive, the following factors must be taken into account.

Collaboration

Digital transformation will maximize benefits when public servants identify common issues, anticipate challenges, and share what they learn with each other. Also, to ensure the relevance of digital services in French, all public servants involved in digital-service implementation must be trained on the requirements of the *French Language Services Act* and apply the Francophone lens to develop and provide digital public services. It is also essential that there be a sufficient number of Francophone public servants qualified to anticipate the challenges and address the opportunities to improve government services in French.

Citizens' feedback

Digital services enable citizens to provide immediate feedback to the government. The government can then analyze the mass data to identify the usage patterns and oversee the efficiency of services.

¹²² Mowat report, p. 30.

Also, the social aspect of digital services must be used to engage citizens to participate in digital consultations. When digital consultation systems are designed, we must ensure that they are accessible in French and include Francophones. During in-person consultations, citizens living in remote areas often feel excluded and disconnected from other citizens. Digital consultations can play a key role in reaching these communities and economically include their voices in the feedback process. Taking into account guidelines on communications in French is equally essential in order to ensure that all of these documents, as well as interpretation services, are available in French. Special consultations based on subjects that interest Francophones must also be established, the results of which would be analyzed separately to understand and respond to their unique concerns. To this end, management boards should strengthen the requirements for the implementation of strict evaluations regarding how the consultations reach Francophones.

Digital diplomacy must also be leveraged to establish ties between the government and citizens. For example, the British Treasury solicited ideas for budget savings digitally in the context of expenditure-related challenges. This led to the submission of more than 100,000 ideas, which included 63,000 ideas from public servants. It resulted in an estimated 500 million pounds of government savings, and the initiative cost only 19,300 pounds.¹²³ Similar initiatives targeting Francophones could be launched in Ontario to take their voices into account and to have them participate in the co-design of programs intended to improve services.

Personalizing content

Although the introduction of digital services obviously allows providing information and services in different languages at a lower cost, it should help citizens more by offering them access to personalized content in accordance with their needs. The BizPal platform (available in French and in English), which offers personalized checklists to Canadian businesses to inform them of various permits and licences that they must apply for, is an example of successful personalization.¹²⁴ Another example of citizen-based personalization is the use of technology to design systems that proactively enable the choice between service in French or in English. This is possible at the ticketing system at the Q-Matic counter at the Ottawa courthouse, which indicates to personnel when a ticket is taken for service in French. It also sends reminders to personnel to greet clients in both official languages, thereby promoting the active offer of services in French and the awareness of these services.¹²⁵

¹²³ *Mowat Report*, p. 15.

¹²⁴ *Mowat Report*, p. 23 and 24.

¹²⁵ For more information, see https://www.attorneygeneral.jus.gov.on.ca/english/about/pubs/access_to_justice_in_french/#_Toc488833561

DIGITAL HEALTH CARE

As a result of population growth and the aging of Ontario's population, the demand for health services will increase everywhere in the coming years, including for Francophones. Given that health care costs are increasing more quickly than those in all other sectors combined, the government must establish cost-effective services. In this scenario, digital health services could have a dramatic effect by improving access through online health services while reducing the dependence on expensive in-person services and visits to the hospital. But this raises a dilemma when Francophones' fundamental need to be served in person is more vital than ever. Considering the aging population, it is obvious that elderly Francophones prefer to have in-person versus virtual consultations.

The Ontario Telemedicine Service (OTS) offers virtual health services by establishing remote connections between providers and patients. This initiative is particularly important to reach the province's remote and rural communities, especially in emergency situations.¹²⁶ The province also offers the "Telehealth Ontario" line, which provides free health advice from registered nurses.¹²⁷ This system is already in place in both languages and appears to serve Francophone patients and clients very well. As digital services continue to evolve, it will be essential to develop innovation mechanisms to improve and make these services more personalized in accordance with Francophones' needs so that they are sustainable health care solutions.

An example of personalisation like this on the regional scale is the telepsychiatry service provided to Francophones by the South West LHIN, in the framework of the Ontario Telemedicine Service.¹²⁸ These services are particularly important because patients with mental health and addiction problems must often wait a long time to be able to get in-person appointments with specialists; the telepsychiatry service improves timely access to care without requiring individuals to travel.¹²⁹

In the same vein, in 2011, *Trellis Mental Health and Developmental Services*, the Waterloo Wellington LHIN, and other health services partners collaborated in the launch of a mental health telemedicine service offered in region in French, within the framework of the Ontario Telemedicine Service.¹³⁰ In Ottawa, Montfort Hospital has also started to provide remote medical expert services to Francophone communities in Northern and Eastern Ontario.

¹²⁶ For more information, see <https://otn.ca/how-is-otn-making-difference-in-ontario/telemedicine-in-ontario/>

¹²⁷ For more information, see <https://www.ontario.ca/page/get-medical-advice-telehealth-ontario>

¹²⁸ For more information, see <https://support.otn.ca/en/improving-access-Francophone-mental-health-and-addictions-services>

¹²⁹ For more information, see <https://otnhub.ca/patient-care/telepsychiatry/>

¹³⁰ For more information, see https://support.otn.ca/sites/default/files/files/site_coordinators/bulletin/OTN+Update+-+Sept+2011.pdf

The data from the use of these services should also be used to analyze individual communities, particularly those in remote areas or various language groups, in order to identify their unique issues and to develop targeted solutions, as well as to oversee and evaluate the well-being and vitality of minority communities. For example, the tool used by the Ministry of Health and Long-Term Care to assess impact on health equity can be digitalized to compare the Francophone-community results and better plan the policies and programs intended for Franco-Ontarians.¹³¹

The development of a complete human resource strategy for Francophone health in the province is another crucial question that can be addressed from a digital point of view. *Inter alia*, this strategy would include better matching and pairing of Francophone professionals and citizens. The Réseau Santé Nouvelle-Écosse created a directory to improve Nova Scotian Francophones' access to primary health services. This French-speaking healthcare professional directory was created in collaboration with Nova Scotia's Department of Health and Wellness. The public can use this directory to find information on services in French, while Francophone health care professionals can ask that their names be added to the directory.¹³² A similar initiative in Ontario would be paramount to improve access to services in French.

The Ministry of Health and Long-Term Care established the Health Professions Database (HPDB). The HPDB annually collects demographic, geographic, education and employment data about each regulated health professional (excluding physicians) in Ontario. The database also collects data on the health professional's ability to provide care in French. This database offers the opportunity to help healthcare agencies conduct evidence-informed health workforce planning to support planning services in French everywhere in the province.

At the time of writing, the most recent data in the HPDB was from 2016; however data goes back to 2008. The ministry is currently collecting 2017 data. HPDB data can be requested from the ministry at any time for health human resources planning. Also, the recent implementation of OZI (the database developed by Réseau des services de santé en français de l'Est de l'Ontario) in the entire province will play a pivotal role in mapping available French health services, as well as in the regional planning and coordination of access to these services and to professionals. With the assistance of Entities, LHINs, and the Ministry of Health and Long-Term Care, this is one of the most promising initiatives for improving access to health services in French.

It is also essential to use digital technology to take full advantage of the expertise available, by creating a network of agencies that are active in the province and working towards similar goals in order to establish an exhaustive human

¹³¹ For more information, see <http://www.health.gov.on.ca/en/public/programs/flhs/highlights.aspx>

¹³² For more information, see <http://www.reseausantene.ca/directory-of-french-speaking-health-care-professionals/>

resource strategy for health services in French. Agencies have already worked on such initiatives. For example, the Société Santé en français and the Réseau franco-santé du Sud de l'Ontario established the Health Human Resources Strategy. This is an online resource that helps health organizations improve access to services in French by developing expertise at the level of bilingual human resources and by providing advice on issues such as recruiting and retaining bilingual personnel.¹³³ The Société Santé en français also created a network to facilitate the sharing of best practices in French health care.¹³⁴

Generally, the Francophone lens, established by the Minister Responsible For Francophone Affairs, also applies in this context of digital health and government services. It can offer precious advice to other ministries to help them efficiently integrate services in French at all levels of policy and program planning.¹³⁵

RECOMMENDATION 11

The Commissioner recommends that the Minister Responsible for Francophone Affairs, with the help of Cabinet colleagues, provide a complete strategy that takes into account the cultural and linguistic differences of Francophone communities with regard to the deployment of digital systems, and opportunities for better services adapted and tailored to Francophone community needs everywhere in the province. The strategy must focus on key sectors of health and long term care, as well as direct services to the population, including through the use of a linguistic identifier on health insurance cards and drivers' licence.

¹³³ *Supra*, note 83.

¹³⁴ *Supra* note 117, p. 14.

¹³⁵ For more information, see <http://csfontario.ca/en/rapports/ra1617/bilan/services-directs-communaute/7-5-enjeux-courants/la-lentille-Francophone>



RESTRUCTURING IN-PERSON SERVICES

In 2018, the Ontario government published a discussion document entitled *Transforming the Ontario Public Service*. This discussion about the future of the Ontario Public Service and the means at its disposal to fulfill its mandate in an innovative, integrated and inclusive way is in line with the 2012 Drummond Report. Alternative forms for delivering public services clearly align with this dynamic. Those that have the greatest potential impact for Francophones are the merger of public organizations and transfer of responsibility or devolution to other levels of government or the private sector.

In this context, the Commissioner is concerned with the challenges that could arise for Francophones in the province from the transformation of the in-person service offer. He wondered how the government could continue to protect vulnerable populations (Francophones, the elderly and others) while adapting its service-delivery methods to current economic and technical realities.

The restructuring of public services is a government priority intended to reduce the cost of public spending and to make the offer of public services more efficient. The proponents of this new vision of a public service propose to redefine the role of the government, by outsourcing the offer of public services, i.e., delegating the offer of certain services to non-governmental organizations, whether they be private businesses, community groups or non-profit organizations.

The digital revolution is accelerating this public-service restructuring process since it offers the opportunity to try innovative methods for service delivery. However, this restructuring raises concerns, especially in terms of new public-service providers respecting government commitments. This situation affects vulnerable populations and official-language minorities in particular, like Francophones in Ontario.

IRREVERSIBLE CHANGE

The restructuring of in-person services originates from the public-sector modernization efforts initiated by the new public management at the beginning of the 1980s. Economic and demographic factors, and the emergence of alternative forms of delivering services made this restructuring process for in-person services irreversible.

Economy and demography

The review of public programs, the introduction of performance, review mechanisms and the transfer of public-sector responsibilities to other jurisdictions are a few of the mechanisms used to reduce public expenditures and to seek organizational efficiency in the public sector. In Ontario, the Drummond report in 2012 on the restructuring of public services also brought to the forefront the urgent need for the government to take measures necessary to reduce the deficit with a volatile economy in the background. Added to these tax and budgetary emergencies was the ongoing aging of the population of Ontario. The government must therefore continue to respond to the needs of the growing aging population while respecting the imperatives of reducing public spending and the efficiency of public service delivery. The development of alternative forms of service delivery offers, to a certain extent, should be seen as an opportunity in light of this irreversible restructuring of public-service offerings.

Alternative forms of service delivery

Alternative forms of service delivery involve the dynamic and creative process through which the government transfers certain responsibilities to provide public services to non-government entities, often through partnerships with the private sector or with non-profit organizations. In this dynamic, digital is a catalyst for their implementation. The new plan reinforces this trend as it aims to contribute to the primary objective of the new public-service digitalization plan, offering simplified, accelerated and improved services within a system focused on individuals, while reducing costs. Now, several public services that issue and deliver licenses and other documents within the jurisdiction of Service Ontario are done online. These include, for example, renewals of drivers' licences, health cards, or licence plate stickers. In addition, in October 2014, Service Ontario initiated the online processing of security guard permit applications on behalf of the Ministry of Community Safety and Correctional Services. Previously, applications for this type of license had to be made in person or by mail.

Moreover, in September 2014, Service Ontario also initiated a pilot project with the Small Claims Court of the Ministry of the Attorney General. This pilot project, which authorized the online payment of that Court's fees, was extended in March 2015 to all the courts in the province. The Ministry of the Attorney General also implemented a

project that enables parties in a civil proceeding to file many different documents online, a procedure that used to be done in person, which had the effect of extending deadlines for procedures.

These different projects show the importance of digital growth in the offer of services to the public – however, they require the strengthening of access infrastructures to respond to its requirements.

On this point, it is important to improve accessibility, especially for populations residing in rural areas where high-speed Internet access is not as widespread as it is in urban areas. In addition to the growing importance of digital-based services, we must add the use of grouping services or the creation of unique points of access. For this purpose, across Service Ontario, several offices of various ministries, including the ministries of Government Services, Transportation, and Health and Long-Term Care, were brought together in a region to offer unique access points for all of their services. If it is true that this centralization could, in some cases, make it possible to concentrate Francophone resources in one place, it is necessary to ensure that they can still maintain a permanent offer of services in French.

9.2

SKILLS TRANSFER AND THE ESTABLISHMENT OF AGENCIES

An agency is established when the government delegates the delivery of public services to an independent agency while maintaining a certain control over its activities. This delegation is sometimes made through legislation or regulations. In this context, we can refer to the case of Tarion (formerly known under the name of Ontario's New Home Warranty Program). In fact, it was created by the government of Ontario to supervise the implementation of the *Ontario New Home Warranties Plan Act*. Its primary mandate is to regulate the new housing-construction industry through protection for buyers by ensuring that builders respect provincial legislation. It is governed by a sixteen-member board of directors, five of whom are appointed by the government. It is not subject to the *French Language Services Act* because that would require that the majority of the members of its board of directors be appointed by the Lieutenant Governor in Council.

However, legislation governing new administrative authorities passed in the last several years have included provision for French language services (*the Condominium Act, Condominium Management Services Act, New Home Construction Licensing Act and Protection for Owners and Purchasers of New Homes Act*).

For each administrative authority, customer service is a priority. If a request is made to improve the quality of services provided, including providing information or services in French, each administrative authority will do its best to accommodate the request.

The administrative authority, Tarion, provides an example of this alternative structure for providing French language services. The authority is a private, self-financing, not-for-profit corporation that is responsible for providing services to the public.

Tarion provides some services in several different languages, including French, on its website. If any individual needs additional assistance, they can request it – whether in person or by phone.

Another example is the Retirement Homes Regulatory Authority. It is not subject to the *French Language Services Act* either. It is governed by a board of directors composed of nine members, four of whom are appointed by the Lieutenant Governor in Council. Added to this group are the various professional orders established by the government to administer and regulate the members of a particular profession. These different structures, whether they are regulating agencies or professional orders, offer services or carry out government mandates.

Previously, when raising concerns with the delegated administrative authority model, the Commissioner has acknowledged the RHA as an improvement to this model by including French Language provisions directly in the Act, rather than through the MOU as has been the practice with the other Administrative Authorities that have been created.

However, even though their service-offer provision come with clear obligations to offer services in French, the implementation of these obligations seems to be inadequate. In recent years, the Office of the French Language Services Commissioner received a significant number of complaints regarding these types of agencies and regulatory structures. If it is true that some are not subject to the *French Language Services Act*, the monopoly of their activities should prompt the government to establish a derogation framework so that it can apply.

Transfer of jurisdiction

Transfer of jurisdiction refers to a transfer of the responsibility for providing service to transfer-payment agencies, municipalities or to colleges, universities or school boards. Through Regulation 284/11, *Provision of French Language Services on behalf of Government Agencies*, the government provides a certain framework for the service offer and for respecting their commitments related to the offer of service in French for transfer-payment agencies.

With respect to transferring responsibilities or services to municipalities, it is more complex. Recently, the government proceeded with transfers of responsibility for early years child and family programs. These transfers,

which fall under the dynamic of reorganization of local services, are intended to fundamentally redesign the roles and responsibilities of the province and the municipalities. However, the municipalities' responsibility with regard to services in French for transferred programs is inadequately explained in some cases. In the absence of clarification, any services devolved to the municipalities will be the subject of complaints with the Office of the French Language Services Commissioner. It is necessary to clarify the new structures' obligations with respect to their commitment to services in French. And it is essential to ensure that the Government of Ontario's legal obligations are respected by the new service providers, who are then acting on its behalf.

Merger

The merger of public services is the grouping of several agencies with more or less identical mandates in order to provide the public service at reduced costs. The health sector has witnessed a significant number of mergers in recent years. This means of strengthening the system's efficiency is not new; even in the 1990s there were several mergers in Ontario in the health sector. However, according to the Canadian Health Services Research Foundation, these mergers tend to be less sensitive to patients, disadvantaging those with low income. Knowing that revenue and language are determinants of health, Francophones are affected by this. However, the merger of health facilities do not only causes problems. According to certain studies, there would be some advantages, especially in terms of the expansion of medical care programs, the standardization of services, updated equipment, increased revenues and the strengthening of organizational structures.¹³⁶

An example of a hospital merger in Ontario is that of Hôtel Dieu Hospital and the Kingston General Hospital, both identified to offer services in French. These two hospitals joined to form the Kingston Health Sciences Centre, identified by the South East LHIN to offer services in French. However, by-laws pertaining to the provision of services in French which were in place at the Hôtel Dieu were not adopted by the new corporation.

Another example is the merger between the Birchmount and General sites of the Scarborough Hospital and the Centenary site of Rouge Valley Health System, which became a new hospital corporation on December 1, 2016. In the latter case, the three sites were not identified as providers of services in French. The hospital that resulted from the merger is also not identified.

Apart from hospitals, there have been other mergers in the health sector. Of the 42 Community Care Access Centres (CCACs) in 1994, there were 14 in 2006. From 16 regional health districts, we went to 14 LHINs in 2007. Recently, with the *Patients First Act*, we witnessed the integration of the 14 CCACs with the 14 LHINs. The impact of these various mergers on vulnerable populations and Francophones has not yet been assessed. However, complaints received from the Office of

¹³⁶ Magel J.S., "Consolidation of the Health Care Sector", *Journal of Health Care Finance*, 25 (3), 1999, p. 22-28; Lee, S.-Y D; Alexander, J.A., "Consequences of Organizational Change in U.S. Hospitals", *Medical Care Research and Review*, vol. 56, no. 3, 1999, p. 227- 276.

the French Language Services Commissioner this year show that this transformation affects Francophones in particular with respect to home services. It is therefore fundamental during these mergers to apply a Francophone perspective to take into account the legal French-language service obligations of the agencies that are merged.

9.3

FRANCOPHONE PERSPECTIVE

Alternative methods of service delivery are not simple service delivery mechanisms, in that they must align with their environment. The implementation framework for alternative forms of service delivery should be in three (3) phases. Respecting these three phases will ensure that the Francophone perspective is taken into account in their development and implementation.

1. Choose the proper organizational structure (ministries, agencies, corporations and third parties) to perform this form of delivery service. This choice must be made while taking into account legal and organizational implications. The Francophone lens is an indispensable tool to take into account the Francophone variable in this first stage of planning the restructuring of public services.
2. Create the most appropriate model for the delivery of services. This must be integrated onto a strict community consultation process. In this respect, community hubs can serve as a framework to better select the service model.
3. Manage the performances of the new service delivery structure. The government must reinforce its accountability mechanism, which is essential for services in French and their providers.

The stakeholders' communication and commitment guarantee the success of any initiative to restructure public services. It is therefore essential to continue the proactive involvement of Francophones in the planning and implementation process of alternative forms of service delivery. This proactive and ongoing involvement of the Francophone public is a strong guarantee of the success of the offer of public services for vulnerable populations.

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The Commissioner shares the opinion that the restructuring of in-person services is an important, inevitable and irreversible process. It is the government's responsibility to ensure, through a strict and inclusive process, that Francophones' needs and priorities are taken into account during the development, implementation and evaluation of this restructuring.



For the Commissioner, it is more necessary than ever and relevant for the government to clarify the definition of government agencies and the obligations underlying the service-offering structures. He calls once again on the government to settle once and for all, between now and the end of this fiscal year, this issue that will have a particular domino effect on the delivery of in-person services.

Finally, on reviewing this text, it is clear to the Commissioner that if the Ontario government does not provide a framework for mergers of hospitals and health facilities through a strict process of consultations and commitments with Francophones communities, the results will be mitigated, to say the least. The Commissioner again sees the problem transposed in children's aid societies. The recent *Child, Youth and Family Services Act* provides for possible mergers of children's aid societies. If this happens, the Commissioner reiterates that it is fundamental to take into account the merged structures' legal commitments to offer services in French and to ensure the continuity of these services in the new version. The Commissioner also underscores to the Ministry of Children, Community, and Social Services that section 16 of the Act does not always fulfil or respond to the needs of children and their families to have access to services in French "where appropriate."





10

TOMORROW'S WORKFORCE

The observations of the preceding chapters are clear: projections suggest a decrease in the demographic weight of Francophones in Ontario between now and 2028, technology is developing at a wild rate, pushing the government to take a digital turn and to review the traditional delivery of its services. For the Commissioner, this is synonymous with the repercussions for Francophones and the positions that they occupy, at a time when the public service is already shrinking considerably and facing large-scale departures for retirement.

Over the next 10 years, over three quarters of Assistant Deputy Ministers will be eligible to retire. The retirement eligibility rates of individuals likely to access these positions, like directors and senior managers, are also high (63% and 47%).¹³⁷ This is coupled with the departure of the baby boomers (i.e., individuals born after the Second World War, between 1946 and 1965) who have already retired or who are nearing retirement.

The concern also carries over to public servants who experienced the implementation of the *French Language Services Act*. Many bilingual public servants were hired in the province between 1986 and 1989 on the heels of the adoption of the Act in order to guarantee the right to receive services in French from Ontario ministries and government agencies. This cohort of entirely bilingual management-level employees will soon retire after about 30 years of service. Retirement on this scale creates large gaps to fill in the coming years. There is cause for concern. Not only is the aging population leading to large-scale retirement, but technological developments will have significant repercussions on jobs and on the provision of services in French in Ontario.

¹³⁷ For more information, see https://files.ontario.ca/discussionpaper_aoda_fr_july_13_2017.pdf

CHANGING JOBS

Automation and artificial intelligence are redesigning the labour market and are threatening to replace existing occupations. Technology can copy not only a human's physical aptitudes but also a human's cognitive functions. This is particularly true of jobs that consist primarily of routine tasks, such as administrative positions. This exposes certain public sector jobs in particular to automation. It is difficult to assess which jobs will be lost, what types of jobs will be created and which individuals will be the most vulnerable.

Industrialized countries around the world have attempted to estimate the probability of the replacement of existing occupations by technology and the percentage of labour exposed to this risk. These estimates vary from 5% to 50% of the workforce, depending on the method used.¹³⁸ The most cited figure in the Canadian context is 42%. In Ontario, this means almost 3 million individuals will lose their jobs in the next ten or twenty years.^{139, 140} Francophones will find themselves in this boat.

In this context, blue-collar and administrative workers are particularly vulnerable to automation given that the majority of their duties are predictable, mechanical or "rule-based." Some estimate that there is a 96% chance that the duties of administrative officers and general office-support workers will become automated in the next 10 to 20 years in Canada.¹⁴¹ This is significant.

Ontario's public service employs more than 60,000 individuals across the province. This number decreased by 25% in 25 years.¹⁴² It is difficult to imagine what automation, retirements and job changes mean for the 622,415 Francophones in Ontario and for the province's general ability to offer services in French.

Indeed, technology reduces language obstacles, including by providing translation services that are accessible online. But they are still imperfect: *Unbabel*, which defines itself as "AI-powered, human-refined Translations as a service," relies on 42,000 translators around the world to fine-tune translations.¹⁴³ The reason is very simple: computers cannot translate languages like they translate codes. Languages are constantly evolving and are based as much on social norms and the interpretation of meaning as they are on semantic and cultural rules.¹⁴⁴

¹³⁸ For more information, see <https://mowatcentre.ca/getting-ahead-of-the-future-of-work-focus-on-the-systems-not-the-skills/>

¹³⁹ For more information, see <https://tvo.org/article/current-affairs/the-next-ontario/how-automation-threatens-ontario-workers>

¹⁴⁰ For more information, see <http://brookfieldinstitute.ca/research-analysis/automation/>

¹⁴¹ For more information, see <http://business.financialpost.com/technology/robots-as-bureaucrats-why-public-sector-work-is-ripe-for-automation>

¹⁴² In March 2016, there were 25% fewer full-time equivalent jobs in Ontario's public service than in March 1991, when it had the most, according to the Ontario government's data.

¹⁴³ For more information, see <http://www.nextgov.com/analytics-data/2016/03/could-new-technology-make-language-barriers-irrelevant-next-10-years/127140/>

¹⁴⁴ *Ibid.*

The Commissioner is concerned about these online translations because they do not take into account the cultural reality of Franco-Ontarians. Jobs in French teaching and translating would therefore be less vulnerable to further automation, once they still require a crucial human element. The same applies to jobs that require so-called global competencies.

10.2

GLOBAL COMPETENCIES

Rapid technological change coupled with an aging population has pushed educators to rethink how to prepare students for the jobs waiting for them. This preparation takes into account the need for general competencies like critical thinking and problem-solving, innovation, creativity and entrepreneurship, collaboration, communication, self-directed learning, and citizenship. These are the “global competencies” (as 21st-century competencies) that are favoured by Ontario, as well as by all of the ministers responsible for education in Canada.¹⁴⁵

A recent work by the Organisation for Economic Co-operation and Development (OECD) refers to what it calls “transformative competencies” that “address the growing need for young people to be innovative, responsible and aware.” These transformative competencies are aptitudes to create new value, reconcile tensions and dilemmas, and take responsibility.¹⁴⁶

There is reason to be reassured by the proactivity of the Ontario education system that already oversees the implementation of these competencies.

10.3

LANGUAGE AS A VEHICLE FOR PROFESSIONAL INTERVENTION

There is no doubt, language skills will remain key in several fields of employability in Ontario. In these fields, the ability to work in French will remain an essential aspect of preparing for the future of the workforce.

With an aging population, the demand for health professionals will only increase. There is already a lack of French-speaking health care professionals in Ontario. The need to hire, train and retain these practitioners is likely to become more and more pressing. The same can be said for nurses, social workers and mental-health-care practitioners – we need some who speak French to respond to Francophones’ needs. These are all professionals

¹⁴⁵ For more information, see https://www.cmec.ca/676/Compétences_globales.html

¹⁴⁶ For more information, see www.oecd.org/education/2030/OECD%20Education%202030%20Position%20Paper.pdf

from the field of health sciences who will continue to be in demand and where language will guarantee the success of professional interventions.

English is increasingly the working language in fields related to sciences, technology, engineering and math, compared to the humanities and social-science fields. This could put additional pressure on students, encouraging them to leave French-language institutions to pursue their studies in English, with the false impression that they will get further ahead as a student in English in these fields. If studying in French seems to be a risk with few returns, young people will be greatly discouraged by it. It will therefore be important to ensure that Francophone students' increased interest in the health professions that require a scientific education is not accompanied by a decreased interest in or aptitude to work in French. In colleges such as Collège Boréal and La Cité, courses are taught in French, but all technical information is also taught in English so students can be ready to enter Ontario's workforce.

This interest in studying and working in French is influenced by the experience. Indeed, the number and qualified French teachers and the education system are an ongoing concern in Ontario. Although today there are about 14,000 more students enrolled in French-language schools than there were ten years ago,¹⁴⁷ the province is generally ill-equipped to support this growing enrollment. Despite numerous budgetary efforts by the Ministry of Education following the Office's investigation report in 2011,¹⁴⁸ the pool of qualified French-language teachers who can work in French-language schools is still small. We must attract French-language students to teaching and recognize the training teachers receive in other Francophone countries more easily. These recruiting efforts should also align with federal priorities in the Action Plan for Official Languages, which raises this critical issue.

The English-language schools have no less of a challenge. They, too, are experiencing an alarming shortage of qualified French-as-a-Second-Language teachers, not to mention the fierce competition between them. Teachers must often share their time between two classes, and when a teacher is sick, the school management will call on an English-language substitute.¹⁴⁹ In 2017, the school trustees at the Waterloo Catholic District School Board even made a formal request asking the province to intervene.¹⁵⁰ It is the Government's responsibility to encourage measures that support French programs and services, in particular in education, to address shortcomings and ensure relevant training in a changing labour market. The Commissioner proposes a few solutions, some of which are related to postsecondary education.

¹⁴⁷ For more information, see <http://www.cbc.ca/news/canada/sudbury/french-school-boards-ontario-20-years-1.4351288>

¹⁴⁸ For more details, see <http://csfontario.ca/fr/rapports/ra1617/bilan/education-%C2%AD-primaire-et-secondaire/rapport-enque%CC%82te-ecoles-grande-region-de-atoronto>

¹⁴⁹ *Ibid.*

¹⁵⁰ *Ibid.*

TRAINING AND POSTSECONDARY EDUCATION

Postsecondary education institutions are among the most important players in preparing Ontarians for the labour market. In order to prepare for future disruptions on the job market, it is still paramount to ensure the greatest number of Ontarians possible, including Francophones, have access to postsecondary studies. It is imperative to have designated colleges and universities that offer a number of programs in French. These institutions train students to become qualified bilingual professionals, ready to integrate into the active population. However, as the Commissioner has repeatedly submitted, there is a significant difference between English -language and French -language programs in these institutions, especially in the Central Southwest.¹⁵¹

In 2017, the provincial government announced its intention to establish the Université de l'Ontario français in Toronto to respond to this need and introduced the Université de l'Ontario français Act, 2017 as part of the Fall Economic Statement. On April 9, 2018, most sections of the Act came into force and the first Board of Governors of the university was appointed to continue the preparatory work required to meet the government's target to open this new university to students in fall 2020. The University also intends to fill clear gaps in the workforce. The employers in the region find it difficult to recruit employees who are skilled in French, especially in the education, health, finance, commerce, communication, technology, administration and public-service sectors.¹⁵² This is why the new university proposes a collaborative approach to developing the curriculum with other universities and colleges.

First, the programs will be structured around today's broad social issues such as human diversity, the urban framework, the globalized economy and the digital culture. Next, the development of a standard unilingual French curriculum with other bilingual establishments is intended to fill the labor gaps through training and professional development of the workforce. Finally, the University proposes French accreditation for Francophone and Francophile student registered in English-language partner universities.¹⁵³ This rather innovative approach and type of program which, among other things, reflect transformative competencies, should be encouraged. There is, however, a drawback.

The University's arrival could largely leave behind Francophone populations in the North. Currently served by several French-language and bilingual institutions, certain Northern areas recently experienced postsecondary program cuts or suspensions, significant budgetary restrictions and even entire campus closures.

To this end, the Commissioner proposes new approaches to preserve the dynamism of the Francophones populations and to minimize the impact of labour-market transformations.

¹⁵¹ *Ibid.*

¹⁵² <http://www.tcu.gov.on.ca/epep/publications/ConseilPUFO-aug2017-f.pdf>

¹⁵³ *Ibid.*

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Technology will continue to profoundly change our economy and our society. This is why the Commissioner recommends that a technological perspective be included in decision-making, and in the development or creation of programs. This technological perspective will, like the Francophone lens, enable all the ministries to reflect on the positive or negative effects that technology will have and to study its repercussions on Francophones.

The Commissioner also invites the government to strengthen its support for French-language and bilingual educational establishments in order to draw more qualified French teachers to the province. Solutions include attracting students to the field of teaching in Ontario and recruiting and accrediting qualified teachers trained in other Francophone countries. Collaborations, with the Ontario College of Teachers and "French" Destination Ontario for example, could be explored. Similarly, there should be more collaborations like those proposed by the Université de l'Ontario français in the development of innovative programs.

Support for French-language institutions should also be improved in the design and approval of programs, giving particular attention to the unique needs of Francophone workers who are potential victims of job losses in 2028. It would also be a tangible benefit to create new facilities in postsecondary or collegiate educational institutions, offering more possibilities to Franco-Ontarians living in the North.

As the Commissioner demonstrated, for the province to respect its commitments under the French Language Services Act, it is essential to eliminate the labour shortfalls in the education, health, finance, commerce, communication, technology, administration and public-service sectors.¹⁵⁴ A useful way to do this is through continuous language training. Ontario should use its bilingualism more and favour this preparatory training on the changing labour market. The study of language is in line with global competencies and is a precious asset for Francophones. It seems essential to emphasize intensive programs in immersion and in French as a Second Language. Likewise, offering postsecondary bursaries to Anglophone students who wish to study in French is a recent promising initiative by the federal government.

¹⁵⁴ For more information, see <http://www.tcu.gov.on.ca/epep/publications/ConseilPUFO-aug2017-f.pdf>

Finally, immigration will make a significant contribution to shaping the future of the Francophone workforce. The Commissioner favours this impetus and suggests that we consider the implementation of a policy that eases tuition fees for international Francophone students who are prepared to remain in their community to work. Therefore, Francophone immigrant students are assured to be part of the workforce of the future, while contributing to the vitality and economic development of the Francophone population. This approach fits perfectly with the 5% Francophone immigration target that was set by the province, which is far from being achieved.

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RECOMMENDATION 13

The Commissioner recommends to the Minister Responsible for Francophone Affairs that an interministerial strategy be developed with her Cabinet colleagues to ensure there is a competent and efficient workforce that is also bilingual in Ontario. It will have to propose innovative solutions for:

- an increase in the number of qualified teachers in French;
- the design of new programs in French, including for the North;
- the promotion and acquisition of bilingualism as a global employment skill; and
- the support of permanent immigration for international Francophone students.



COMPLAINT STATISTICS



In the 2017-2018 fiscal year, the Commissioner's Office received 315 complaints and requests for information. As in previous years, there were many individual complaints about all kinds of problems and concerns, such as the absence of counter services in French, English-only public consultations, and services in French that are not equivalent to those available in English.

In its 11th fiscal year, the Commissioner's Office received 38 information requests on a wide variety of subjects. Most pertained to French-language services and to obligations concerning the provision of these services, and to interpretation of the *French Language Services Act*. Thus, many people wishing to determine whether or not there had been a breach of the *Act*, requested information about the provisions in the *Act* pertaining to obligations with respect to services provided by public and community organizations, and communications with private businesses.

Some callers wanted information about electoral boundaries and their impact on Francophone representation, or about the designation of bilingual positions. Such requests were handled within a reasonable amount of time and the people making them were either given the information or referred to the appropriate office.

New types of service

Since its creation 10 years ago, the Commissioner's Office team has operated with only one or two investigators, while receiving several complaints every day. This of course caused delays in processing complaints. The Commissioner's Office has therefore taken steps to catch up on existing delays and prevent any future delays in dealing with complaints.

In 2017, the Office developed new service standards for determining the time required to process complaints and information requests, based on their level of complexity. These new standards should also result in a higher level of satisfaction because they require ongoing contacts with clients. The recent hiring of additional staff to assist the investigators should also help the Commissioner's Office avoid any delays in processing complaints and requests for information. The goal is to build a culture of excellence in service to the public.

In 2017-2018, the Commissioner's Office also launched a portal that allows clients to track the processing of their complaints, to communicate rapidly with the Investigations Unit and to file other complaints. These changes will enable us to process all complaints and information requests submitted to us efficiently and promptly.

Category	Total
Low impact	9
Request for information	38
Inadmissible	82
Admissible	186
TOTAL	315

Inadmissible Complaints	Total
Other*	40
Federal	12
Private	12
Municipal	8
Out-of-designated-area	5
Frivolous/vexatious/in bad faith	3
Incomplete file	2
TOTAL	82

* Complaints not pertaining to the mandate of the Commissioner's Office.

Geographic Distribution of Complaints	%
Eastern Ontario	24%
Central Ontario	43%
Northeastern Ontario	9%
Northwestern Ontario	2%
Southwestern Ontario	2%
Other*	20%

* Complaints about online services, toll-free numbers and non-designated areas.

Admissible Complaints by Type of Service	%
Websites and online services	21%
In-person services	36%
Documents	19%
Signage	3%
Social media	1%
Service by phone	12%
Others	8%

Admissible Complaints by Institution	Total
Legislative Assembly*	4
Ministry of Advanced Education and Skills Development	11
Ministry of the Attorney General	31
Ministry of Children and Youth Services	5
Ministry of Community and Social Services	3
Ministry of Community Safety and Correctional Services	3
Ministry of Education	6
Ministry of Energy	3
Ministry of the Environment and Climate Change	2
Ministry of Finance	15
Ministry of Francophone Affairs	2
Ministry of Government and Consumer Services	15
Ministry of Health and Long-Term Care	40
Ministry of Labour	4
Ministry of Natural Resources and Forestry	6
Ministry of Tourism, Culture and Sport	9
Ministry of Transportation	7
Municipalities**	8
Other institutions***	12
TOTAL	186

* Complaints related to entities that report directly to the Legislative Assembly

** Complaints deemed admissible when they are brought against a municipality that has a by-law that guarantees the provision of French-language services.

*** Complaints considered admissible brought against a municipality with a by-law on providing French language services and municipalities that offer services on behalf of a government agency.



SOME GOOD MOVES

Every year, the Commissioner likes to recognize certain initiatives by the government in providing services in French.

12.1

BEST PRACTICES

These best practices were developed in partnership with the Franco-Ontarian community or made it possible to concretely improve the vitality of disadvantaged Francophone populations.

Establishment of the Université de l'Ontario français

A few months after the government of Ontario indicated in its economic statement that it intended to create a university for Francophones, the government of Ontario adopted, on December 14, 2017, the *Université de l'Ontario français Act*, 2017. This Act created the future university that will be established in Toronto and established the board of directors, composed of nine internal representatives and 13 external representatives. The Université de l'Ontario français will enhance postsecondary studies programs in French and promote the linguistic, cultural, economic and social well-being of its students and of the Francophone community of Ontario. It is expected to open in 2020.

Rest beds at the Centres d'Accueil Héritage

There is no assistance for Francophone caregivers in the Greater Toronto Area. Faced with this need, the Centres d'Accueil Héritage converted one of their 135 apartments to create two rest beds for Francophone caregivers. This 15-month project, supported by the Toronto Central LHIN, offers much sought-after rest to the caregivers of the welcome centres' Francophone clients and of those awaiting admission to a long-term care establishment. The objective is that this project for two rest beds which become a long-term initiative, perhaps one that the Toronto Central LHIN can transpose elsewhere.

Increased occupancy rate for beds for Francophones at the Omer Deslauriers Pavilion (Bendale Acres)

The Omer Deslauriers Pavilion, in the Bendale Acres long-term care home in Toronto, has 37 beds designated for its Francophone residents. In order to ensure that Francophone clients are given priority, the home implemented strategies to increase the Francophone residents' occupancy rate. One of these strategies was to assign this objective to a steering committee. The Omer Deslauriers Pavillion has now increased its occupancy rate for Francophones by 25% in 2017-2018.

The TAIBU Community Health Centre is identified as a French-language service provider

With the support of Entité 4 and local partners, the TAIBU Community Health Centre in Scarborough has demonstrated leadership by creating seven bilingual full-time positions and by obtaining the commitment and support of the community to offer primary health care in French. As such, the TAIBU Centre has obtained the status of an identified French-language service provider. The Centre plans to obtain full designation under the *French Language Services Act* in 2021.

French-language health services guide

In November 2017, the Ministry of Health and Long-Term Care distributed the Guide to Requirements and Obligations Relating to French Language Health Services. Developed in partnership with the LHINs and the French Language Health Planning Entities, this guide helps to clarify the assignment of roles and responsibilities to the Ministry, the LHINs, the Entities and health-service providers as prescribed by the legislative framework. It is also used as a reference document for administrative teams with regard to accountability for the offer of health services in French across the province.

Launch of *pratiquO*

pratiquO was established in June 2017 with the help of interministerial collaboration and the collaboration of partners in the legal community. *pratiquO* is the name of the Continuing Professional Development Centre of the University of Ottawa's Faculty of Law. The Centre offers training in French, online and in person, to Francophone and Francophile jurists and paralegals, to satisfy Law Society requirements. It is the fruit of a collaboration between

the Ontario Ministry of Advanced Education and Skills Development, the Ministry of Francophone Affairs, Canadian Heritage, Justice Canada, the Ministry of the Attorney General, the Association des juristes d'expression française de l'Ontario and the Law Society of Ontario. Ontario is a pioneer of this initiative, which could be an opportunity for interprovincial collaboration with other provinces and territories with similar needs.

Establishment of the Programme Franco

In September 2017, the Ministry of Francophone Affairs launched the very first multi-year grants program entirely devoted to the Francophone community of Ontario. The Francophone Community Grants Program, or Programme Franco, has a 3 million budget spread over three years and is intended to support projects which, among other things, facilitate social integration, reduce barriers faced by Francophones groups, celebrate Ontarian Francophonie and promote its understanding, and reinforce the capacity of Francophone organizations in Ontario. The program is the fruit of a close collaboration between the Ministry of Francophone Affairs, the former Ministry of Citizenship and Immigration and the Ministry of Government and Consumer Services.

Annex to the Canada-Ontario Immigration Agreement on French-speaking immigrants

Following the Canada-Ontario Immigration Agreement on Immigration, the former Ministry of Citizenship and Immigration, and Immigration, Refugees and Citizenship Canada added an annex on Francophone immigration to their agreement. This annex facilitates cooperation between Ontario and Canada in immigration matters, prevents duplicated services, but most of all explores opportunities to increase the number of Francophone immigrants. One of the objectives is also to facilitate lasting connections between French-language immigrants, local communities and Francophone communities, and to improve awareness of integration services offered in French.

Destination Ontario

Destination Ontario is a pilot initiative that was jointly established by the former Ministry of Citizenship and Immigration and Immigration, Refugees and Citizenship Canada. Destination Ontario's goal is to increase the province's visibility in new international communities in order to support Francophone immigration in Ontario. The first mission took place in February 2018 in North Africa. It made it possible for the Ministry to meet potential immigrants and to get a sense of new international audiences.

The Ministry also partnered with the Société économique de l'Ontario in order to complement and reinforce existing initiatives to promote Ontarian Francophonie on an international scale.

Forum on French-language mental health services for youth

In December 2017, the Ministry of Children and Youth Services held a one-day forum on French-language services for organizations that work in mental health with children and adolescents in Toronto. The forum made it possible to clarify the responsibilities related to the planning of French-language services, the importance of the role played by key organizations in the offer of French-language services and the exchange of best practices. The organizations' representatives were committed to the forum from the outset, participating in the development and distribution of its content.

Collection of Francophone identity-based data

The Ministry of Children and Youth Services recently led an initiative to collect identity-based data, adding a benchmark for data on French language or French identity. The initiative enabled the youth criminal justice system to improve the quality of data gathered by standardizing the collection sites, the data elements and the definitions assigned to the data. Specifically, it made it possible to identify the shortcomings in French-language services offered to Francophone youth. The collection of personal information from youth between the ages of 12 and 17 years old is done voluntarily, by self-reporting. The Ministry also developed a survey on the experience of clients in French to complement the implementation of the standardization of data collection in all of its programs.

Ontario Trillium Foundation intervention plan

The Ontario Trillium Foundation established a Francophone affinity group to respond to a decrease in the rate of grants to Francophone organizations. The group formulated recommendations that resulted in an intervention plan with Francophone communities in the province. The Trillium Foundation implemented the recommendations in 2017-2018, including a French-language-media awareness campaign inviting Francophones to sit on the review committees for the grant applications, or information sessions on the project selection process. The intervention plan had a considerable impact, restoring the grant rate for Francophone organizations to 5.6%, which is more than the average of past years.

Services in French for Highway 407

The Ministry of Transportation of Ontario included a provision in its contract with Cantoll, the private company that manages the tolls on Highway 407, to ensure that the Website of Highway 407 is entirely functional in French and in English. Even though Cantoll (ETR 407) is not required to offer services in French, the Ministry required it to offer the same level of services in English and in French. So, Francophones can make payments, order a transponder, and calculate the cost of their trip on the Website in French. Cantoll also provides services over the phone and in person, in French and in English, to people who use Highway 407.

Establishment of the Access to Justice in French Advisory Committee

The establishment of the French Language Services Bench and Bar Advisory Committee in 2010 is due to a recommendation by the Commissioner issued in 2009. The Attorney General of Ontario then entrusted a mandate to the co-Chairs, Justice Paul Rouleau and the former Chair of the AJEFO, Paul LeVay, to examine the knowledge of members of the judiciary in language-rights matters and the lack of bilingual judges in Ontario. A steering committee was then formed in February 2018 and was tasked with following through on the recommendations, including one for a pilot project for access to justice in French.

Pilot Project at the Ottawa Court House

On May 29, 2015, the Ministry of the Attorney General, in partnership with the chief justices of Ontario, launched the Seamless Access to Justice in French Pilot Project. The Project, which ended in November 2016, made it possible to examine various practices and to implement new initiatives for access to services in French in the justice sector. As the Commissioner recommended, the Ministry made the final report on the pilot project public in October. The significant achievements will remain in place permanently at the Ottawa Court House (new signs, greeting by security at the entrance, ticketing system that indicates a request for service in French, etc.). The model therefore worked well and could be applied in other regions.

HONOURABLE MENTIONS

The honourable mentions highlight the leadership by ministries and government agencies to promote a broader offer of quality services in French. Each of them will be the subject of a blog post by the Commissioner throughout the coming year.

First Francophone Open Education Resources Seminar

For the very first time, eCampusOntario held the Francophone Open Education Resources (OER) Seminar in Ontario. The seminar sought to stimulate the establishment, adoption, but especially the adaptation of these resources to the learning environments of students in French. It also sought to establish a community for learning and sharing best practices. In the last year, eCampusOntario developed and adapted about thirty online courses in French to enhance the 700 courses offered in French on the portal.

Online training of the Advantage Ontario consortium

The Advantage Ontario consortium launched an online training program in November 2017 in order to support its members in the adaptation of their French-language services intended for international students. The training, composed of six online modules, is dispensed by on-site experts and is addressed to front-line personnel, to professors and administrators of the 10 postsecondary institutions that promote Ontario's French-language education system in Francophone countries like France or certain countries in Africa.

Francophone planning table on social services

In 2017-2018, the Ministry of Community and Social Services implemented a Francophone planning table. Specifically, the table, led by community organizations, gathers providers from the Developmental Services sector and French-language service providers to discuss issues about services in French and to share best practices.

Workshop on the active offer of health services in French

Together with Reflet Salvéo, the Central Toronto LHIN presented, in the spring of 2018, a three-day workshop for managers of 70 health-service providers who have Francophone human resources or who use medical interpretation in the context of the Language Services Toronto program. Developed in partnership with Health Nexus, Collège Boréal and the RIFSSSO, the training provided participants with strategies for the implementation of a systematic active-offer approach for health services in French.

Designation of the Maison McCulloch Hospice

In September 2017, the Maison McCulloch Hospice in Sudbury was designated a French-language services provider under the *French Language Services Act*. The Hospice offers palliative care services in French equivalent in quality and accessibility to the services offered in English. The designation was obtained in collaboration with the North East LHIN and the Réseau du mieux-être francophone du nord de l'Ontario.

12.3

NOTEWORTHY INITIATIVES

The encouraging initiatives identified by the Commissioner help maintain quality services in French or stand out because of results that go beyond mere compliance with the standards imposed by the *French Language Services Act*.

Seniors Community Grant Program community relations campaign in French, Ministry of Seniors Affairs

Partnership between agencies that fight violence against women to relay French service requests, the Ministries of Children and Youth Services and Community and Social Services and 37 organizations in the Greater Toronto Area

Training modules on cultural and language competencies, South West LHIN and Erie St-Clair LHIN

Working group on the implementation of best practices for services in French, Central East LHIN

Expansion of interprofessional primary care teams and raising Francophone doctors' awareness of French-language services for Francophone clients, Central LHIN

Creation of a full-time position for relations manager for mental health services in French, Central LHIN

Study on the challenges for Francophone residents in long-term care homes in Northeast Ontario, North East LHIN

New projection models on the supply and demand for teachers for French-language school boards, Ministry of Education



CONCLUSION

In his 2017-2018 annual report, the Commissioner has sought to provide the government and the community with three sample scenarios¹⁵⁵ of demographic projections for Francophones in Ontario. These scenarios are based on ideal demographic growth, assuming that Francophones will still comprise 4.7% of Ontario's population in 2028.

The likelihood of these scenarios being fully realized in the next ten years, however, is fairly small. Even under favourable circumstances, these projections would entail complete linguistic continuity and an annual proportion of Francophone immigrants at least equivalent to that of Anglophones, among other factors. In order to maintain levels at 4.7%, the Francophone population would therefore need to catch up significantly from the standpoint of migratory density.

Ontario is also still lacking an ambitious core action plan accurately setting out the government's own roadmap – a response, as it were, to the federal Action Plan for Official Languages. The Commissioner believes that the current population decline would be at least partially restrained if all of the recommendations set out in the annual report were adopted. The government would adopt a coordinated approach by encompassing all of these recommendations.

The Commissioner therefore recommends that the Government of Ontario adopt an Action plan on the development of Francophone communities and the promotion of the French language in Ontario – an undoubtedly ambitious project that would, nonetheless, provide a framework for the government's policies and programs. This would also provide an overview of all actions, indicating where a collective orientation is important, while avoiding the pitfalls of government silos.

¹⁵⁵ See Appendix 7 for the full table of scenarios.

RECOMMENDATION 14

The Commissioner recommends that the Minister Responsible for Francophone Affairs work with Cabinet colleagues to initiate the process, including consultations, to provide the Ontario government with an Action plan on the development of Francophone communities and the promotion of the French language in Ontario for 2020-2025 that includes measurable objectives, along with performance indicators.

By offering a lucid view through this annual report, the Commissioner seeks primarily to mobilize public decision-makers to adopt aggressive measures. Another objective is to equip and engage Francophone communities to take equally strong collective action.

To this end, the Office of the French Language Services Commissioner will host a bilingual symposium this fall, to debate the major elements of this annual report. We now extend an invitation to the Government of Ontario to participate in a series of discussions on the projections set out in this report.



APPENDICES

APPENDIX 1

Five projection scenarios were developed. The three principal scenarios (reference, low immigration, high immigration) were built based on the growth rates established by Statistics Canada for the Francophone immigration population of Ontario.

- *Reference scenario (1)*: This scenario combines “medium” projections for all of the characteristics that affect the population demographic dynamic.
- *Low (2) and high (3) immigration scenarios*: Aware that international immigration is the principal engine for growth of the Canadian population,¹⁵⁶ these two scenarios largely take into consideration the repercussions of recent immigration trends in Ontario on the population characteristics as a whole.¹⁵⁷
- *Low (4) and high (5) Francophone immigration scenarios*: These scenarios were developed based on the reference scenario. They aim to assess the impact of a change in the rate of Francophone immigrants received annually in Ontario. According to Statistics Canada’s assumptions, the reference scenario assumes an annual Francophone immigrant rate of 3.9%. As the 2016 Census states that Francophone immigrants make up 2.4% of the entire immigrant population of Ontario, a first scenario uses this rate for an annual projection (low Francophone immigration). A second scenario uses a Francophone immigration rate that is the same as Ontario’s target rate of 5% per year¹⁵⁸ (high Francophone immigration).

¹⁵⁶ According to Statistics Canada: “It is projected that on average, between 62% (low-immigration scenario) and 71% (high-immigration scenario) of the total increase between 2012 and 2036 would stem from migratory increase. In 2036, in all the scenarios used, over 80% of the increase in Canada’s population would be due to migratory increase, of which immigration would be the main component.” Morency Jean-Dominique, Éric Caron-Malenfant and Samuel Macisaac (January 25, 2017).

¹⁵⁷ The following document provides details about the assumptions related to these scenarios: Morency Jean-Dominique, Éric Caron-Malenfant and Samuel Macisaac (January 25, 2017). *Op. cit.*

¹⁵⁸ These immigrant rates are applied annually from 2018. For 2017, Immigration, Refugees and Citizenship Canada states that Ontario received 2,650 Francophone immigrants. This figure was used. Note, however, that this department defines Francophone immigrants more restrictively than the inclusive definition used in this document.

A few methodological clarifications

The growth rates for Ontario's Francophone population are those presented in the Statistics Canada report prepared by Houle and Corbeil.¹⁵⁹ That report contains specific linguistic projections for Francophone minority communities in Canada, including Ontario.¹⁶⁰ Since those communities evolve differently from total populations, the projection assumptions and the growth rates used in that report better represent the evolution of these populations.

The total population growth rates for Ontario are those calculated by the Ministry of Finance of Ontario. Though largely based on Statistics Canada's data, the Ministry's data present more granular projections for the Ontarian context.

With the exception of the immigration data, all projections have 2016 Census data as their starting point. That starting point is different from the one used by Statistics Canada and the Ministry of Finance of Ontario, which is based on the 2011 National Household Survey. As a result, the population projections for 2028 presented in this document are different.

The calculations and data for immigrant populations use projections by the Ministry of Finance of Ontario for 2028. Although those data have a different starting point (2011 National Household Survey), since they are associated with distinct assumptions and distinct growth rates, it was legitimate to keep the data unchanged.

¹⁵⁹ Houle, René and Jean-Pierre Corbeil (January 2017). *Op. cit.*

¹⁶⁰ Ministry of Finances of Ontario (Spring 2017). *Op. cit.*

APPENDIX 2

Visible Minority Status, Ontario, 2016

	Immigrant Francophone population	Not a visible minority	Visible minorities	Asian	Black	Latin American	Arab	Visible minority, other
Francophone immigrants	92,385	33,690 (36.5%)	58,695 (63.5%)	14,425	27,600	3,350	9,965	3,355
Francophone immigrants (2011 to 2016)	16,045	3,490 (21.8%)	12,555 (78.2%)	1,930	7,560	560	1,960	535
Non-permanent residents	5,875	2,405 (40.9%)	3,470 (59.1%)	545	2,235	165	315	215

Source: Statistics Canada, 2016 Population Census.

APPENDIX 3

Immigrant Population by Admission Category, Ontario, 2016

	Immigrant Francophone population	Immigrant Francophone population (2011 to 2016)
Total - Admission category and applicant type	76,590	16,045
Economic immigrants	40,385 (52.7%)	8,115 (50.6%)
Principal applicants	16,810 (41.6%)	3,580 (44.1%)
Secondary applicants	23,580 (58.4%)	4,540 (55.9%)
Immigrants sponsored by family	17,075 (22.3%)	3,340 (20.8%)
Refugees	17,760 (23.2%)	4,075 (25.4%)
Other immigrants	1,370 (1.8%)	510 (3.2%)

Source: Statistics Canada, 2016 Population Census.

APPENDIX 4

Immigration Population by Age, Ontario, 2016

	Total population of Ontario	Non immigrant Francophone population	Immigrant Francophone population	Immigrant Francophone population (2011 to 2016)	Francophone non permanent residents
Total	13,242 160	517,085	92,385	16,045	5,875
0 to 14 years	2,203,720 (16.6%)	82,000 (15.9%)	7,885 (8.5%)	3,510 (21.9%)	740 (12.6%)
15 to 24 years	1,695,800 (12.8%)	55,100 (10.7%)	11,135 (12.1%)	2,300 (14.3%)	1,480 (25.2%)
25 to 54 years	5,410,555 (40.9%)	192,390 (37.2%)	46,985 (50.9%)	9,145 (57%)	3,360 (57.2%)
55 to 64 years	1,818,565 (13.7%)	83,890 (16.2%)	11,945 (12.9%)	625 (3.9%)	190 (3.2%)
65 years and over	2,113,520 (16%)	103,700 (20.1%)	14,435 (15.6%)	465 (2.9%)	110 (1.9%)

Source: Statistics Canada, 2016 Population Census.

APPENDIX 5

Place of Birth of Francophone Immigrant Population, Ontario, 2016¹⁶¹

	Entire immigrant population		Recent immigrant population (2011 2016)	
Americas	15,230	16.5%	2,985	18.6%
United States	2,100	2.3%	345	2.2%
Haiti	7,705	8.3%	1,755	10.9%
Europe	24,230	26.2%	2,910	18.1%
France	9,740	10.5%	1,820	11.3%
Romania	2,555	2.8%	185	1.2%
Africa	33,325	36.1%	7,390	46.1%
West Africa	3,855	4.2%	1,350	8.4%
Ivory Coast	1,350	1.5%	570	3.6%
East Africa	10,535	11.4%	2,100	13.1%
Burundi	2,075	2.2%	630	3.9%
Djibouti	835	0.9%	425	2.6%
Mauritius	4,980	5.4%	720	4.5%
North Africa	9,320	10.1%	1,385	8.6%
Algeria	1,870	2.0%	260	1.6%
Egypt	3,385	3.7%	620	3.9%
Morocco	3,120	3.4%	300	1.9%
Central Africa	9,455	10.2%	2,495	15.6%
Cameroon	2,165	2.3%	835	5.2%
Congo, Democratic Republic of	6,175	6.7%	1,415	8.8%
South Africa	165	0.2%	65	0.4%
Asia	19,495	21.1%	2,760	17.2%
Western and Central Asia and the Middle East	10,635	11.5%	1,745	10.9%
Iran	1,670	1.8%	435	2.7%
Lebanon	5,230	5.7%	585	3.6%
Eastern, South Eastern and Southern Asia	8,860	9.6%	1,015	6.3%
China	1,960	2.1%	260	1.6%
Oceania	80	0.1%	0	0.0%
Outside Canada	92,360		16,045	

Source: Statistics Canada, Population Census, 2016.

¹⁶¹ We present the countries that have at least 2% for one of the two reference periods.

APPENDIX 6

Field of Study of the Immigrant Francophone Population, Ontario, 2016

	Non immigrant Francophone population		Immigrant Francophone population		Immigrant Francophone population (2011 to 2016)	
Total - Major field of studies	435,085		84,495		12,535	
No postsecondary certificate, diploma or degree	199,950	46.0%	24,390	28.9%	3,880	31.0%
Education	20,385	4.7%	3,975	4.7%	370	3.0%
Visual and performing arts, and communications technologies	7,730	1.8%	1,600	1.9%	195	1.6%
Humanities	12,800	2.9%	5,205	6.2%	645	5.1%
Social and behavioural sciences and law	29,280	6.7%	8,530	10.1%	1,250	10.0%
Business, management and public administration	48,065	11.0%	14,240	16.9%	2,485	19.8%
Physical and life sciences and technologies	6,855	1.6%	3,050	3.6%	320	2.6%
Mathematics, computer and information sciences	8,670	2.0%	4,090	4.8%	565	4.5%
Architecture, engineering, and related technologies	46,005	10.6%	9,195	10.9%	1,245	9.9%
Agriculture, natural resources and conservation	4,135	1.0%	755	0.9%	145	1.2%
Health and related fields	33,380	7.7%	7,585	9.0%	1,190	9.5%
Personal, protective and transportation services	17,775	4.1%	1,880	2.2%	250	2.0%
Other fields of study	60	0.0%	0	0.0%	0	0.0%

Source: Statistics Canada, 2016 Population Census.

APPENDIX 7

2028 – Demographic Projections – Ontario Sample scenarios for Francophone population growth

Initial scenario	Total pop. of Ontario	Total number of immigrants	Percentage of immigrants comprising Ontario's pop.	Number of Francophones (if comprising 4.7% of Ontario's pop.)	Number of Francophone immigrants (if immigrants comprise 33% of Francophone pop.)
Reference	16,160,021	5,313,517	33%	759,521	250,642
Low-growth	15,431,196	5,099,626	33%	725,266	239,338
High-growth	16,905,943	5,496,189	33%	794,579	262,211