
MINORITY LANGUAGE EDUCATION

TASK FORCE REPORT

to

**The Minister of Education
Province of British Columbia**

May 1991

May 21, 1991

The Honourable Stan Hagen
Minister of Education
Government of British Columbia
Parliament Buildings
Victoria, British Columbia

Dear Mr. Minister:

I have the honour to submit to you the report of the British Columbia Minority Language Education Task Force.

We were asked to "propose methods of providing French education in British Columbia consistent with the provisions of the *Charter of Rights and Freedoms* and taking into account the intent of the Government to implement the program in a broad and generous way". The recommendations contained in our report do just that to the best of our abilities.

In submitting our report I would like to express my gratitude and admiration to the members of the Task Force and to all those who served on its working groups. The manner in which such a diverse group of British Columbians, representing many different backgrounds, interests and concerns, worked together in a climate of frankness and cooperation calls for special recognition. It is because of their broad-minded approach and their exemplary dedication to the task at hand that we are able to submit this report. I wish to express special thanks to each and every one of them.

May I also take this opportunity to congratulate the Government of British Columbia for launching the Task Force to build upon the proud record of achievements of the provincial Programme Cadre de Français. In our view, the implementation of a francophone component of the British Columbia public school system along the lines recommended by the Task Force will meet the requirements of the *Charter of Rights and Freedoms* and achieve the purposes of Section 23.

You will be pleased to know that the members of the Task Force in British Columbia will gladly make themselves available to provide further advice to your Ministry as may be required in the period ahead until a government decision is made to launch an implementation process.

In closing, may I say that CORRÉLATION Secretariat Services, Inc. is proud to have been associated with the Task Force. Del Lyngseth and I are grateful to have had the opportunity to participate in a project which, we are confident, will lead to beneficial results for British Columbia and for Canada as a whole.

Yours sincerely,

Edgar Gallant, O.C.

MAILING ADDRESS: P.O. Box 4310, Station E Ottawa, Ontario K1S 5B3

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INTRODUCTION

The British Columbia Minority Language Education Task Force was appointed by the Provincial Government in May 1990. Its basic assignment was expressed by the Minister of Education as follows:

"The Task Force will propose methods of providing French education to francophones in British Columbia consistent with the provisions of the Charter of Rights and Freedoms and taking into account the intent of the Government to implement the program in a broad and generous way."

This action followed upon the development of an agreement between the Government and the Province's association of francophone parents concerning the educational rights of the official language minority in British Columbia. The terms of this agreement are included in Appendix 1 to this report.

It should be noted that a change in the original target date for submission of this report was agreed upon later. See the exchange of correspondence between the Chairperson and the Minister (Appendix 2) and the press releases concerning the Task Force (Appendix 3).

The composition of the Task Force was designed to ensure that the knowledge and interests of the major organizations concerned with the Province's education system would be fully reflected in the work. In addition to membership from the francophone associations (the Association des parents du Programme cadre de français and the Fédération des Franco-Colombiens) and the Government, therefore, the Task Force has also included representatives from the B.C. School Trustees' Association, the B.C. Teachers' Federation, the Association of B.C. School Superintendents, the B.C. Secretary-Treasurers' Association, and the B.C. Principals' and Vice-Principals' Association. It was decided, also, to engage an external chairperson to facilitate the consultative process and to see that a report to the Government was prepared. Edgar Gallant, a former senior civil servant with the Government of Canada who also had previous experience with the subject of minority language education, was appointed to this role.

The process for designating the members of the Task Force commenced with a series of consultations between the Chairperson, Government officials and the concerned organizations. At these consultations, the purpose of the exercise was explained, and the cooperation of the organizations was sought. In every case, the response of the organizations was positive. They agreed that minority language education was a matter that needed resolution, and they undertook to nominate representatives to participate on the Task Force. In every case, their nominees were accepted by the Minister when the Task Force was formally appointed.

It was understood, at the outset, that the Task Force was not a representational body in any formal sense. The representatives of the stakeholder organizations were appointed as participants in their own right. In other words, the members contributed to the

development of conclusions through their own input, reflecting their knowledge of and the help of their associations, but without any requirement to obtain formal mandates from these associations on the various issues being raised. Therefore, the fact that the names of the Task Force members appear in this report cannot be taken to imply that there is necessarily a commitment on the part of the various organizations concerned to all of the recommendations that are contained in this document.

The report which follows presents the main considerations examined by the Task Force and the conclusions and recommendations which flow from this work. The introductory part will provide some background on minority languages education in Canada and British Columbia. This will be followed by sections describing the main subject areas examined, starting with the basic principles identified by the Task Force and going on to the francophone education program, governance structures, access and eligibility, demographics, financial arrangements, personnel relations and finally the schedule and mechanisms for implementation.

The Task Force believes that the proposals contained in this report are consistent with the mandate it was given, and that their implementation will enable the Province to meet the educational aspirations of its francophone minority in a manner which meets fully the requirements of Section 23 of the Charter of Rights and Freedoms as interpreted by the Supreme Court of Canada.

The membership of the Task Force was as follows:

Nick Ardanaz
B.C. Principals' and Vice-Principals' Association

Oscar Bedard
Policy, Standards and Communications, Ministry of Education

Ingrid Clark
B.C. School Trustees' Association

Judith Clark
B.C. School Trustees' Association

J. Walter Dallamore
B.C. School District Secretary-Treasurers' Association

Judy Dallas
Languages and Multicultural Programs, Ministry of Education

Martine Galibois-Barss
Association des parents du Programme cadre de français

Norma J. Mercer
Association of B.C. School Superintendents

Peter Owen
Policy, Planning and Legislation Division, Ministry of Education

Vincent Pigeon
Fédération des Franco-Colombiens

Thierry Ponchet
B.C. Teachers' Federation

Suzanne Simard
B.C. Teachers' Federation

Harley Trudeau
Association of B.C. School Superintendents

Jacques Vinet
Fédération des Franco-Colombiens

Pierrette Woods
Association des parents du Programme cadre de français

Edgar Gallant, O.C.
Chairperson, B.C. Minority Language Education Task Force

Del Lyngseth
Secretary, B.C. Minority Language Education Task Force

BACKGROUND

Official language minorities form a significant proportion of Canada's population, perhaps more so than many people realize. The following tables show that, in 1986, there were close to one million francophone Canadians living outside of Québec and just under 700,000 anglophones in Québec.

Official Language Minorities in Canada

1. French Language Minorities (outside Québec)

Province	Population*					Minority Language School Enrollment**
	1951	1961	1971	1981	1986	1988-89
Newfoundland	2,321	3,150	3,640	2,655	2,670	230
Prince Edward Is.	8,477	7,958	7,360	6,080	5,920	514
Nova Scotia	38,945	39,568	39,335	36,030	35,810	3,236
New Brunswick	185,110	210,530	215,725	234,030	237,570	45,308
Ontario	341,502	425,302	482,045	475,605	484,265	94,302
Manitoba	54,199	60,899	60,545	52,560	51,775	5,355
Saskatchewan	36,815	36,163	31,605	25,540	23,720	1,254
Alberta	34,196	42,276	46,500	62,145	56,245	2,036
British Columbia	19,366	26,179	38,035	45,620	45,845	2,008
Yukon	308	443	450	585	620	41
Northwest Terr.	581	994	1,165	1,235	1,420	-
Totals	721,820	853,462	926,405	942,085	945,860	154,284
2. English Language Minority (Québec)						
Québec	558,256	697,402	789,185	706,110	678,785	106,271

* Source: Publication by Secretary of State Department titled "Demolinguistic Profile", ISBN 0-662-57072-3

** Source: Appendix H, Annual Report to Parliament by the Secretary of State on His Mandate with Respect to Official Languages - for 1989-90, ISBN 0-662-57137-1

Linguistic duality is clearly a fundamental feature of Canadian society. However, it has only been relatively recently in our history that Canada has really recognized the importance of this aspect of its nature. This began with the report of the Royal Commission on Bilingualism and Biculturalism in 1968 and the subsequent passage of the Official Languages Act in 1969. In both 1977 at St. Andrews and 1978 at Montreal, the ten Premiers expressed concern for the maintenance of minority language rights and expressly recognized that education is the foundation on which language and culture rest; they agreed that they would make their best efforts to provide instruction in English and French whenever numbers warrant. Then, in 1982, the Canadian Charter of Rights and Freedoms in the Constitution Act guaranteed official language rights, including minority language education rights (as spelled out in Section 23). The Official Languages Act of 1988 had the objectives of strengthening the concept of the equality of the two official languages, supporting the development of English and French minority communities and promoting the use of English and French within Canadian society.

There have been a number of noteworthy results throughout the country from this enhanced recognition of Canada's linguistic duality. Federal services are now available in both official languages. Increasing numbers of French language schools are being established outside of Québec. Rapidly growing numbers of anglophone students are attending immersion programs to develop an understanding of and a capacity in their second official language.

All these positive results notwithstanding, there still remains a problem of a loss of language and culture by French-speaking minorities in Canada. A number of studies have shown that such trends are almost inevitable in situations where a relatively small linguistic group is surrounded by and immersed in the language of a large majority. The only way to counter such a trend, these studies indicate, is through the provision of basic education employing the minority language as the first language in instruction and in school activities. The use of the school as a centre for cultural and other activities by the minority language community is also a key factor.

Such an approach does not mean that the minority will not learn the majority language. The minority students will acquire this automatically from the environment around them (and, indeed, they must do so to function in the society in which they live). However, they will at least retain their language and cultural heritage. They will be effectively bilingual while continuing to foster Canada's other official language and culture within their own Province.

In the years since the Charter of Rights and Freedoms came into effect, there have been varying approaches to implementation of the educational guarantees in different parts of Canada. This has been due, in part, to some difficulty in determining the exact meaning of Section 23 of the Charter which deals with these rights. This difficulty was finally disposed of by the Supreme Court in its definitive judgment of March 15, 1990, in the case of *Mahé vs. the Province of Alberta*.

Because Section 23 and the Supreme Court ruling are fundamental to the recommendations which follow later in this report, the actual wording of Section 23 is reproduced below, and that is followed by a number of quotations from the Supreme Court judgment which identify certain basic conclusions that were germane to our task.

Section 23 of the Charter of Rights and Freedoms

"23. (1) Citizens of Canada

- (a) whose first language learned and still understood is that of the English or French linguistic minority population of the province in which they reside, or
 - (b) who have received their primary school instruction in Canada in English or French and reside in a province where the language in which they received that instruction is the language of the English or French linguistic minority population of the province, have the right to have their children receive primary and secondary instruction in that language in that province.
- (2) Citizens of Canada of whom any child has received or is receiving primary or secondary school instruction in English or French in Canada, have the right to have all their children receive primary and secondary school instruction in the same language.
- (3) The right of citizens of Canada under subsections (1) and (2) to have their children receive primary and secondary instruction in the language of the English or French linguistic minority population of a province
- (a) applies wherever in the province the number of children of citizens who have such a right is sufficient to warrant the provision to them out of public funds of minority language instruction; and
 - (b) includes, where the number of those children so warrants, the right to have them receive that instruction in minority language educational facilities provided out of public funds."

Supreme Court Statements

In its ruling in the case of *Mahé vs. Alberta*, the Supreme Court enunciated a number of principles which apply in interpreting Section 23 of the Charter. The following are quotes from Volume 1 of the Supreme Court Reports (1990) setting forth such principles.

1. "The general purpose of S. 23 of the Charter is to preserve and promote the two official languages of Canada, and their respective cultures, by ensuring that each language flourishes, as far as possible, in provinces where it is not spoken by the majority of the population." (p. 344, 1990, 1 SCR)
2. "The section aims at achieving this goal by granting minority language education rights to minority language parents throughout Canada." (p. 344)
3. "Section 23 is also designed to correct, on a national scale, the progressive erosion of minority official language groups and to give effect to the concept of the 'equal partnership' of the two official language groups in the context of education." (p. 344) ("...the section does not aim at merely guaranteeing the status quo." (p.385))

4. "What is essential to satisfy the purpose of S. 23 is that the minority language group have control over those aspects of education which pertain to or have an effect upon their language and culture." (p. 345)
5. "Where the numbers warrant, S. 23 confers upon minority language parents a right to management and control over the educational facilities in which their children are taught." (p.344) ("...the calculation of the relevant numbers is not restricted to existing school boundaries." (p. 386))
6. "Where the above degree of management is warranted, the quality of education provided to the minority language group should in principle be on a basis of reasonable equality with the majority, although it need not be identical, and public funding adequate for this purpose must be provided." (p. 345) ("...the funds allocated for the minority language schools must be at least equivalent on a per student basis to the funds allocated to the majority schools. Special circumstances may warrant an allocation for minority language schools that exceeds the per capita allocation for majority schools." (p. 378) ("...the remedial nature of S. 23 means that such differences in cost, if not unreasonable, must be accepted." (p. 387))
7. "Section 23 confers upon a group a right which places positive obligations on government to alter or develop major institutional structures." (p. 365) ("...Section 23 only mandates a minimum level of management in a given situation; it does not set a ceiling." "...provincial and local authorities may, of course, give minority groups a greater degree of management and control." (p. 379))

The Background in British Columbia

In Western Canada, there continue to be important populations of the francophone minority, although they constitute a small proportion of the total population. While the minority has integrated well with the society of which it is a part, there has been a serious problem of loss of language and culture. The table at the beginning of this section shows a decline in the francophone population in Saskatchewan and Manitoba over a 35-year period. In Alberta and British Columbia, there was a considerable population growth in the same period. However, this was due to a substantial migration of francophones during those years; without the loss by many of their language and culture, the minority language population would have been considerably larger.

In British Columbia, the pressures on the French language and culture are particularly acute due to the low proportion of francophones and their wide dispersal throughout the Province. Indeed, the current rate of language loss has been measured at over 70 per cent.

It was in 1978, following the 1977 declaration by provincial Premiers in St. Andrews, New Brunswick, that the Ministry of Education launched the Programme Cadre de Français — a French education program meant to serve British Columbia's francophones. This was a significant development; it is considered to be one of the first provincial policies for minority language education outside of Québec.

Since the initiation of Programme Cadre, the student population has grown to 2,100, located within 40 programs and 23 school districts. In relation to past history, the amount of progress in the last 12 years has been considerable, and this suggests that there is a growing understanding of the situation and support for the official language minority within the Province.

At the same time, the new program has not evolved without problems. From the standpoint of the francophone community, there have been many frustrations associated with a lack of effective control over the programs and resources and the necessity for continuous monitoring. In particular, the parents' group (the Association des parents du Programme cadre, APPCF) has had to work at getting the idea of French programming accepted by the school boards and at ensuring that adequate facilities are secured and teachers and other staff are hired. They still have problems with the curriculum and available instructional resources and there are difficulties in retaining teachers due to "burnout" in coping with stressful situations. Furthermore, the numbers currently served by the program are small in relation to the francophone population. Out of 20,000 school-age children eligible under Section 23 of the Charter, there are only 2,100 enrolled in Programme Cadre.

There has been a continuing process of negotiation between the francophone associations and the school districts and Provincial Government in relation to the program. While successes were achieved, the rate of progress fell short of the requirements of Section 23. Specifically, while the new School Act of 1989 defined access and eligibility, it did not resolve the critical issues of quality of education and management and control by the linguistic minority of its educational programs. For these reasons, the APPCF and the Fédération des Franco-Colombiens (FFC) and two individual parents maintained their decision to take legal action against the Government in the Supreme Court of the Province.

Subsequent to that, the Supreme Court of Canada came down with its ruling of March 15, 1990. In light of that judgment, the Provincial Government and the APPCF negotiated an agreement (Appendix 1) whereby the legal action would be suspended and this Task Force would be established.

THE APPROACH TO THE TASK

The Task Force decided to organize its work by subdividing the subject matter into major components and assigning these to Working Groups for detailed study. The Groups reported periodically to the Task Force, which drew from this work in developing its conclusions and recommendations for its report to the Government.

Working Groups were established in the following areas:

- Demographics, Access and Eligibility;
- Alternative Methods for Program Delivery;
- Financial Arrangements.

The Task Force also concluded that the subject of personnel relations warranted special attention. Rather than establishing another Working Group on this matter, however, the Task Force concluded that all its members shared major interests in this vital area, so that it should operate as a "committee of the whole". A special meeting of the Task Force was organized, therefore, to focus on this subject.

The Task Force also concluded that it would be important to identify a statement of basic principles that would underlie its work and serve as a framework to guide the various activities that were being launched. The Task Force believes that this statement of principles captures the rationale for its work and establishes the foundation for achieving the objectives of the Government in a manner consistent with the Charter. It is therefore reproduced below.

Statement of Basic Principles

1. To implement throughout British Columbia the educational rights of the francophone minority as guaranteed by the Charter of Rights and Freedoms and as interpreted by the Supreme Court of Canada, and, in particular, to preserve and promote the French language and culture and reverse the progressive assimilation of the francophone minority in the Province.
2. To ensure that the quality of education for British Columbia's eligible francophone students is provided on a basis of equality with that which is available to the majority.
3. To provide funding for the necessary facilities and their operation including, where numbers warrant, stand-alone francophone elementary and secondary schools.
4. To provide that the francophone system will be operated and managed within the framework of the provincial public school system and be part of it.
5. To provide for appropriate participation by the francophone community in the government decision-making process and structures affecting French education.

6. To provide for a system which will guarantee to francophones appropriate management and control of French education in British Columbia.
7. To provide for a smooth implementation over a reasonable transition period.
8. To implement a structure which will help to foster cooperative implementation between the anglophone and francophone components of the British Columbia education system.

A FRANCOPHONE EDUCATION PROGRAM FOR BRITISH COLUMBIA

A fundamental question that the Task Force asked itself early in the proceedings was this: "What is a francophone educational program for British Columbia's official language minority?"

The "mission statement" for the B.C. education system as spelled out in the School Act is:

"The purpose of the B.C. school system is to enable learners to develop their individual potential and to acquire the knowledge, skills and attitudes needed to contribute to a healthy society and a prosperous and sustainable economy."

The Task Force then answered the above question by adding to the "mission statement" the following:

"A francophone educational program is a public education program within this system, carried out in French, except for English Language Arts, and is intended to enable learners who qualify under Section 23 to achieve this public purpose while retaining their cultural identity."

The program for primary 1 (K) to graduation is to be developed within the Year 2000 Framework for Learning, taking into consideration the special cultural and linguistic needs of francophone students.

While the Ministry of Education is responsible for setting overall policies, directives, and standards, minority language groups should have an appropriate measure of decision-making and control over the establishment of francophone programs. The common curriculum and its program development remain the responsibility of the Ministry. Since the Year 2000 policy directions focus on the learner and the intended outcomes rather than on course content, the minority language curriculum may differ in content from that of the majority. The special educational needs of francophone students will be addressed through an appropriate procedure to ensure the input of minority language representatives in program development.

The francophone community at large is responsible for supporting the school and family by providing children with a healthy and supportive community environment.

The francophone program must offer the options to qualify pupils for admission to post-secondary institutions in British Columbia."

The Task Force believes that the Province has achieved substantial progress in the development of an educational program to serve its linguistic minority.

Program Development Needs

At the same time, there is much left to be done to meet program needs. Curriculum support materials are generally inadequate and in short supply. Learning resources are often translations where the cultural component is frequently lacking. These deficiencies place extra demands on Cadre teachers who must develop and adapt materials to meet the needs of their classes.

Bearing these problems in mind, the Task Force concluded that, while the new francophone component is being established and after it becomes operational, sufficient resources (human and financial), must be provided both within the Ministry and the francophone school boards to enable the development of the francophone educational program.

The Task Force noted, with approval, the recent action by the Ministries of Education for the four Western Provinces to establish a consortium for the purpose of developing and sharing curricula, learning resources and support materials for minority language education. This approach should enable the pooling of talent and materials to achieve program improvements at lower cost.

The Amount of French and English Instruction

The Task Force had a discussion concerning the proportion of French and English instruction that would best meet the needs of francophone students. Current practice provides that Programme Cadre is a unilingual education program in which the language of instruction is French except for English Language Arts instruction (which currently starts in grade 3).

The Task Force concluded in favour of introducing English Language Arts in the first year of the intermediate program (currently grade 4), on the grounds that francophone children in British Columbia have ample exposure to English and need the maximum French schooling to counter the pressures that lead to loss of language and culture. The time allotted to English Language Arts is to be not less than 10 per cent and not more than 20 per cent of total instructional time.

It was agreed that there should be continual monitoring and evaluation of this aspect of the francophone program, including the development of an English Language Arts curriculum adapted to the special needs of francophone students. In particular, it would be important to ensure that the program enables francophone students to qualify for admission to post-secondary institutions in British Columbia.

The Cultural Component

When the needs of the francophone minority are examined in detail, it becomes clear that the francophone program has to do more than provide education in French. It has to encourage the students in the program to use their language. This is not an easy objective to accomplish in the overwhelming English milieu which characterizes British Columbia. Therefore, the francophone education program has to contain a strong cultural component.

It has to foster an interest in French Canadian history and culture, and promote among students a sense that they belong to that group as well as to British Columbian society in general. If the school program can develop cultural and other activities in French and provide a general ambience in French, then this objective can be achieved.

The establishment of francophone governance is fundamental to achieving this aspect of the program. An increased French ambience in terms of administrative, school and cultural activities will be more readily achieved under a system of francophone management and control. Francophone teachers will be able to relate to one another and share in professional development activities. Cultural and sports exchanges between francophone schools can be arranged, and so on.

School Facilities

Of course, the provision of a French ambience and a wider range of French activities can be more easily achieved in a separate or "stand-alone" facility. In this situation, it becomes easier to establish the school as a cultural meeting point for the francophone community and so augment the interchange between the community and its school children.

However, this is something which is not easily attained in B.C. due to the small number of the minority in most localities. Under the current policy, a Cadre program is to be started when there are 10 students at the primary/elementary level, and 15 students at the secondary level. These numbers would not, in most situations, warrant the provision of a separate building. Indeed, while 40 Cadre programs have so far been established in the Province, there are currently only four schools in which a building is entirely given over to the francophone students. It should be noted, however, that small "stand-alone" schools with an enrollment of less than 50 students are quite common in the British Columbia education system. Forty-five (or 66 per cent) of all British Columbia school districts have between them more than one hundred such small schools.

The Task Force recognizes the utility of stand-alone facilities, where numbers warrant, and such possibilities as combining a number of smaller programs in some localities or establishing regional secondary schools were noted. However, the Task Force has not attempted to make specific recommendations for individual locations. The working out of such detailed arrangements will be a part of the responsibilities of the new francophone governance structure.

THE STRUCTURE FOR GOVERNANCE

The central issue which the Task Force had to consider was the matter of governance of the francophone education system. There is no doubt that the absence of management and control has been the cause of much of the frustration of the francophone minority in relation to the development of francophone education in this Province. In most cases, the francophones have had to struggle to secure the minimum in facilities and resources to enable an acceptable education program to proceed. This does not imply the existence of ill will within the school districts; indeed, in some districts a commendable effort has been made to support viable francophone programs. However, it is a fact of life that a small minority's concerns cannot very often command a high priority with school boards that are faced with a multitude of issues of importance to the majority they represent.

It was no doubt a recognition of this reality which led the Supreme Court to conclude (in *Mahé vs. Alberta*) that it is essential, in order to satisfy the purpose of Section 23, for the minority language group to have control over those aspects of education which pertain to or have an effect upon their language and culture. The Court stated that Section 23 confers a right upon the minority to management and control, where numbers warrant, and this right "places positive obligations on government to alter or develop major institutional structures."

The fact of this right was recognized in the terms of reference for this exercise (see point 4, Appendix 1) which refers to an appropriate measure of management and control where numbers warrant. The Task Force was not called upon to examine whether or not there should be provision for francophone governance; that was a given. It was the role of the Task Force to recommend the form of governance that should be applied to best meet the situation in British Columbia.

To this end, the Task Force and its Working Group on Alternative Methods for Program Delivery examined a number of potential models for governance of minority language education programs which have evolved across the country. The major models, along with the key considerations pertinent to each, are described in the sections which follow.

Proportional and Guaranteed Representation (the Ontario Model)

At first glance, this model might seem to offer the least alteration to the present system, because the same school division boundaries are maintained under the same school boards. However, the linguistic minority elects members to the board who are responsible for overseeing some aspects of the francophone program. The number of minority board members is in the same proportion as the number of minority students is to the total student body. However, where the minority population is too small to warrant members on a proportional basis, then a guarantee of a minimum number of minority trustees applies (in Ontario, the guaranteed number is three).

The Task Force concluded that this system would not be applicable in British Columbia. A number of considerations led to this conclusion:

1. The francophone population is too widely dispersed for any effective representation on a proportional basis. A guaranteed basis, providing for one or more francophone trustees on all affected school division boards, would be unduly expensive and cumbersome.
2. A situation in which minority trustees make all the decisions for minority schools and participate as well in the general management of the whole district would create a distortion in the school boards, with some trustees having special rights and powers in comparison to the others.
3. Budgets would be more complex and cause friction. There would probably have to be separate provision for majority schools, minority schools and joint administrative services. This could lead to extra costs, as well.
4. If there were just one minority trustee on a board, the burden on this member to take all the decisions relating to minority education would be excessive and the success rate in meeting the minority education requirements might not be much better than with the current situation.
5. There would be no capacity for taking a coordinated approach to the francophone program within the Province as a whole, or to develop territorial groupings of minority students to achieve program efficiencies, since existing district boundaries would be adhered to.
6. There would be dual administrative authority for the same program and teachers would be required to respond to dual management.

It is relevant to note that even in Ontario, where the numbers of the minority are much greater, and the school boards are larger, the proportional and guaranteed representation system has not been working well, and the Province is moving to establish more linguistic school boards. In Alberta, the model was considered and rejected by the Alberta School Trustees' Association and the francophone associations in favour of regional linguistic school boards.

The Sliding Scale Approach

The Supreme Court ruling referred to a sliding scale approach under which there could be a varying degree of governance within a province depending on the concentrations of francophones. A school board with full powers would be at the upper end of the scale which would range down to the proportional representation model and then to a minimum measure of management control by committees of parents at the lower end of the scale.

In the view of the Task Force, the sliding scale approach would not meet the needs in British Columbia. The concept of a parents' council, with some delegated functions, is not contemplated by the provincial legislation governing school boards. At best, such a council would be advisory and ineffective; as a management and control model, it would not be in

keeping with the remedial purpose of Section 23 and could be disruptive of the school board's operations. If some areas did use the proportional representation system, they would encounter all the difficulties identified above. A combination of approaches would lead to a very fragmented and therefore ineffective system for francophone education in this Province.

In short, the purposes for providing francophone governance would not be achieved, and the intent of Section 23 would not be met.

Small Local Councils and a Provincial Council (the Saskatchewan Model)

Under the model proposed for Saskatchewan, each community with a francophone school would elect its own local council which would have most of the powers and responsibilities of regular school boards. However, the local councils would, in turn, select representatives to a general council, which would have responsibilities for overall coordination of the francophone system and for providing various services to the several schools (all of which would be too small to afford specialized staff on their own).

The Task Force concluded that this model would not fit the British Columbia situation. The wide dispersal of the Province's francophones, the large number of small programs involved, and the vast distances to be covered would make the general council concept too difficult to operate here.

The Dual Map System (the New Brunswick Model)

This system involves the establishment of separate and distinct school districts for each official language across the Province. Boundaries do not coincide and English and French districts overlap. The boards for all districts have exactly the same powers. This type of approach can encounter problems where local taxation is involved in financing part of the school costs, as the definition of the appropriate tax-base for the minority can be difficult. However, in New Brunswick this problem does not arise, as all funds are provided by the Provincial Government. British Columbia is now almost in the same situation (with the exception of referenda).

The Task Force concluded that some adaptation of this approach could best meet the needs in this Province. It would avoid the many problems associated with the proportional representation model while offering scope to meet the particular requirements of the francophone minority. In particular, it would be more flexible (not being constrained by existing boundaries) in responding to the needs of francophone students more effectively. It would be simpler to operate than a system which would require a splitting of resources within one district, and would cause less disharmony with the majority. Francophone school staff would no longer be in a minority situation when expressing their concerns.

Finally, the francophone boards would be essentially mirror images of the anglophone boards; there should be no perception of creating something "special" for the minority.

The British Columbia Structure

Two alternative models for taking this approach in British Columbia were examined in detail by the Task Force:

(a) The Single School Board Model

This model would involve the establishment of one francophone school board which would have jurisdiction for the francophone school programs over the entire territory of the Province. This is a vast area for one board to cover, but provision could be made for reflecting local and regional interests. In the model the Task Force considered, there would be parents' advisory committees at the local level, and three regional committees for considering local requirements and advising the full board. However, the decision-making powers would rest with the single board.

This model could offer the advantage of "strength through unity". The capacity for taking a coordinated approach to francophone education, to the development of terms and conditions of employment, etc. would be maximized.

At the same time, there are disadvantages in attempting to serve the whole Province with one board. The distances from the decision-making centre become very great, and the capacity to recognize the special needs of outlying communities may be in doubt. Certainly, there would be concerns in some smaller, distant communities, for example, that greater Vancouver could exert undue influence on the system.

(b) The Proposed Structure for British Columbia

The other model studied by the Task Force involves the establishment of a few regional francophone school boards. The Task Force concluded in favour of this model because it would retain most of the advantages of the one-board model while avoiding its disadvantages.

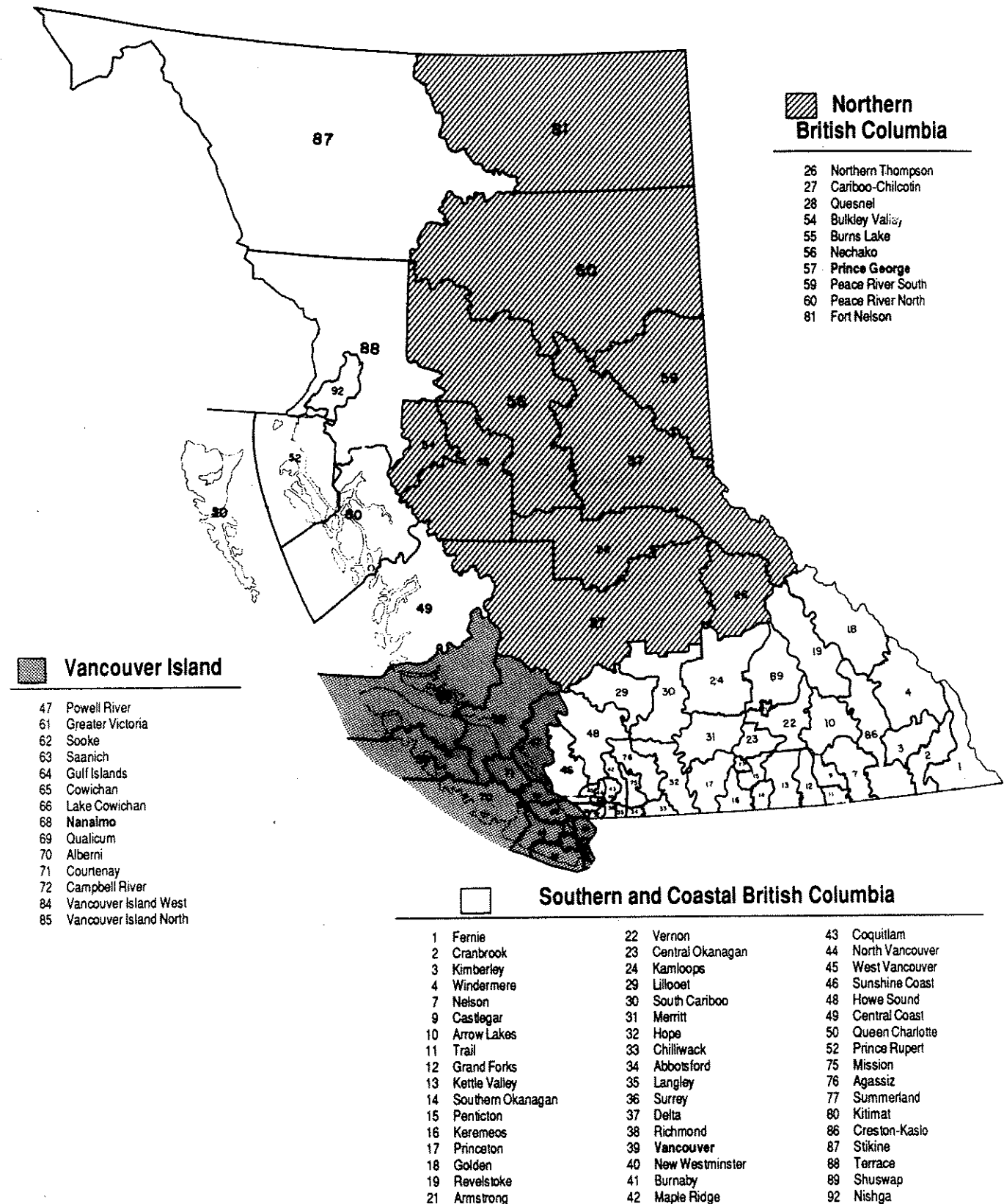
The recommended model would be generally defined initially in terms of three regional boards, as follows:

1. Southern and Coastal British Columbia - this district would be centred in Vancouver and cover the lower mainland and the southern interior. It would also incorporate the north coast, because of transportation patterns.
2. Vancouver Island - centred in Nanaimo.
3. Northern British Columbia - centred in Prince George and overseeing the vast but sparsely populated area covering the rest of the Province.

The adjacent map shows the boundaries of the proposed francophone districts in relation to the existing school districts. Appendix 6 provides a listing of school districts that would fall under each francophone board.

It should be noted that this would be the initial design of the structure for francophone governance. If sufficient growth in the system warranted it, additional districts might be formed in the future.

Proposed Francophone School Districts



Of course, the three-board model does not have the same scope for a unified approach as the one-board model would have, and it will be important to ensure close coordination for the system as a whole. This will be particularly the case during implementation, and the Task Force has specific recommendations to offer in this connection within the section of the report dealing with implementation.

The Task Force discussed a number of ancillary matters related to the establishment of the proposed new structure as described in the following paragraphs.

The Election Process

Initially, the new francophone school boards should be composed of three trustees, each appointed by the Minister (see the implementation section). Eventually, five or seven-member boards should be elected on a "ward" system. One ward might include a number of schools and communities where the population served is small.

Elections for the francophone school boards, once they are established, should be carried out on the same basis as they are for the other school boards in the Province.

Powers and Responsibilities

Only the francophone boards should have responsibility for delivery of Programme Cadre (or whatever the minority language program is called in future). Responsibility should be transferred to the new boards throughout the Province as of a specific date. At the same time, the francophone boards should have the capacity to enter into contractual arrangements with other boards to meet needs which could more appropriately be met in this way.

The powers and responsibilities of the francophone school boards should be essentially the same as those of the anglophone boards. For example, the boards should have the responsibility to arrange for provision of the same range of specialized educational and counselling services to the francophone schools as are normally available in the anglophone system. In addition, however, the francophone boards could have the responsibility to oversee the provision of any cultural or other services, unique to the francophone system, that may be developed and financed under special agreements.

Similarly, the francophone boards should have the responsibility to establish programs in accordance with provincial regulations and guidelines. (For example, primary/elementary programs are to be established when there are ten students, secondary programs when there are fifteen. Responsibilities also include arranging for stand-alone facilities, shared or rented facilities, or distance education materials, as appropriate.)

While day care and preschool programs may be outside the scope of the decisions that can be taken in relation to this report, the Task Force wishes to observe upon the importance of such programs in countering the assimilation process, by keeping very young children involved with their language and therefore more ready to participate in the French language classes when they start school. The Task Force recommends that the francophone

school boards should have the capacity, where appropriate, to coordinate day care and preschool programs with school programs.

Organizational Relationships

To ensure appropriate governmental attention to the new francophone system, a unit should be established in the Ministry which would be solely dedicated to French minority language education, headed by an official of sufficient seniority to permit full access to decision-making processes. This unit should have a fully bilingual capacity so that it can provide services in French to the francophone school system while representing its interests within the Ministry. Appendix 8 provides a listing of the functions that this unit would carry out.

There should be representation from the francophone system in those advisory bodies to the Ministry which have a bearing on decisions affecting that system.

The francophone system should function as an integral part of the British Columbia system of education. As such, it should participate fully in the provincial organizations which are concerned with the system. In each such organization, the francophones could also form their own sub-group to deal with matters affecting only the francophone system. On matters affecting the education system as a whole, there should be a procedure in each organization that would ensure that the views of the francophone groups are considered.

ACCESS AND ELIGIBILITY

The Basic Rules of Access

Assuming that a francophone school component with governance by francophones is established along the lines proposed in the preceding sections, the question then arises as to which children will have access to the system.

Perhaps the first principle to note here is that no one will be forced to attend a school or program in the new system. Francophone parents may elect, if they so wish, to remain with the school district in which they reside. However, their children would not be able to receive a francophone education in such a case; they would have to attend either English language or immersion programs offered by their anglophone school board.

Which children have the right to attend the francophone schools if they so wish? The basic answer is reasonably straightforward, and is provided by Section 23 of the Charter of Rights and Freedoms. Under this section, Canadian citizens have the right to have their children receive instruction in a minority language education program if they (the parents):

- (a) have French as their first language learned and still understood, or
- (b) received their primary school instruction in Canada in French, or
- (c) have a child who has received or is receiving primary or secondary school instruction in French in Canada.

This still leaves a few definitional questions to be worked out, however. First, with reference to points (b) and (c) above, what constitutes a bona fide French school for the purpose of entitlement to access to francophone schools? It is generally accepted throughout the country, for example, that immersion programs, being designed primarily to enable anglophones to learn their second official language, do not count as French education in relation to Section 23 rights.

The Task Force concluded that a definition of a French school was needed for purposes of determining entitlement to access. This definition would apply both to students in British Columbia and to those who migrate here from other parts of the country.

The Task Force therefore recommends that the basic definition of a francophone school or program for purposes of determining a right of access be as follows:

The *Programme Cadre de Français* in British Columbia or a similar program intended for francophones in any other province in which French is used and developed as the first language in instruction and school activities.

The Task Force also concluded that there should be a required minimum of previous French education (as defined above) to establish the entitlement to access. In other words, the fact that an anglophone parent had a few months in a French school many years ago should not be enough to confer a right to French education on his or her children.

The Task Force recommends that a minimum of the equivalent of four years of French education be required for the purpose of establishing Section 23 rights. However, it is recognized that, given the specific wording of Section 23 (2) (as in point (c) above), this limit cannot apply in cases where a child is currently receiving school instruction in French in Canada.

In addition to children with Section 23 rights, it should be recognized that it may be desirable to admit certain other children to the francophone system — in particular, French-speaking immigrants. The francophone school boards should have the flexibility to do this. Each board should have an admissions committee to consider such cases. Consultation between the three boards should ensure reasonable consistency in the decisions taken. Admission of students without Section 23 rights would also be subject to the agreement of the anglophone school district in which they reside.

It is to be expected that many students will attend francophone schools with a limited knowledge of French. Therefore, special tutoring or instruction (for example, welcoming classes or *classes d'accueil*) will be crucial to qualify such children to participate in the regular francophone program. It is recommended that the francophone school boards have the responsibility to provide this, with ongoing support from the Ministry on a comparable basis to that now provided in relation to English second-language training.

Eligibility for Governance

Another issue to be resolved in relation to the proposed new francophone school component concerns who is eligible to participate in governance; in other words, who may vote and run for office within the three francophone school boards.

The Task Force has concluded that, for practical reasons, the first francophone boards should be appointed by the Minister, so that the first elections will not take place until after the new system is implemented, perhaps at the time of the next regular local elections in November of 1993. See the section on Implementation in this report for the detail on this.

The Task Force does assume that once the new francophone boards are in place, the same election processes will apply as is now the case for the anglophone boards. However, if a Section 23 parent opts to vote for the francophone board he or she would nonetheless be entitled to participate in referenda held by the anglophone district where the parent resides, as Section 23 parents will continue to pay property taxes based on the rates established for that district.

The matter of eligibility to participate in governance may be more complicated for the francophone boards. It is clear, first of all, that Section 23 parents — those that have the right to send their children to francophone schools — have the right also to participate in the governance of those schools. However, the Task Force had a substantial discussion on the issue of whether or not this right should be extended to a broader definition of the francophone community.

The Task Force has received a number of legal opinions based on the Mahé decision to the effect that the reference to "parents" can encompass, in addition to the parents with

children in the school, any person who would qualify under Section 23 of the *Charter* if he or she had school-age children.

The Task Force concluded in favour of the broader approach, since this would imply the same community interest in the education program as is the case generally throughout the Province. The broader involvement is perhaps even more critical for the francophone system, since it is hoped that the schools will increasingly become centres for community and cultural activities in the French language, to help in reversing the trend toward assimilation.

It will no doubt be a difficult task to identify completely the broader community that might participate in governance. According to census data, there are some 30,000 francophone adults in British Columbia who could decide to take part. In addition, there could be a significant number of anglophone parents whose children are entitled to attend francophone schools under Section 23. Many francophones will be readily identifiable — those who currently have children in francophone education and those who are members of francophone associations. However, many more will have to be located, informed, and asked to decide if they wish to be registered as a voter for one of the francophone boards. The Task Force assumes some form of formal enumeration will be required, with a signed document attesting to the qualifications and intent of the person being registered. This is a process which might take some years before it is complete.

Holding Office

Finally, the Task Force had some debate on the question of whether the right to vote should imply also the right to hold office, or whether there should be some added restriction placed on the latter. There are, of course, some general restrictions on who can hold office and these should apply equally in the francophone system. However, the key issue concerns the possibility of excluding non-francophones from holding office, to safeguard the French nature of the operation.

It is true that, in accordance with the approach to eligibility recommended above, a substantial number of non-francophones might have rights to participate in the governance of the francophone system. The Task Force recognizes, also, the importance of ensuring that the francophone school boards will in fact operate in French; this is a vital factor, both for practical and symbolic reasons, in the effort to strengthen the position of the minority official language in the Province.

At the same time, the Task Force concluded that it would be fundamentally wrong to attempt to legislate away this basic democratic right to hold office in British Columbia. Instead, it recommends that there be a legislative provision that the language of internal administration and operations of the francophone school boards be French.

DEMOGRAPHICS

Francophones are not a substantial component of the population of British Columbia. There are only approximately 50,000 of them in the Province, or less than 2 per cent of the total population.

The 50,000 represents a considerable growth from the 19,000 recorded in the 1951 census. However, this growth is due to a substantial flow of francophones from elsewhere in the country. The growth in numbers would have been substantially higher, were it not for the rate of assimilation, which has been measured at over 70 per cent.

There are approximately 19,000 school-age children in the Province with at least one francophone parent. However, there are only 4,300 children who have French as their mother tongue. Just over 2,100 of these are currently enrolled in Programme Cadre. These figures illustrate the fragility of the situation of the francophone minority in this Province. If we are to preserve a viable representation of Canada's other official language in British Columbia, then it is crucial not just to maintain but to strengthen a system of francophone education for this Province.

A serious problem in the current Cadre program is the rapid rate of dropping out from the program after grades 7 and 8. Of 2,111 students in the program in 1989-90, for example, only 328 were in the secondary level. This is no doubt due to the fact that the secondary level curriculum is not yet well developed, and that many Cadre locations do not offer instruction at that level.

The Task Force and its Working Group on Demographics, Access and Eligibility postulated an increase in the francophone school population for the future under a system of self-governance. It assumed that the system could, over a period of five to ten years, retain most of the 2,100 students currently enrolled, attract most of the remaining French-mother-tongue children not now enrolled (in the order of 2,000), and reclaim perhaps 10 to 15 per cent of the 15,000 who have lost their mother tongue (approximately another 2,000). In total, then, enrollment could potentially reach something in the neighbourhood of 6,000 during this period.

This forecast of substantial growth was based on a number of assumptions:

- The establishment of the francophone governance system would provide more sustained attention to the program, and would provide security, stability and a feeling of belonging, and therefore more of a personal commitment.
- There would be active information and promotion programs to encourage more participation.
- Programs would be gradually extended through the secondary grades either in existing locations or through setting up regional secondary schools.
- Integration of preschool classes could begin to reduce the assimilation rate of young children and provide the system with a steady flow of francophone children at school

entry level.

- There would be a gradual improvement in such factors as obtaining and retaining experienced teachers, better facilities and resources, more effective methods of program delivery, and generally a higher-quality education.

If these desirable results are in fact obtained as a result of proceeding with the establishment of the proposed new francophone system, then it would seem reasonable, in the view of the Task Force, to expect a growth in the student population to the figure postulated.

The following table summarizes the demographic factors in British Columbia. The projected enrollment figures were arrived at using the assumptions described above.

	Children - Francophone Parent	French Mother Tongue	Current Enrollment 1989-90	Projected Enrollment
Districts now with Programme Cadre	11,510	2,990	2,111	4,053
Other Districts	7,595	1,300	-	2,087
Total	19,105	4,290	2,111	6,140

The table in Appendix 7 shows this data by school district. The table is extracted from a fuller report prepared by the Working Group entitled "*Demographics — The General Context*".

It should be noted that the projections of potential enrollment make no assumptions as to the locations to be chosen for new schools or programs. Decisions on the start-up of new programs or opening of new schools would have to be made by the new boards based on demands that may develop in future, on assessment of viable options including transportation and boarding arrangements, etc. The purpose of the Task Force, at this point, is merely to identify a realistic possibility for the overall size of the system some years after the implementation takes place.

PERSONNEL RELATIONS

One factor that was clearly of high priority in the thinking of the Task Force members during the course of this exercise was the crucial importance of effective personnel relations in the implementation of the proposed new francophone system. It will be essential to continue to have highly qualified and dedicated employees if the objectives of this new approach to francophone education are to be achieved.

In recognition of this priority, the Task Force had a number of discussions on personnel issues, including a specific meeting that was convened to focus entirely on the subject.

Some members of the Task Force consulted with a number of teachers currently in Programme Cadre to ascertain their concerns, and these were then discussed with the Task Force as a whole. It will be important to take these concerns into account as implementation proceeds.

In addition to their professional interest in ensuring the quality of the education being offered to francophone students, these teachers were concerned, of course, about the basic issue of job security. This is only natural when a potential change of employer is contemplated. They are concerned, also, about retaining seniority and accumulated benefits like sick leave. And bearing in mind that the proposed francophone school districts will be much larger in area than the districts they currently serve, they want some assurance of reasonable security of location (i.e., they do not want to be unilaterally moved to new locations long distances away from where they currently work). No doubt other staff associated with Programme Cadre share these same concerns.

There were also concerns about the current situation in Programme Cadre, which it is hoped will not carry over to the new system. Some Programme Cadre teachers consider that their current jobs make too many demands upon them. In addition to teaching, they find that they have to carry out a great deal of non-teaching work, such as administration and libraries. They frequently have to contend with multi-grade levels in one room. They consider the curriculum to be insufficiently developed, and they are frequently faced with an inadequate supply of teaching materials and aids. They also frequently suffer a feeling of isolation, of limited professional contact and assistance. All of these factors mean that the life of a Cadre teacher is often a stressful one. The problem of teacher "burnout" has been observed in the current system.

In spite of these concerns (perhaps, in some cases, because of them), the Programme Cadre teachers who were consulted were generally supportive of the idea of francophone school boards. Naturally, they hope that the change will facilitate the achievement of improved working conditions. They realize that, within a francophone system, they will no longer be in a minority situation when expressing their concerns.

In reviewing the potential transitional arrangements for staff, the Task Force concluded that there were a variety of arrangements available. In the initial period of operation of the new boards, for example, staff needs might be met by a combination of:

- direct hiring from existing boards,
- recruitment of new staff,
- secondment from existing boards,
- contracting for services from existing boards.

Under existing collective agreements, employees would have the right to choose to accept a transfer or secondment to a new board.

Terms and conditions of employment would be clear in cases of secondment. The new boards would have to develop terms of employment to offer others. Portability of benefits for transferring employees could be negotiated. Should employees of the new boards decide to organize for purposes of collective bargaining, new agreements would be worked out.

In general terms, the Task Force concluded that the present contractual arrangements governing employee relations can accommodate the requirements of the francophone boards, including their transitional needs.

The Task Force concluded, also, that it would be essential that employees know where they stand on job security and employee benefits before the new system is implemented.

The detail of such arrangements is clearly not within the mandate of this Task Force. Such work is a part of the implementation phase which would be launched in light of the policy decision the Government takes in response to our recommendations.

However, the Task Force offers the following basic personnel principles, which it believes should apply in relation to the personnel aspects of implementation, to help address the key concerns of job security and equality of service.

Personnel Principles

1. The Transitional Support Team, the Coordinating Committee and the interim School Boards, as recommended in the section on implementation, should address, as appropriate, the initial personnel relations concerns prior to the commencement of operations by the regional francophone school boards.
2. At the time of transfer of Programme Cadre to the new governance structure, employees working in the program will exercise their rights under existing agreements. Since the services of staff will have to be confirmed before the formal transfer of responsibility, the interim school boards should have authority to hire and enter into other arrangements.
3. The francophone school boards are encouraged to consider provisions that would enable the transfer of qualified Programme Cadre personnel from existing school boards to the new francophone school boards on a priority basis.

4. Financial arrangements should be sufficient to enable the francophone school boards to offer terms and conditions which will allow them to be competitive with other boards in attracting and retaining staff. They should also have resources to staff appropriately, to alleviate the problem of unduly heavy work demands on some francophone teachers.

FINANCIAL ARRANGEMENTS

If the recommended new system for francophone education is to succeed, it must be supported by financial arrangements which will ensure that adequate funding is available. The Task Force gave this subject priority from the outset and established a Working Group to study the matter in detail. This section will first describe the main principles and considerations that were identified, and then go on to outline the cost estimates that were developed.

Statement of Financial Principles

The following were adopted as basic principles that should guide the development of the financial arrangements for the new francophone component of the B.C. school system.

1. The francophone school boards should have the same right as existing school boards to raise funds in accordance with the School Act.
2. The established financial arrangements should provide for predictable availability of funds to facilitate efficient management and control.
3. The established financial arrangements should be sufficient to ensure that the quality of education for British Columbia's eligible francophone students is provided on a basis of equality with that which is available to the majority.
4. The provision of francophone programs should be reflected as a mandate change by the Provincial Government and the required amount of increased funding for the francophone programs should be incorporated into the base block.
5. The distribution of funds to the francophone programs should be in accordance with the existing distribution methods, but the existing service levels and cost factors of the Fiscal Framework should be amended where applicable to recognize the unique requirements of the francophone component.
6. New or special costs should be funded with resources available through new provincial policies and/or federal-provincial agreements.
7. Provision should be made to buffer any negative financial consequences to a school district affected by the implementation of any new financial arrangements for the francophone program.

Comments on the Principles

The first principle is consistent with the view taken by the Task Force that the new francophone school boards should be, in most respects, "mirror images" of the anglophone school boards and have equivalent powers and responsibilities. Of course, the right to raise funds is not of great significance at this time, since almost all the funding for school districts now comes through the Provincial Government. Only through the use of

referenda can school boards raise extra funds by property taxation, and this tool has so far been used very little.

It should be noted that even if the francophone boards have the right to use referenda, it is extremely unlikely that they will ever use it. The task of defining the tax-base on which special taxation approved by referenda could be applied would be very complex in the case of the francophone districts, since they will be large in area with a widely dispersed population.

The approach taken to financial arrangements in this report is based on the current system in British Columbia. In the event of a major change in the taxation system in future, the matter of the best arrangements for the francophone districts would have to be reexamined.

The next four principles reflect the fundamental objectives of treating the francophone districts in the same way as the other districts, while ensuring, at the same time, that the "basis of equality" in the quality of the education offered to the minority is in fact achieved.

Financial simulations were carried out for the Task Force to show the funding that could be generated by the Fiscal Framework, and for this purpose a dispersion index was incorporated which took into account the geography of the proposed new school districts. This work indicated that existing Provincial financing formulae could provide sufficient basic funding to make the proposed francophone system a viable operation.

At the same time, there will be extra costs associated with the implementation of the new system, and also with its ongoing operation, if it is to accomplish its objectives. These costs will be identified in subsequent paragraphs. However, the sixth principle recognizes that there will be a need for new provincial policies and/or agreements with the Government of Canada to meet these extra cost factors.

The seventh principle may not, in fact, be required, since it is not clear that any school district will encounter negative financial consequences from implementation of the francophone system. However, there may be situations where a district could incur a net financial loss due to the transfer of a substantial number of francophone students to the new boards. In such a circumstance, the Task Force proposes that provincial policy allow for an adjustment period before the affected district incurs the full revenue loss.

Special Cost Factors

While basic operational costs should be met by the application of the Provincial Fiscal Framework, as noted above, there will be needs that will not be covered by the funding that can be expected from existing financial policies.

There will be, first of all, certain implementation costs:

- a team to carry out the implementation;
- costs of setting up the boards, with premises, furnishings, equipment, etc;
- communications and public relations activities;

- provision of some facilities, equipment and supplies to serve francophone schools (in excess of what may be transferred or available from normal allocations);
- recruitment and orientation activities.

In terms of the ongoing operation of the new system, there will be some extra costs, as well, taking into account the nature and purpose of the minority system:

- the extra costs of curriculum development and of obtaining learning resources and establishing libraries in French in British Columbia;
- the higher costs for recruiting and professional development;
- special program requirements for cultural and other school activities in French.

A particularly important requirement for the francophone program will be the provision of special programs, in which students who start with an inadequate level of ability in French will receive special tutoring before joining the regular francophone classes.

Funding to meet these special or extra costs may be provided in a number of ways. As is suggested in principle Number 6, new provincial policies, federal-provincial agreements, or a combination of both; may be appropriate. The original terms of reference for this exercise (Appendix 1) call for the negotiation of an agreement with the Federal Government to fund extra costs.

It might be noted that there is already recognition of some extra costs associated with French education in existing federal-provincial agreements, in the form of per student grants. Assuming that this arrangement continues, the francophone school boards will meet some of their extra needs from this source. However, this will not cover all the factors identified above.

With reference to the special programs, the Task Force concluded that these were similar in purpose to the "English Second Language" classes that are provided now in some school districts, and they should therefore also warrant provincial funding in the same way.

Capital Assets

When the responsibility for the francophone programs transfers to the new governance structure, special attention will need to be given to the allocation of facilities and other assets currently being utilized by Programme Cadre. The Task Force came to the following conclusions:

- Presently utilized Programme Cadre facilities, equipment and teaching materials should, whenever practicable and appropriate, serve as the foundation on which the new francophone school boards choose to begin operation.

- It is envisaged that the existing school boards and the new francophone school boards will work jointly in a spirit of cooperation in determining the disposition of the foundation assets and that such disposition will reflect the following priorities:
 - the rights and welfare of the students being served;
 - the continuity of the programs being offered;
 - the rights and responsibilities of both the existing school boards and the new francophone school boards.

With these conclusions as a preamble, the following principles should apply:

1. The capital assets, comprising plant, equipment, and teaching materials, presently provided by school boards for the instruction of Programme Cadre students, should be identified and a listing of such assets made available.
2. Should any of the identified assets be required by the francophone school boards, then, whenever practicable and appropriate, the disposition of assets of an existing school board should be negotiated by a tripartite group representing the provider board(s), the recipient francophone school board, and the Ministry of Education.
3. In the contractual arrangements concluded by these tripartite groups, consideration should be given to equitable compensation to the participating boards.

Cost Implications

Basic Operational Costs

The financial simulations that were carried out for the Task Force show that the application of the Ministry's Fiscal Framework would generate sufficient funding to cover the basic operational costs of the francophone districts in the same way that these costs are covered for other school districts in the Province. Taking into account the expected enrollment for the component and incorporating the dispersion index or weighting factor, the simulated block grant for the proposed three new districts comes to approximately \$18 million. This is equivalent to a per pupil block amount of \$8,214, which is the average amount allocated in 1991-92 to school districts in British Columbia having less than 1,100 students.

Implementation Costs

There will be extra costs associated with the implementation of the new francophone districts, and estimates of these costs are provided below. These estimates are consistent with the mechanisms and timetable as described in the following section on Implementation. Tables showing the details of these estimates were prepared by the Working Group on Financial Arrangements and are available on request.

1. The Transitional Support Team — This team would consist of eleven members and two staff, as described in the next section, and would operate for approximately two years. Estimated costs, including travel, honoraria, staff salaries, and miscellaneous other expenses over the whole period total \$110,000.

2. The Interim School Boards — It has been proposed that interim school boards be appointed by the Minister to operate for approximately a year and a half before assuming responsibility for the delivery of francophone education. During this period, they would be making all the necessary arrangements for the start-up. The operating costs of these boards during this period would be extra costs, because they would not be receiving block grants, not being responsible for students. Once they assume responsibility for delivery of education, then the board costs would be covered by the block grants for ongoing operations, as they are for other districts.

The costs during this interim period, covering remuneration and expenses for trustees and staff, plus provision for contractual services and basic office expenses, are estimated at \$750,000 for each board, or \$2,250,000 in total.

3. The Coordinating Committee — This body would consist of the nine appointed trustees (three from each district) plus four staff representatives, and would operate for a period of one year plus a few months to oversee the implementation process. Total costs for the whole period are estimated at \$200,000.
4. Information and Communications Program — Following a decision by the Government to proceed, an effective communications program will be needed to ensure that everyone who needs to know about this development will be properly informed. Costs include a director of communications, plus advertising, brochures, audio-visual presentations, and meetings in various localities. The estimated cost for the proposed program is \$495,000.
5. A Process for Selecting Trustees — It is being proposed that the Minister should appoint the first interim school boards (three boards with three trustees each) to oversee the implementation process. These would be replaced by elected boards at the time of the next local elections in November 1993. In the expectation that the Minister would seek the assistance of the francophone associations in the identification of prospective appointees for his consideration, a budget has been developed for a process of identifying suitable candidates in a reasonably democratic way. This process would involve informing and consulting with local francophone communities, and arranging meetings where suitable prospective appointees would be identified. The cost of this program has been estimated at \$375,000.

Taking into account all the above elements, the total estimated implementation cost comes to \$3,430,000. It should be noted that these figures are of necessity quite tentative in nature, and it is assumed that the Coordinating Committee and Support Team, once they are in place, will prepare a revised budget for the last year of the implementation period.

Extra Program Costs

As has been noted earlier, the francophone component, because of its particular situation and objectives, will have certain extra costs, of an ongoing nature, which will not be covered by the normal provincial funding under the block grant. The Task Force is not in a position to provide realistic estimates of most of these costs at this stage, since they will depend on the working out of the detailed program requirements by the new boards after they are in place. However, the following general comments are offered.

1. **Program Development** — The Task Force has indicated earlier that additional resources will have to be provided, both within the Ministry and the francophone school boards, to enable the continued development and strengthening of the francophone program. It has been estimated that an additional \$200,000 a year should be allocated to develop and upgrade correspondence courses. Further development of curricula and related learning resources will also be needed. It is expected that the new cooperative basis being developed between the Ministries of Education of the four Western Provinces will enable some improvements to be achieved at lower cost. Some extra investment in establishing French libraries will also be required in some localities.
2. **Personnel Costs** — Some ongoing recognition of higher costs related to recruiting and professional development should also be provided in the service levels and cost factors of the Fiscal Framework.
3. **Cultural Programs** — While the Ministry's policies now provide for some cultural programming, it should be recognized that the francophone component will have to give extra emphasis in this area. As was noted earlier in this report, special programs will be needed to bring the students and the community together in a variety of cultural and other activities in French if the objectives of francophone education are to be achieved. However, details of such programs should be worked out later in collaboration with the new governance structure.
4. **Welcoming Classes** — The provision of special programs to bring students with limited French up to a standard where they can participate fully in regular programs will be an important requirement. As was noted earlier, the Task Force concluded that such programs were similar in purpose to "English Second Language" classes and therefore also warrant special funding support.

Capital Costs

The Task Force has estimated a capital requirement of around \$60,000 for each of the new school boards to furnish and equip their offices, or a total of \$180,000.

It assumes, also, that in the first full year of operation of the new school boards (1993-94), generally no additional capital expenditures will be required. In this year, francophone programs will probably continue to operate in space currently occupied, under contract with existing school boards.

Conclusions will no doubt be reached by the new boards that additional "stand-alone" schools should be established where numbers warrant. Whether these would be set up in rented accommodation or require new construction remains to be determined. However, such decisions would lead to start-up capital requirements such as renovations, furnishings, computers, playground equipment, libraries, vehicles, audio-visual equipment, etc.

Conclusion

As the above paragraphs have indicated, the Task Force concluded that the major operational costs of the francophone component will be met through regular provincial block grants in the same way that the anglophone school districts obtain their funds.

There will be, as would be expected with the introduction of anything new, some extra expenditures required for the costs of implementation.

In addition, there are some extra program costs which will need to be met if the new component is to do its job of providing minority education of equivalent quality and of preserving and promoting the French language and culture.

The Task Force is not in a position to propose exactly how all these additional funding requirements should be met. However, as was stated in the sixth financial principle: "New or special costs should be funded with resources available through new provincial policies and/or federal-provincial agreements."

Consistent with this, and with point 9 in the Terms of Reference in Appendix 1, the Task Force notes that the Ministry of Education may wish to enter into negotiations with the Department of the Secretary of State concerning federal financial participation in meeting the extra needs of the francophone component.

IMPLEMENTATION

The Task Force devoted substantial time to a consideration of the process that could ensure a smooth implementation of the recommended system. It concluded that a period of two years should be provided for an effective transition. Accordingly, a target date of July 1, 1993 should be adopted for the transfer of full responsibility for francophone education to the new francophone school boards.

At the same time, it will be important to ensure that major implementation decisions can be made by the francophones prior to the official transfer date. A key factor in the implementation process, therefore, will be the appointment of interim school boards, without the responsibility to deliver education, as soon as possible in the transition period. It is recommended that these interim boards come together as a Coordinating Committee to oversee the implementation process.

The two-year period will also give families with children in Programme Cadre time to decide whether they wish to stay in the francophone education program or remain a part of the anglophone school district in which they reside (in which case, their children would shift to an immersion or English program). As recommended earlier in this report, only the francophone governance system would have the responsibility to provide the francophone education program after the implementation date of July 1, 1993, and all current Cadre programs would transfer to its authority as of that date.

The major steps in the recommended implementation process are described below.

1. Policy decisions by the Government

It is hoped that the Government will make a decision to proceed as soon as possible following its receipt of this report. If it were to take many months to reach its policy decisions, then the target date of July 1, 1993 could not be achieved. However, it will be necessary to allow some time for consultation with major stakeholder organizations.

2. Establishment of a transitional support team

The Task Force concluded that it would be essential to establish a Support Team to advise both the Ministry of Education and the Coordinating Committee (the three interim boards) during the transition period.

This team should be composed of four members from the Ministry plus one member each from the seven stakeholder organizations. The Ministry representation should ensure the necessary input from its various components with members from Policy, Planning and Legislation; School Finance; Languages and Multicultural Programs; and the unit which is to be responsible for official minority language education. The team would also need the assistance of a recording secretary and a communications officer.

It will be some time before the interim boards can be appointed and the Coordinating Committee formed, so the Support Team, in the interim period, should oversee

preparatory activities. In this period, the Team should be concerned with such activities as:

- (a) Providing additional advice to the Ministry, as required.
- (b) Developing an information and communications program. (This would be done in cooperation with the francophone associations which will have the task of informing B.C. francophones in communities across the Province.)
- (c) Input to the preparation of legislation.
- (d) Preparations for the appointment of boards and formation of the Coordinating Committee.
- (e) Developing budget proposals for the implementation period.

Until the Coordinating Committee is formed, the Support Team would have the lead role in preparing for implementation. Once the Committee is in place, it would assume responsibility, receiving advice and support from the Team.

It is recommended that the Support Team be established as soon as possible, to ensure that some preparatory activities are begun and momentum is not lost. The Team could also provide advice to the Ministry and Government, as appropriate, during the decision-making process.

3. A communications and information program

After the Government announces its decisions, one of the first tasks of the Support Team should be to oversee the preparation of informational material. This program could include such elements as press releases, advertisements, brochures, and audio-visual presentations.

4. Preparation of legislation

It is expected that the legislation will take the form of a two-part Bill. The first part would provide for interim appointed boards with transitional powers, while the second part would contain amendments to the School Act and other relevant legislation to bring full governance of the francophone system into effect. Because the appointment of the boards and formation of the Coordinating Committee are fundamental to the implementation process, it is important that the legislation be passed as soon as possible — ideally in the Fall of 1991 and not later than the Spring of 1992.

5. Appointment of interim boards

Once the legislation is passed, the Minister of Education would appoint interim school boards consisting of three trustees each for the three districts. The francophone associations wish to assist the Minister in this respect by identifying, through the use of a reasonably democratic process, prospective appointees for his consideration. The powers and responsibilities of the interim boards (not to include the delivery of education) and their initial budgets would also be provided at the time of appointment.

6. Formation of the coordinating committee

The three interim boards, nine members in total, would come together to form the Coordinating Committee and assume direction of the implementation process for the whole Province. The Committee would receive advice from the Support Team and would also have staff support from a superintendent, secretary-treasurer, communications/liaison officer, director of instruction and clerical support as required. This staff support could be drawn from employees appointed to serve in the new districts.

7. Detailed planning and negotiations

In the period between the formation of the Coordinating Committee and the completion of budgets in the Spring of 1993, detailed planning for the transfer of responsibilities and related assets would proceed. This would include negotiations with the affected anglophone districts. Discussions concerning the disposition of assets would also involve the Ministry (as recommended in the section of this report concerning Financial Arrangements).

Staffing arrangements would also have to be worked out, to ensure that teachers and other staff are in place for the start of the francophone system (see the section on Personnel Relations). The interim boards would have to have authority to hire and enter into contractual arrangements. Other tasks to be worked on in this period would relate to the school program, advising the Ministry on curriculum, defining the services to be provided to schools, and identifying needs for additional facilities.

8. Preparation of budgets

A preliminary implementation budget will be required early in the process, but a final budget for implementation should be developed by the Coordinating Committee and Support Team by the Spring of 1992. At this time, the three boards should also prepare operating budgets for 1992-93. Adoption of the operating budget for the first year of full operation (1993-94) should be completed by April of 1993, and the capital budgets by June of that year. Budgets should thus be settled before the implementation target date of July 1, 1993.

9. Implementation — July 1, 1993

As recommended previously, full responsibility for the francophone education program should transfer to the interim francophone school boards on this date. This would not preclude the new boards from entering into contractual arrangements with anglophone districts to provide some of the necessary services. Francophone education classes would commence under the new governance structure in September 1993.

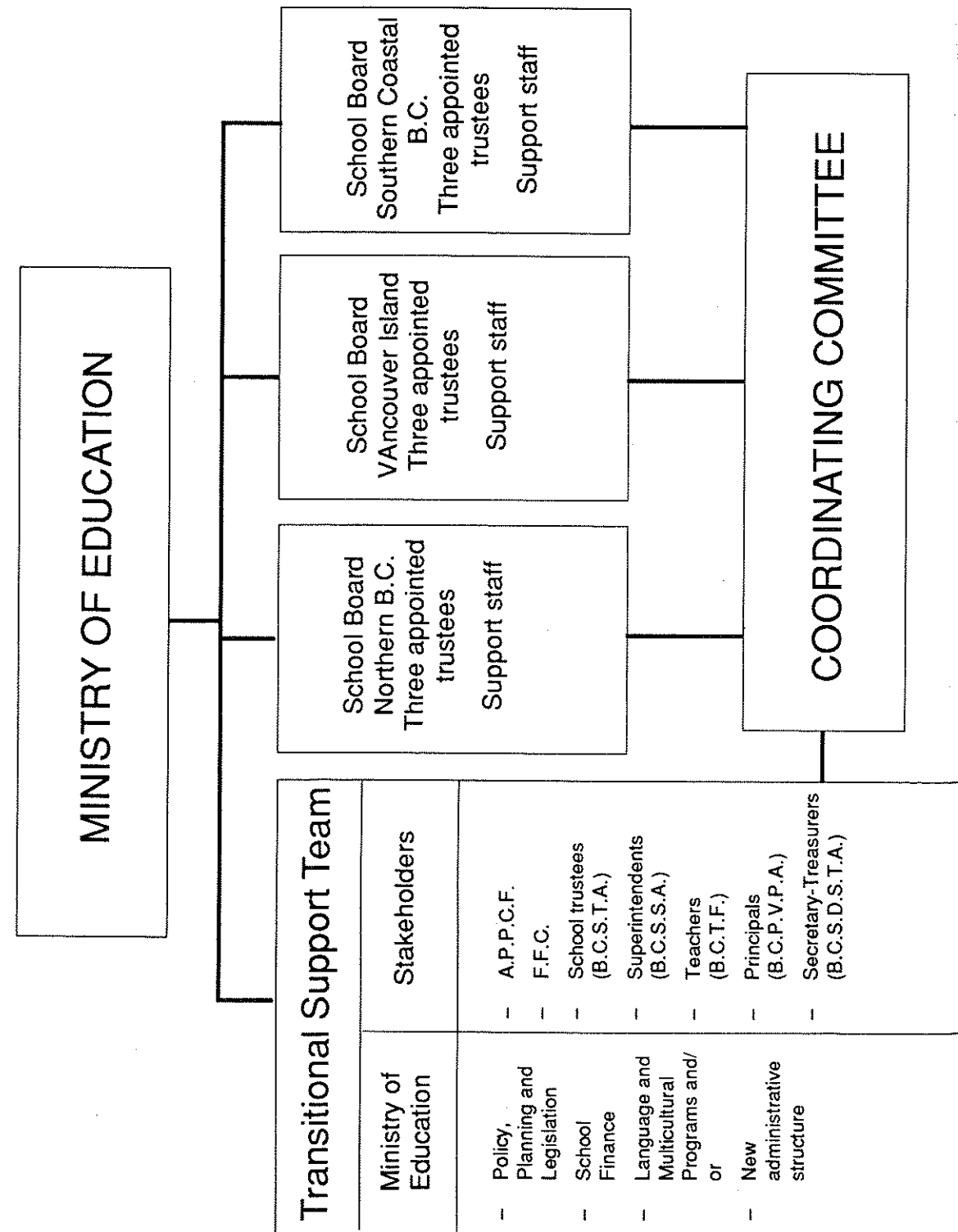
10. Election of francophone school boards

The next regular school board elections in British Columbia take place in November 1993, and it is assumed that the francophone districts would elect their boards at the same time to replace the appointed three-member boards. It is assumed that these boards would consist of five or seven members, elected on the basis of electoral areas.

Summary

The following Organization Chart illustrates the implementation mechanisms proposed in this section.

TRANSITIONAL ORGANIZATION CHART



In summary, the recommended implementation timetable is as follows:

- | | |
|--|----------------------------|
| 1. Presentation of Report to the Minister | May 1991 |
| 2. Policy decisions by the government | As soon as possible |
| 3. Establishment of the Transitional Support Team | As soon as possible |
| 4. Development of Communications Program | As soon as possible |
| 5. Passage of enabling Legislation | Fall 1991 to Spring 1992 |
| 6. Appointment of Interim Boards | Shortly after legislation |
| 7. Formation of Coordinating Committee | Not later than Spring 1992 |
| 8. Planning and Negotiation, Staffing, etc. | Spring 1992 to Spring 1993 |
| 9. Adoption of Budgets: | |
| Final implementation budget | Spring 1992 |
| 1992-93 operating | Spring 1992 |
| 1993-94 operating | April 1993 |
| Capital | June 1993 |
| 10. Full responsibility assumed by interim school boards | July 1, 1993 |
| 11. First election of francophone boards | November 1993 |

CONCLUSION

The Task Force believes that the recommendations in this report provide for a system of minority language education, including governance by the francophones, which would best serve the British Columbia situation while meeting the constitutional requirements of Section 23 of the *Charter of Rights and Freedoms* as interpreted by the Supreme Court of Canada.

The implementation of this system will be, in one sense, a logical extension of a process which began with the introduction of the *Programme Cadre de Français* in 1978. However, it can also mark the beginning of a new era for the linguistic minority in the Province. It will provide the francophones with the tools to achieve not just the survival but also the strengthening of their language and culture. And it should enable them to achieve this in a spirit of harmony and cooperation with the anglophone majority.

The goal of strengthening francophone education in British Columbia may not be a high priority item in the minds of many British Columbians, and understandably so. The francophones are few in number, widely dispersed, and well integrated into the Province's society and institutions.

Nevertheless, British Columbia is a Province with a proud history and a strong and increasingly vital role within the Canadian federation; as such, it will want to honour the promise made to francophone Canadians that they do not have to lose their language and culture if they wish to be Canadian outside of Québec. Strengthening the francophone presence in this Province will increase British Columbia's sense of belonging within a bilingual Canada. Similarly, when francophones in the rest of the country see the development of a complete minority language education system in Canada's westernmost Province, their sense of identity with the country as a whole will also strengthen.

The Task Force is confident that the majority of British Columbians will accept the implementation of this system of minority language education as a significant step, providing fair treatment to the Province's francophones while enriching the culture of the Province and strengthening the country as a whole.

SUMMARY OF RECOMMENDATIONS

Basic Principles

1. The following basic principles should underlie the establishment of the minority language education system in British Columbia:
 - a) To implement throughout British Columbia the educational rights of the francophone minority as guaranteed by the *Charter of Rights and Freedoms* and as interpreted by the Supreme Court of Canada, and, in particular, to preserve and promote the French language and culture and reverse the progressive assimilation of the francophone minority in the Province.
 - b) To ensure that the quality of education for British Columbia's eligible francophone students is provided on a basis of equality with that which is available to the majority.
 - c) To provide funding for the necessary facilities and their operation, including, where numbers warrant, stand-alone francophone elementary and secondary schools.
 - d) To provide that the francophone system will be operated and managed within the framework of the provincial public school system and be part of it.
 - e) To provide for appropriate participation by the francophone community in the government decision-making process and structures affecting French education.
 - f) To provide for a system which will guarantee to francophones appropriate management and control of French education in British Columbia.
 - g) To provide for a smooth implementation over a reasonable transition period.
 - h) To implement a structure which will help to foster cooperative implementation between the anglophone and francophone components of the British Columbia education system.

Program

2. The minority language education program in British Columbia should conform to the following statement:

The purpose of the B.C. school system is to enable learners to develop their individual potential and to acquire the knowledge, skills and attitudes needed to contribute to a healthy society and a prosperous and sustainable economy. A francophone educational program is a public education program within this system, carried out in French, except for English Language Arts, and is intended to enable learners who

qualify under Section 23 to achieve this public purpose while retaining their cultural identity.

The program for primary 1 (K) to graduation, is to be developed within the Year 2000 Framework for Learning, taking into consideration the special cultural and linguistic needs of francophone students.

While the Ministry of Education is responsible for setting overall policies, directives, and standards, minority language groups should have an appropriate measure of decision-making and control over the establishment of francophone programs. The common curriculum and its program development remain the responsibility of the Ministry. Since the Year 2000 policy directions focus on the learner and the intended outcomes rather than on course content, the minority language curriculum may differ in content from that of the majority. The special educational needs of francophone students will be addressed through an appropriate procedure to ensure the input of minority language representatives in program development.

The francophone community at large is responsible for supporting the school and family by providing children with a healthy and supportive community environment.

The francophone program must offer the options to qualify pupils for admission to post-secondary institutions in British Columbia.

3. While the new francophone component is being established and after it becomes operational, sufficient resources (human and financial) must be provided, both within the Ministry and the francophone school boards, to enable the development of the francophone education program.
4. The program should incorporate a strong cultural component and provide a general ambience in French.
5. Consistent with the objective to strengthen the French language, English language instruction in the francophone program should not commence until the first year of the intermediate program and should be confined to English Language Arts. However, there should be continual monitoring and evaluation of the English language abilities of the francophone students to ensure that they will have the skills that they need as British Columbians.

Governance

6. A francophone governance system should be established, responsible for provision of minority language education throughout the Province. Initially, three regional francophone school districts should be established, defined as follows:
 - (a) Southern and Coastal British Columbia — this district should be centred in Vancouver and cover the lower mainland and the southern interior. It should also incorporate the north coast because of transportation patterns.
 - (b) Vancouver Island — centred in Nanaimo.

- (c) Northern British Columbia — centred in Prince George and overseeing the vast but sparsely populated area covering the rest of the Province.

7. Additional districts should be formed in future if growth in the component so warrants.
8. Initially, the new francophone school boards should be composed of three trustees each, appointed by the Minister. Eventually, five or seven-member boards should be elected on a "ward" system. Elections for the francophone school boards, once they are established, should be carried out on the same basis as they are for the other school boards in the Province.
9. Only the francophone boards should have responsibility for delivery of the francophone education program. (Immersion programs for the purpose of developing French as a second language would continue under the anglophone school boards.) Responsibility should be transferred to the new boards throughout the Province as of a specific date. At the same time, the francophone boards should have the capacity to enter into contractual arrangements with other boards to meet needs which could be more appropriately met in this way.
10. The powers and responsibilities of the francophone school boards should be essentially the same as those of the anglophone boards. However, the francophone boards should also have the responsibility to oversee the provision of any cultural or other services, unique to the francophone system, that may be developed and financed under special agreements. Also, these boards should have the capacity, where appropriate, to coordinate day care and preschool programs with school programs.
11. To ensure appropriate governmental attention to the new francophone component, a unit should be established in the Ministry of Education to be solely dedicated to minority language education, headed by an official of sufficient seniority to permit full access to decision-making processes. This unit should have a fully bilingual capacity so that it can provide services in French to the francophone school system while representing its interests within the Ministry.
12. There should be appropriate representation from the francophone component in those advisory bodies to the Ministry which have a bearing on decisions affecting that system.
13. The francophone component should function as an integral part of the British Columbia system of education. As such, it should participate fully in the provincial organizations which are concerned with the system. In each such organization, the francophones could, if they so wish, also form their own subgroup to deal with matters affecting only the francophone component. On matters affecting the education system as a whole, there should be a procedure in each organization that would ensure that the views of the francophone groups are considered.

Access

14. Children of parents who qualify under Section 23 of the *Charter of Rights and Freedoms* should have automatic right of access to francophone schools.
15. For purposes of helping to determine who does qualify, the following definition of a francophone school should be adopted:

The Programme Cadre in British Columbia or a similar program intended for francophones in any other province in which French is used and developed as a first language in instruction and in school activities."
16. A minimum of the equivalent of four years of French education should be required for the purpose of establishing Section 23 rights. However, it must be recognized that, given the specific wording of Section 23 (2), this limit cannot apply in cases where a child is currently receiving school instruction in French in Canada.
17. There should be flexibility to admit other children to the francophone system — in particular, French-speaking immigrants — and the francophone school boards should have admission committees to decide on such cases.
18. The francophone school boards should have the responsibility to provide special tutoring or instruction (for example, welcoming classes or *classes d'accueil*) to students entering the system with a limited knowledge of French, and ongoing financial support should be provided by the Ministry for this purpose on a basis comparable to that provided in relation to English Second Language training.

Eligibility

19. Section 23 parents — those who have the right to send their children to francophone schools — should also have the right to vote for and hold office in francophone school boards. In addition, the same right should be available to any other person who would qualify under Section 23 if he or she had school-age children.
20. An enumeration process should be implemented to develop and maintain voters lists for the election of the francophone school boards.
21. There should be a legislative provision that the language of internal administration and operations of the francophone school boards be French.

Personnel Relations

22. The Transitional Support Team, the Coordinating Committee and the interim School Boards, as recommended in the section on implementation, should address, as appropriate, the initial personnel relations concerns prior to the commencement of operations by the regional francophone school boards.

23. At the time of transfer of Programme Cadre to the new governance structure, employees working in the program will exercise their rights under existing agreements. Since the services of staff will have to be confirmed before the formal transfer of responsibility, the interim school boards should have authority to hire and enter into other arrangements.
24. The francophone school boards are encouraged to consider provisions that would enable the transfer of qualified Programme Cadre personnel from existing school boards to the new francophone school boards on a priority basis.
25. Financial arrangements should be sufficient to enable the francophone school boards to offer terms and conditions which will allow them to be competitive with other boards in attracting and retaining staff. They should also have resources to staff appropriately to alleviate the problem of unduly heavy work demands on some francophone teachers.

Financial Arrangements

26. The following basic principles should underlie the financial arrangements for the new francophone component of the British Columbia school system:
 - a) The francophone school boards should have the same right as existing school boards to raise funds in accordance with the School Act.
 - b) The established financial arrangements should provide for predictable availability of funds to facilitate efficient management and control.
 - c) The established financial arrangements should be sufficient to ensure that the quality of education for British Columbia's eligible francophone students is provided on a basis of equality with that which is available to the majority.
 - d) The provision of francophone programs should be reflected as a mandate change by the Provincial Government, and the required amount of increased funding for the francophone programs should be incorporated into the base block.
 - e) The distribution of funds to the francophone programs should be in accordance with the existing distribution methods, but the existing service levels and cost factors of the Fiscal Framework should be amended where applicable to recognize the unique requirements of the francophone component.
 - f) New or special costs should be funded with resources available through new provincial policies and/or federal-provincial agreements.
 - g) Provision should be made to buffer any negative financial consequences to a school district affected by the implementation of any new financial arrangements for the francophone program.
27. The basic operational requirements of the new francophone component should be met from the Fiscal Framework. For this purpose, the Framework should incorporate an

appropriate dispersion index, taking into account the nature of the recommended francophone school districts. It should also recognize any unique requirements of the francophone component which warrant amendments to some of the service levels and cost factors of the Fiscal Framework.

28. Presently utilized Programme Cadre facilities, equipment and teaching materials should, whenever practicable and appropriate, serve as the foundation on which the new francophone school boards choose to begin operation. It is envisaged that the existing school boards and the new francophone school boards will work jointly in a spirit of cooperation in determining the disposition of the foundation assets and that such disposition will reflect the following priorities:
 - the rights and welfare of the students being served;
 - the continuity of the programs being offered;
 - the rights and responsibilities of both the existing school boards and the new francophone school boards.
29. The capital assets, comprising plant, equipment and teaching materials presently provided by school boards for the instruction of Programme Cadre students should be identified and a listing of such assets made available.
30. Should any of the identified assets be required by the francophone school boards, then, whenever practicable and appropriate, the disposition of assets of an existing school board should be negotiated by a tripartite group representing the provider board(s), the recipient francophone school board, and the Ministry of Education.
31. In the contractual arrangements concluded by these tripartite groups, consideration should be given to equitable compensation to the participating boards.
32. New or special start-up costs should be funded with resources available through new provincial policies and/or federal-provincial agreements. These costs could include such items as:
 - program implementation;
 - establishing the new boards and district offices, including furnishings, equipment, etc.;
 - new capital facilities to serve the francophone schools: vehicles, furnishings, computers, libraries, audio-visual equipment, playground equipment, etc.;
 - recruitment and orientation activities;
 - communications and public relations activities;
 - curriculum development;
 - special program requirements, such as cultural consultants;
 - special capital requirements for renovation or construction of new schools.

Implementation

33. The target date for full implementation of the recommended francophone school system should be July 1, 1993. For this to be possible, it is recommended that the Government reach its policy decisions as soon as possible.
34. A Transitional Support Team should be established as soon as possible. It should be composed of one member from each of the stakeholder organizations who participated on the Task Force plus four members from the Ministry of Education representing the following components:
 - (a) Policy, Planning and Legislation;
 - (b) School Finance;
 - (c) Languages and Multicultural Programs; and
 - (d) the recommended unit which is to be responsible for minority language education.
35. This Transitional Support Team should have the lead role in preparing for implementation during an initial period, and in particular for such activities as:
 - (a) providing additional advice to the Ministry as required;
 - (b) developing an information and communications program;
 - (c) providing input for the preparation of legislation;
 - (d) preparing for the appointment of boards and the formation of the Coordinating Committee;
 - (e) developing budget proposals for the implementation period.
36. Informational material should be developed to ensure that the necessary information can be available to the public after the Government announces its policy decisions.
37. Enabling legislation should be prepared and passed as soon as possible, and in any event not later than the Spring of 1992. The first part of this legislation should provide for interim appointed boards with transitional powers, while the second part should contain the changes to the School Act and any other relevant legislation necessary to bring full governance of the francophone component into effect.
38. Once the legislation is passed, the Minister of Education should appoint interim school boards consisting of three trustees each for the three districts. The powers and responsibilities of the interim boards (not to include the delivery of education) should also be provided at the time of appointment.
39. The three interim boards - nine members in total — should come together to form the Coordinating Committee and assume direction of the implementation process for the whole Province. The Committee should receive advice from the Transitional Support Team and have appropriate staff support.
40. Detailed planning for the transfer of responsibilities and related assets should continue from the formation of the Coordinating Committee to the Spring of 1993. This would include negotiation with the affected anglophone boards. Staffing arrangements

would also have to be worked out, and the interim boards should have the authority to hire and enter into contractual arrangements.

41. Budget preparation should proceed under the supervision of the Coordinating Committee with the advice of the Support Team as follows:
- a final implementation budget by Spring 1992;
 - the operating budget for the three boards for 1992-93 by the Spring of 1992;
 - the operating budget for the first full school year (1993-94) by April 1993;
 - the capital budget by June 1993.
42. The new system of francophone governance should assume full responsibility, as of July 1, 1993, with classes under this system commencing in September of that year, and the first election of francophone boards during the regular school board elections in November 1993.

APPENDIX 1

Terms of Reference

(Agreement between the Provincial Government and the *Association des parents du Programme cadre de français*)

The Implementation of Minority Language Education Rights in British Columbia

1. The purpose of the discussions will be to identify how best to implement in a broad and generous way throughout British Columbia the educational rights of francophones guaranteed by the Charter and explained in *Mahé v. Alberta*.
2. The object of the discussions is to prepare a report to the provincial government by December 31, 1990 with implementation, to the extent legislative change is not required, to commence in early 1991 in time for the scholastic year commencing September 1991 and, to the extent legislative change is required, with implementation to be carried out as soon as practically possible.
3. A bilingual independent facilitator, preferably Edgar Gallant who carried out this role in Saskatchewan, is to be appointed to assist with discussions and to prepare in English and in French the report to Cabinet.
4. The discussions are to be carried out from a common understanding that, where numbers warrant, francophones are to have an appropriate measure of management and control of the institutions where francophone students are schooled and that the quality of education extended to francophone students is to be provided on the basis of equality with the majority.
5. The discussions are to be carried out from a common understanding that, where numbers warrant, the quality of education referred to in paragraph 4 is best achieved in stand-alone francophone elementary and secondary schools.
6. In addition to the facilitator, the working group shall be composed of persons representing those organizations or interests which the facilitator determines should be represented.
7. The working group is expected to call on occasional participation as needed by consultants, advisors, technical personnel and others who may be required.
8. A joint request will be made in April 1990 to the Secretary of State for funds to pay the costs of the facilitator, consultants, advisors, technical personnel and others, and of representatives nominated by the *Association des parents du Programme cadre* or other francophone organizations.
9. A further joint request will be made to the Secretary of State to provide for an agreement under which the federal government would commit funds for the full implementation of the report mentioned in item no. 2, this agreement to be similar to those entered into with the governments of Saskatchewan and Prince Edward Island.

APPENDIX 2

Exchange of Correspondence

December 28, 1990

The Honourable Stan Hagen
Minister of Education
Government of British Columbia
Parliament Buildings
Victoria, British Columbia

Dear Mr. Minister:

Last May your predecessor, the Hon. Tony Brummet, announced the establishment of the British Columbia Minority Language Education Task Force. It was made up of members of the francophone community and the provincial government along with representatives from the other major provincial groups having an interest in the education system — the school trustees, teachers, superintendents, principals, and secretary-treasurers. He also announced my appointment as Chairman of the Task Force.

The main task assigned to us was to "propose methods of providing French education to francophones in British Columbia consistent with the provisions of the Charter of Rights and Freedoms and taking into account the intent of the Government to implement the program in a broad and generous way."

I can report to you that, as Chairman, I have been very pleased with the way this exercise has been unfolding to date. In the several meetings of the Task Force and its specialized working groups, I have observed consistent progress toward accomplishing the assignment we were given. I have also been most impressed by the commitment, the good will and cooperation demonstrated by all the partners in the exercise. I believe there is a determination, shared by all, to provide the best possible response to the assigned task.

Consistent with this determination, the Task Force, at its meeting in Vancouver on December 6 to 8, came to the conclusion that it would be desirable to ask for a modest extension in the timetable we were given. While we could submit a reasonable report on the originally planned date of January 31, 1991, we concluded that we would not be able to include all the information and answers that ideally we would want the report to contain. A more complete report would make it easier to respond to questions which might arise in Cabinet. More detailed information on certain issues would also assist some of the partners in this exercise in supporting the report within their own constituencies.

These considerations led the Task Force to the recommendation that the target date for submitting the report should be extended to mid-May, 1991.

If you accept this recommendation, then I will follow up with your Deputy Minister regarding the necessary amendment to our contract.

Yours sincerely,

Edgar Gallant, OC
Chairman
B.C. Minority Language Education
Task Force

EG/rd

Mr. Edgar Gallant, O.C.
Chairman
British Columbia Minority Language
Education Task Force
P.O. Box 4310, Station E
Ottawa, Ontario
K1S 5B3

Dear Mr. Gallant:

Thank you for your letter of December 28, 1990, informing me of the progress of the British Columbia Minority Language Education Task Force, and proposing an extension of the timetable for the submission of the report.

I appreciate the work of the Task Force, and agree that the report submitted should be as complete as possible. Accordingly, I would be pleased to receive the report by mid-May, 1991, as you have suggested.

Please convey to all members of the Task Force my grateful thanks for their tremendous efforts and my very best wishes as they conclude their duties in the coming months.

Yours sincerely,

Stanley B. Hagen
Minister
Ministry of Education

APPENDIX 3

Press Releases

MINISTRY OF EDUCATION
NR 24-90

FOR IMMEDIATE RELEASE
MAY 4, 1990

Task force to report on French language education for francophones in B.C.

Victoria—Education Minister Tony Brummet today announced the establishment of a 17-member task force on French education for francophones in British Columbia.

"The task force will propose methods of providing French education to francophones in British Columbia consistent with the provisions of the Charter of Rights and Freedoms and taking into account the intent of the Government to implement the program in a broad and generous way," said Brummet.

Brummet said that, with the establishment of the task force, a Charter of Rights court challenge concerning the provision of French language education in British Columbia has been stayed.

Brummet said that the task force would be chaired by Edgar Gallant.

Gallant, in a public service career begun in 1959, has served as Secretary to the Economic Council in Canada, Secretary to the Federal-Provincial Constitutional Conference, Secretary to the National Forum on Post Secondary Education, and Chairman of the Public Service Commission.

The Secretary to the task force will be Del Lyngseth, whose public service positions have included Assistant Deputy Minister at National Health and Welfare, Deputy Secretary to the National Forum on Post Secondary Education, and Chief Rapporteur for the Secretariat to the Constitutional Conference.

"We are fortunate to have the services of Mr. Gallant and Mr. Lyngseth" said Brummet. "Their long experience in public service and their commitment to the fair resolution of the French education issue will help ensure that the task force is credible and successful."

Brummet said the task force will include members from the francophone community (including parents of francophone students) and the provincial government, as well as members representing school trustees, school superintendents, principals and vice-principals, secretary treasurers and teachers.

The individual task force members will be selected over the next few weeks and are expected to be announced at the end of May.

The report of the task force will be submitted to the Provincial Government no later than January 31, 1991.

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Extension to Task Force on French Language Education for B.C. Francophones

Victoria—Education Minister Stan Hagen today announced an extension of the British Columbia Minority Language Education Task Force.

The task force was established last May to propose methods of providing French education to francophones in British Columbia. Task force members were to report to the government by the end of January, 1991.

Task force Chairman Edgar Gallant says the work has been going well, but his group feels an extension would allow them to present a more complete report to the government.

"I have been most impressed by the commitment, the good will and cooperation demonstrated by all partners in this exercise," said Gallant. "While we could submit a reasonable report on the originally planned date of January 31, we feel that we would not be able to include all the information and answers that ideally we would want the report to contain."

Education Minister Hagen said he is pleased that the task force has been successful in studying the issue.

"This task force is particularly important as a cooperative method of dealing with an issue that is of paramount importance to British Columbia's education system. I am confident that the process undertaken over the last six months will result in proposals significant for all B.C. francophones," said Hagen.

The Minister agreed that the report should be as complete as possible, and gave the task force an extension of three and one-half months. The report will now be due in mid-May, 1991.

The 17-member task force includes members from the francophone community (including parents of francophone students) and the provincial government, as well as members representing school trustees, school superintendents, principals and vice-principals, secretary treasurers, and teachers.

Over the last six months, the task force has been meeting regularly to discuss ways in which French education can be provided to francophone students, taking into account the Charter of Rights and Freedoms and the government's determination to implement the program in a broad and generous way.

Representation on the Task Force was sought from all the education shareholder groups in the province, and the following members were named:

Jacques Vinet	Fédération des Franco-Colombiens
Vincent Pigeon	Fédération des Franco-Colombiens
Pierrette Woods	Association des parents du Programme cadre de français
Martine Galibois-Barss	Association des parents du Programme cadre de français
Nick Ardanaz	B.C. Principals and Vice-Principals' Association
J. Walter Dallamore	B.C. School District Secretary-Treasurers' Association
Judith Clark	B.C. School Trustees' Association
Ingrid Clark	B.C. School Trustees' Association

Harley Trudeau
Norma Mercer
Suzanne Simard
Thierry Ponchet
Oscar Bedard
Peter Owen
Judy Dallas
Edgar Gallant
Del Lyngseth

Association of B.C. School Superintendents
Association of B.C. School Superintendents
British Columbia Teachers' Federation
British Columbia Teachers' Federation
Government of British Columbia
Government of British Columbia
Government of British Columbia
Chairman (CORRÉLATION Secretariat Services, Inc.)
Secretary (CORRÉLATION Secretariat Services, Inc.)

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APPENDIX 4

Membership of Working Groups

Demographics, Access and Eligibility

Nick Ardanaz (Chairperson)
B.C. School Principals'
and Vice-Principals'
Association

Derek Sturko
Information Management
Ministry of Education

Thierry Ponchet
B.C. Teachers Federation

Judith Clark
Legal Services
B.C. School Trustees
Association

Sam Frketich
Association of B.C. School
Superintendents

Martine Galibois-Barss
Association des Parents du programme
cadre de français

Pierrette Woods
Association des Parents du programme
cadre de français

Eva Elliott
Association des Parents du programme
cadre de français

Steve Barnett
B.C. School District Secretary-Treasurers'
Association

Del Lyngseth (Secretary)
CORRÉLATION Secretariat Services, Inc.

Alternative Methods for Program Delivery

Vincent Pigeon (Chairperson)
Fédération des Franco-Colombiens

Jacques Vinet
Fédération des Franco-Colombiens

Kirk Cameron
Policy and Planning
Ministry of Education

Bryan Mix
B.C. School District Secretary-
Treasurers Association

Lal Mattu
B.C. School Superintendents

Martine Galibois-Barss
Association des parents du
Programme cadre de français

Ingrid Clark
B.C. School Trustees' Association

Judith Clark
Legal Services
B.C. School Trustees' Association

Suzanne Simard
B.C. Teachers' Federation

Del Lyngseth (Secretary)
CORRÉLATION Secretariat Services, Inc.
Association

Financial Arrangements

J. Walter Dallamore (Chairperson)
B.C. School District Secretary-
Treasurers Association

Jacques Vinet
Fédération des Franco-Colombiens

Doug Hibbins
Finance and Administration
Ministry of Education

Lyne Legault
B.C. Teachers Federation

Al Cooper
Association of B.C. School Superintendents

Martine Galibois-Barss
Association des parents du
Programme cadre de français

Leonard Berg
Association des parents du s
Programme cadre de français

Ingrid Clark
B.C. School Trustees Association

Valerie Mitchell
Education Systems, Finance
Ministry of Education

Del Lyngseth (Secretary)
CORRELATION Secretariat Services, Inc.

APPENDIX 5

List of Meetings

British Columbia Minority Language Education Task Force

June 18 to 20, 1990	Cowichan Bay, B.C.
September 17 and 18, 1990	Vancouver, B.C.
October 25 and 26, 1990	Victoria, B.C.
December 6 to 8, 1990	Vancouver, B.C.
January 11 and 12, 1991	Vancouver, B.C.
March 8 and 9, 1991	Vancouver, B.C.
April 18 to 20, 1991	Vancouver, B.C.

Working Group on Alternative Methods for Program Delivery

August 28 and 29, 1990	Vancouver, B.C.
October 17 and 18, 1990	Vancouver, B.C.
October 25 and 26, 1990	Vancouver, B.C.
November 21, 1990	Vancouver, B.C.

Working Group on Demographics, Access and Eligibility

August 27 and 28, 1990	Vancouver, B.C.
October 16, 1990	Vancouver, B.C.

Working Group on Financial Arrangements

August 30 and 31, 1990	Vancouver, B.C.
September 14, 1990	Vancouver, B.C.
October 29 and 30, 1990	Vancouver, B.C.
November 24, 1990	Vancouver, B.C.
January 13, 1991	Vancouver, B.C.

Special Meeting on Personnel Relations

November 23, 1990	Vancouver, B.C.
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APPENDIX 6

Existing School Districts Within the Proposed Francophone School Districts

Region I — Southern and Coastal British Columbia

1 Fernie	35 Langley
2 Cranbrook	36 Surrey
3 Kimberley	37 Delta
4 Windermere	38 Richmond
7 Nelson	39 Vancouver
9 Castlegar	40 New Westminster
10 Arrow Lakes	41 Burnaby
11 Trail	42 Maple Ridge
12 Grand Forks	43 Coquitlam
13 Kettle Valley	44 North Vancouver
14 Southern Okanagan	45 West Vancouver
15 Penticton	46 Sunshine Coast
16 Keremeos	48 Howe Sound
17 Princeton	49 Central Coast
18 Golden	50 Queen Charlotte
19 Revelstoke	52 Prince Rupert
21 Armstrong	75 Mission
22 Vernon	76 Agassiz
23 Central Okanagan	77 Summerland
24 Kamloops	80 Kitimat
29 Lillooet	86 Creston-Kaslo
30 South Cariboo	87 Stikine
31 Merritt	88 Terrace
32 Hope	89 Shuswap
33 Chilliwack	92 Nisga'a
34 Abbotsford	

Region II — Vancouver Island

47 Powell River	68 Nanaimo
61 Greater Victoria	69 Qualicum
62 Sooke	70 Alberni
63 Saanich	71 Courtenay
64 Gulf Islands	72 Campbell River
65 Cowichan	84 Vancouver Island West
66 Lake Cowichan	85 Vancouver Island North

Region III — Northern British Columbia

26 North Thompson	56 Nechako
27 Cariboo-Chilcotin	57 Prince George
28 Quesnel	59 Peace River South
54 Bulkley Valley	60 Peace River North
55 Burns Lake	81 Fort Nelson

APPENDIX 7

Demographic Tables

Current and Projected Enrollment Districts Offering PCDF

No.	School District	With at least one French parent	French mother tongue	Current enrollment	Projected enrollment	Overall increase rate (%)
34	Abbotsford	330	40	68	76	31.0
70	Alberni	395	70	23	111	1,133.3
72	Campbell River	310	35	35	69	122.6
23	Central Okanagan	620	90	30	156	477.8
33	Chilliwack	500	70	123	124	- 1.6
43	Coquitlam	1,295	380	80	494	929.2
71	Courtenay	450	50	66	100	69.5
37	Delta	480	140	127	183	13.7
61	Greater Victoria	605	235	287	281	- 1.4
31	Merritt	20	0	31	3	- 90.9
75	Mission	295	20	51	54	8.0
68	Nanaimo	305	125	58	147	297.3
56	Nechako	160	0	46	20	- 57.4
44	North Vancouver	385	140	128	170	40.5
47	Powell River	275	140	51	157	313.2
57	Prince George	1,490	210	336	370	1.9
69	Qualicum	90	40	115	46	- 66.2
77	Summerland	0	0	41	-	- 100.0
46	Sunshine Coast	60	0	23	8	- 52.9
36	Surrey	1,515	390	148	530	330.9
88	Terrace	425	85	29	127	429.2
39	Vancouver	1,505	730	293	827	188.2
TOTALS		11,510	2,990	2,198	4,053	92.0

Potential New Locations - Projected Student Enrollment
Eligible Population
Children 5 - 19 Years

Over 400 eligible children

No.	School District	With at least one francophone parent	French mother tongue	Projected enrollment	% of eligible children
24	Kamloops	680	30	111	16.3
35	Langley	495	85	136	27.5
38	Richmond	490	265	293	59.8
41	Burnaby	520	175	218	41.9
42	Maple Ridge-Pitt Meadows	520	30	91	17.5
62	Sooke	505	145	190	37.6
Totals		3,210	730	1,039	32.4

Between 200 and 400 eligible children

No.	School District	With at least one francophone parent	French mother tongue	Projected enrollment	% of eligible children
1	Fernie	280	35	66	23.6
2	Cranbrook	260	30	59	22.7
22	Vernon	295	30	63	21.3
27	Cariboo-Chilcotin	365	40	81	22.2
28	Quesnel	235	0	29	12.3
59	Peace River South	340	20	60	17.6
Totals		1,775	155	358	20.2

Between 100 and 200 eligible children

No.	School District	With at least one francophone parent	French mother tongue	Projected enrollment	% of eligible children
7	Nelson	100	20	30	30.0
11	Trail	110	0	14	12.5
14	Southern Okanagan	190	15	37	19.5
15	Penticton	125	0	16	12.5
40	New Westminster	100	0	13	13.0
45	West Vancouver	170	90	100	58.8
48	Howe Sound	130	40	51	39.2
52	Prince Rupert	125	25	38	30.4
60	Peace River North	170	15	34	20.0
63	Saanich	155	55	68	43.9
85	Vancouver Island North	170	15	34	20.0
89	Shuswap	170	0	21	12.3
Totals		1,715	275	456	26.6

Between 30 and 100 eligible children

No.	School District	With at least one francophone parent	French mother tongue	Projected enrollment	% of eligible children
3	Kimberley	40	0	5	12.5
4	Windermere	70	30	35	50.0
9	Castlegar	55	20	24	43.6
18	Golden	80	15	23	28.7
19	Revelstoke	45	0	6	12.5
30	Southern Cariboo	65	0	8	12.5
50	Queen Charlotte	95	0	12	12.5
54	Bulkley Valley	95	0	12	12.5
55	Burns Lake	40	15	18	45.0
64	Gulf Islands	50	0	6	12.5
65	Cowichan	75	15	23	30.6
80	Kitimat	40	10	14	35.0
84	Vancouver Island West	55	20	24	43.6
86	Creston-Kaslo	90	15	24	26.6
Totals		895	140	234	26.1

APPENDIX 8

Minority Language Education Unit — Functions (Ministry of Education)

1. Participation with the Transitional Support Team during implementation.
2. Participation in negotiations re transfer of facilities.
3. Assisting francophone school boards with the establishment and operation of new schools or programs.
4. Curriculum development and implementation, assessment, resource selection.
5. Advising school boards on program, evaluation, teaching materials and aids, etc.
6. Assisting francophone boards with recruitment of francophone teachers and professional development related to the implementation of programs.
7. Meeting with francophone groups to ascertain their needs and expectations.
8. Meeting with francophone boards to consult on their requirements, convey Ministry policy, etc.
9. Providing a focal point for the interests of the minority language group within the Ministry, and ensuring that the interests of the program are adequately taken into account by the machinery for decision-making.
10. Ensuring that sufficient data relating to minority language education is available.

Vern A. Burkhardt
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