

# Time To Act!

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ADVISORY COMMITTEE ON  
FRENCH-LANGUAGE POSTSECONDARY  
EDUCATION IN CENTRAL-SOUTHWESTERN  
ONTARIO

**FINAL REPORT**

February 2016

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February 24, 2016

**The Honourable Reza Moridi**  
Minister of Training, Colleges and Universities  
Government of Ontario  
Toronto, Ontario

Minister,

It is with great pleasure that I submit the final report of the Advisory Committee on French Language Postsecondary Education in Central-Southwestern Ontario.

This report is the result of 24 months of careful consideration and responds to the mandate our committee was given in February 2014 to advise you on the best means of strengthening French-language postsecondary education in Central-Southwestern Ontario. It also provides information regarding our research and analysis work, our consultations and meetings, as well as our observations and the recommendations we have developed. With this report, we propose what we believe is a course of action that offers the best possible delivery model to meet the pressing needs of the region's Francophone population.

The report, titled "Time To Act", conveys the belief that all Committee members share, which is that fact-based analysis has been extensively done and the need is now urgent to address the major issues we have raised regarding CSW Ontario.

We know that these issues are of great importance to yourself and the government since they concern the future of the region's – if not the entire province's – Francophone population. We would ask you to make the report public at the earliest convenience and urge you to act upon it quickly.

I would like to thank each member of the Committee – my colleagues – for their unwavering commitment and motivation over the past two years. Our task was greatly enhanced by such worthy dedication. Likewise, Committee members wish to express their gratitude to the staff of the French-Language, Aboriginal Learning and Research Division of the Ministry for their support and sound advice throughout the process. We would not have been able to accomplish the scope of work we have without them. Finally, we would like to acknowledge the many people who shared their thoughts with us during our numerous meetings and consultations. Their openmindedness was a welcome sign and certainly helped us in our analysis.

We hope that this report will meet with your approval.

Please accept, Minister, on behalf of my colleagues and myself, my warmest regards.

Diane Dubois  
Chair





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## SUMMARY

For several years now, the need to strengthen French-language postsecondary education in Central-Southwestern (CSW) Ontario has been the subject of many studies, much thinking and numerous discussions. Whether it is the product of debate among experts and academics, members of the Francophone community, politicians of all stripes, or leaders from the postsecondary educational network, all agree that the current situation – where access to French-language programs and courses is quite limited – is no longer acceptable.

How then does one act to reinforce the availability of such programs in French? And, how can the right conditions be created so that a quality education is given in a way that Francophone students can learn in a setting that is conducive to language retention?

Conditions have never been as favourable as they are today to act and to be bold.

A consensus has emerged within the Francophone population, and among political leaders in the province. To witness the progress achieved, one only needs to look back to Queen's Park, last November 19<sup>th</sup>, and take notice of the unanimous second-reading vote in favour of Private Member's Bill 104,

*An Act to Establish the Université de l'Ontario français.*

### 1.1 SETTING THE COURSE AHEAD

After two years of analysis and consultations, our Committee has determined that to provide an adequate response – if not the only response possible – to the current problem of access, we must focus on **a three-pronged interrelated approach that needs to be implemented as early as the spring of 2016. This approach aims to:**

- **Create a Francophone-governed French language university that provides a vibrant French-language living and learning environment;**
- **Consolidate the role of Collège Boréal through the creation of a permanent campus which will allow for an accelerated expansion of its program offerings in CSW Ontario;**
- **Establish a new dual-mandate campus in the Greater Toronto Area (GTA) that will house the main facilities of both institutions and allow them to generate savings through a host of shared services. Such a campus would also facilitate student cross-over within and between college and university programs.**

Therefore, between now and 2020, Collège Boréal and the new university will need to work closely together to build this main campus in Toronto and, over the longer term, direct their joint efforts at enhancing the availability of postsecondary programs in other parts of CSW Ontario.

Such a direction is justified by the need to enhance shared curricula and create partnerships with existing institutions to help the new university in its start-up phase and over the longer term of its development.

The university's educational approach will need to set itself apart from others by providing a unique offering of programs and courses developed using innovative and flexible delivery models suited to meet the needs of a varied clientele spread across a large catchment area. And, as a result of being located in Canada's financial and economic hub, this university will be in a unique position to address the needs of some very targeted employment niches.

Indeed, the first responsibility of this institution will be to serve a very diverse Francophone population. By doing so it could attract a varied student body hoping to benefit from a superior

quality education delivered in French, therefore preparing highly skilled bilingual graduates that are capable of meeting the needs of a constantly evolving workforce.

To this end, a study conducted by the Conference Board of Canada in 2013<sup>i</sup> clearly establishes that fluency in French in Canada opens the doors to as many as 31 countries of the global Francophonie.

The university will also need to develop proactive recruitment strategies to attract and retain students from across the region. It can also reach out to other clientele groups to ensure its success: for example, Francophones from other parts of Canada and abroad, immersion school graduates, French speaking adults living in the region and French speaking immigrants settling in the area.

Although the university needs to be created by 2020, its development must be viewed and planned within a much longer timeframe, i.e. 15 to 20 years. In so doing, focus will need to be centred on identifying and prioritizing the overarching needs of tomorrow's students.

## 1.2 A CLEARLY DEFINED PROBLEM

The current situation is well understood and numerous studies have helped to identify key concerns. The Expert Panel that preceded us clearly defined the issue. Today, what is left is to identify the appropriate solution(s) and implement them. It is time to act.

Over the past few years and by way of its successive ministers of Training, Colleges & Universities, the government of Ontario has sought out experts to assist in its decision-making processes. A key example, is the 2013 report of the Minister-appointed Expert Panel titled, *Moving Forward: Increasing the Capacity of the Ontario Education System to Deliver French-Language Postsecondary Education in Central and Southwestern Ontario*.<sup>ii</sup>

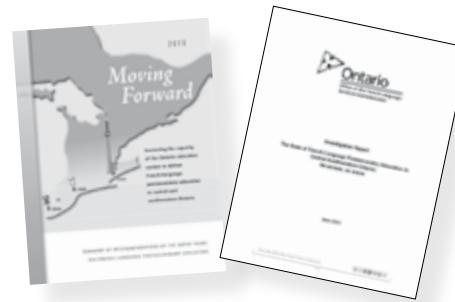
Advising on effective measures to increase delivery of French-language postsecondary education in Central-Southwestern Ontario (CSW Ontario), this Minister-appointed panel noted a genuine paradox needing to be resolved in the region. This paradox, says the Panel, "lies in the fact that, in the two regions, the high demand for French-language education has not been matched by an increased offer of French-language postsecondary programs, despite the long-term investments that the province has made at the elementary and secondary levels to address that demand."<sup>iii</sup>

As a result, as of 2015, the Panel proposed to establish "one French-language educational institution that would function as both a university and a college or two French-language educational institutions – a college and a university – that would share common services."<sup>iv</sup>

The Panel's findings was preceded by an investigative report from Ontario's Commissioner of French Language Services, who in 2012 published *The State of French-Language Postse-*

condary Education in Central-Southwestern Ontario: No access, no future.<sup>v</sup> His report pointedly presented the problem at hand.

In fact, he observed and lamented the limited offerings of French-language postsecondary programs in CSW Ontario. Measuring the impact of this situation, he makes a very simple, yet forceful observation: no access, no future. The Commissioner also reminded us of the cost of inaction: "In other words, for the Francophone community, it is slow death. And for society as a whole, it is an incredibly sad missed opportunity."<sup>vi</sup>



## 1.3 CHANGING DEMOGRAPHICS

### 1.3.1 Current Data

Given the most recent demographic data available, it is imperative to act in the short term and plan for the long term. A future Francophone migratory flow towards CSW Ontario has been clearly established<sup>vii</sup> and if current trends hold true in the years to come, CSW Ontario will become the most populous Francophone region of Ontario. Already, it accounts for a Francophone population equal to that of New Brunswick.

**Table 1**

### Demographic Changes to Ontario's Francophone Population since 1996

Region	1996	%	2006*	%	2011	%
<b>North</b>	158,715	29.3	139,015	23.9	134,875	22.1
<b>East</b>	221,100	40.7	242,055	41.5	257,870	42.2
<b>CSWO</b>	162,520	30.0	201,625	34.6	218,765	35.7
<b>Total</b>	<b>542,330</b>	<b>100</b>	<b>582,695</b>	<b>100</b>	<b>611,500</b>	<b>100</b>

Source: Office of Francophone Affairs – Census Analyses

\* Data from 2006 onward was compiled based on the Inclusive Definition of Francophone (IDF). The IDF does not preclude the comparison of data with previous census figures since in 1996 the definition added only 13,000 Francophones at the provincial level. Overall trends thus remain the same.

Of these three large Francophone regions in the province, we must be reminded of the fact that CSW Ontario has historically been the most underserved of the three and the least well-structured. Francophones in this region have been disad-

vantaged due to their limited demographic clout in what is Canada's main economic engine. They are also dispersed throughout the region and therefore vulnerable to the devastating effects of assimilation and the loss of identity.

Considering these two established trends, i.e. accelerated population growth in CSW Ontario and, in contrast, higher levels of language loss than observed elsewhere in Ontario, failure to act, in our opinion, has become entirely unacceptable.

If those leaders that are today in a position to act and make a difference fail to do so soon, they will quickly be labelled as willing participants to the ravages caused by assimilation and the decline of Ontario's Francophone community. This Committee believes that doing nothing is tantamount to creating a one-way street to assimilation.

The tenuous situation detailed above contrasts sharply with the fact that CSW Ontario is the region where the greatest Francophone population growth has occurred and will continue to do so into the future. This growth has been matched by the accelerated opening of French language schools in the region. Yet, the tenuous situation we have pointed to is being fuelled by the fact that Francophone high school graduates in CSW Ontario hit a wall when they graduate... a wall of inaccessibility. They are, in fact, confronted with an educational continuum that suddenly and substantially shrinks once they prepare for college and university studies.

**Table 2**

**Evolution of French-Language Graduates in CSW Ontario since 2005-2006**

Period	Number of Graduates	Growth (%) since 2005-2006
2005-2006	929	—
2009-2010	1,250	34.6
2012-2013	1,387	49.3

Source: French-language School Boards in CSW Ontario

**Table 3**

**Enrolment Growth in French-Language School Boards in CSW Ontario since 1998-1999**

Period	Enrolment Numbers	Growth (%) since 1998-1999
1998-1999	24,021	—
2013-2014	34,374	43.1

Source: Ministry of Education of Ontario

### 1.3.2 Rapid Growth in Enrolment

The data presented above provides a clear measure of the growth in Francophone enrolment in CSW Ontario. In fact, over a 15-year period student enrolment has risen sharply, exceeding 43%. Over a shorter period of just eight years, the number of high school graduates has grown by an astounding 49%.

These numbers indicate that enrolment growth has outpaced Francophone population growth in the region during the same timeframe.

This fact demonstrates that the investments made in opening new schools has contributed to partially closing the gap in the level of Francophone participation at both the elementary and secondary levels. However, much still needs to be done to fully close that gap.

In the following sections of this report, our Committee will present our analyses and conclusions, our vision and position so that the two institutions (college & university) may work together in a way that contributes to the self-fulfillment of the region's Francophones.

We will also demonstrate the extent to which our proposals match some of the government's key policies, namely *The Politique d'aménagement linguistique* (PAL – Policy Framework for French Language Postsecondary Education & Training) and the Strategic Mandate Agreements.

# 2

## RECOMMENDATIONS

For reasons of clarity and brevity, the Committee has deemed it useful to present its recommendations at the outset of this report. They are as follows:

### RECOMMENDATION 1 Establishing a University (p. 20):

That the Government of Ontario establish a French-language university in Central-Southwestern Ontario, operating its main campus from the Greater Toronto Area (GTA).

That this university be created by the adoption of a university charter by the Ontario legislature with the goal of welcoming its first cohort of students in 2020.

### RECOMMENDATION 2 Consolidation of Collège Boréal (p. 15):

That the Province act in a manner that allows Collège Boréal to consolidate its role and position in CSW Ontario.

That this consolidation be accomplished, in particular, by strengthening the College's CSW Ontario representation and accountability frameworks at all levels of its decision-making and operations.

### RECOMMENDATION 3 Shared Main Campus in Toronto (p. 20):

That the Government of Ontario fund the establishment of a common campus for Collège Boréal and the new university in the GTA, with a planned opening in 2020.

That this joint facility serve as the main campus of both institutions in CSW Ontario.

### RECOMMENDATION 4 Start-Up and Capital Funding (p. 28):

That a minimum of \$60 million over four years be committed to start-up funding for the establishment of the new university. That these funds be allocated as of the 2016-2017 fiscal year in order that it may open in 2020, at the same time as the opening of the permanent joint campus in Toronto.

That a 10-year capital funding budget be made immediately available so that the new university and Collège Boréal may jointly build their main facility in the GTA.

### RECOMMENDATION 5 Appointing an Interim Board of Governors (p. 26):

That an Interim Board of Governors be appointed within six months of tabling this report so that it may create a French-language university in CSW Ontario and jointly oversee, with Collège Boréal, the construction of their shared campus.

That this board be comprised of persons with roots in CSW Ontario's different Francophone communities or are well-acquainted with them, that there be members who are familiar with setting up new institutions, who have a postsecondary background, have expertise in finances, who originate from the business community and that come from Francophone immigrant communities. The Board should also include representation from Francophone postsecondary students.

It is a given that members of this board adhere to the principle of creating a French-language university.

## RECOMMENDATION 6

### Federal Commitment (p. 28):

That the Government of Ontario begin talks with its Federal counterpart to ensure the latter's financial involvement in the project, in particular as part of the Official Languages Support Programs (OLSP) and the proposed enhanced Federal infrastructure investment programs.

## RECOMMENDATION 7

### Supporting Client Demand:

That the Government of Ontario support the following objectives and strategies aimed at ensuring the success of the project:

#### 7 - 1 Market Analysis (p. 21)

That it supports efforts, in particular those of the new university, that help in acquiring a better understanding of the needs of today's students and to better anticipate those of tomorrow's clientele.

#### 7 - 2 Student Recruitment (p. 21)

That it supports recruitment efforts, financially and otherwise, of both institutions geared towards the six target client groups, in particular graduates from CSW Ontario's Francophone secondary schools. Such a strategy will allow both partners to develop creative and proactive strategies that highlight the newly established educational continuum from kindergarten to the postsecondary level.

#### 7 - 3 Staffing (p. 24)

That the government support efforts aimed at hiring and retaining a highly qualified teaching staff, in addition to an experienced management and professional staff complement.

#### 7 - 4 Educational Model (p. 26)

That the Province support the development of educational models that are appealing and flexible in their approach and create a unique learning experience. By differentiating itself from its competitors in the region, the new university will not only provide best practices in learning but will also develop approaches geared towards the future.

#### 7 - 5 Student Assistance (p. 24)

Given that students of both institutions will be in many respects quite diverse, that the government support the institutions in implementing a wide range of student programs and services that stand out for being student-centered, that foster personal growth and autonomy, support enrolment, access and participation and that facilitate integration.

These programs and services must be adapted to the context of students living and learning in a minority setting and includes a significant participation from newcomers. They must also

provide monetary and logistical incentives (i.e. a reduction of 1<sup>st</sup> year tuition fees and/or preferred access to student housing for CSW Ontario students).

#### 7 - 6 Partnerships & Collaborations (p. 24)

That the Government of Ontario, through its Strategic Mandate Agreements and targeted funding allocations, support both institutions in the development of lasting partnerships and collaborations that contribute to the expansion of programs and courses in French, that help in developing new learning methods and create innovative training tools.

#### 7 - 7 Regional Development & Community Partnerships (p. 25)

That the Ontario government not only support the development of the main campus in the GTA, but also assist with the development of outreach strategies geared towards CSW Ontario students from outside the GTA.

These strategies will need to rely on partnerships with key Francophone players, French-language school boards, businesses and other institutions.

## RECOMMENDATION 8

### Support for Program Expansion (p. 25):

That the Province continue to support French-language postsecondary program development in CSW Ontario through the program it initiated in 2013.

To the extent that the university program development is geared towards CSW Ontario's Francophones, that the funding allocated be now targeted towards curriculum development that is aligned with the new university's mandate and that said program development be redirected to the new institution once it opens.

## RECOMMENDATION 9

### Making Public the Committee's Report (p. 29):

In order to foster discussion and help move this project forward, the Committee recommends that the Minister make this report public in the shortest possible timeframe, once it is tabled.

# 3

## THE ADVISORY COMMITTEE

Our Advisory Committee was established in February 2014 by the Minister of Training, Colleges & Universities weeks after having unveiled his government's Action Plan in response to the recommendations tabled by the Expert Panel in January 2013.

The Committee's mandate is to advise the Minister on how to strengthen French-language postsecondary education in CSW Ontario.

### 3.1 MANDATE

Our Committee is comprised of 12 representatives, including leaders of the Francophone community, student groups and experts from several fields, including those from the postsecondary sector, the educational community, business, immigration, continuing and distance education and the health sector. The list of members appears in Appendix 1.

It is mandated to identify the most effective mechanisms and resources to facilitate differentiation and collaboration between institutions in a coherent and well-integrated offering of programs, with the goal of ultimately increasing the availability of French-language postsecondary education studies in the region.<sup>viii</sup>

It can equally propose a research program that would help to better understand and support the needs of the region's Francophones. It could also provide recommendations on any proposal the Minister would refer for its consideration.

Finally, our Committee has the responsibility of assessing the current capacity of postsecondary actors in the region and propose efficient delivery models for French-language postsecondary programs and services in CSW Ontario.

To accomplish its task, the Committee was supported by the staff of the French-language, Aboriginal Learning and Research Division of the Ministry.

At this time, we would like to acknowledge their ongoing support throughout our mandate. Their constant assistance and diligence were invaluable to our work.

### 3.2 FOCUS ON THE FUTURE

Committee members felt it was necessary, in order to better articulate their mandate, that they develop a common vision for the future. They also needed to agree on the values that they shared and define the guiding principles that they would apply in assessing the different aspects of their task.

From the outset, Committee members were focused on the future. Progress will not occur overnight to guarantee that CSW Ontario has access to French-language postsecondary programs and services worthy of the name. Development will need to happen progressively, over an extended period of time. For members of the Committee, students need to be at the centre of their concerns. This means that a preferred approach must constantly be defined by keeping student needs and expectations in mind. Any solution has to take hold over the next 4 to 5 years, i.e. by 2020-2021, but it also needs to be planned out over the longer term, as such in a 15 to 20-year timeframe.

While urgent and decisive action is needed now to address the challenges ahead, concern for the future must also be top of mind. It is vital to remain mindful of the issues and challenges that are to come over time.

#### 3.2.1 Vision & Values

The Committee's vision for the future espouses a community view of education, focusing on the student. Aware that supporting French-language education in Ontario is part of the province's Economic Plan, it also takes into account that the Ministry of Training, Colleges & Universities' (MTCU) priority is to ensure that Ontario's competitiveness is to have *the most educated people and highly skilled workforce in the world*.

As such, this goal cannot be achieved without the full contribution of the province's Francophone community.

Logically, this means that CSW Ontario must be equipped with a quality French-language postsecondary education and training system that fully contributes to the development and sustainability of the province's Francophone community in all of its diversity.

Guided by values that are dear to the Francophone community, i.e. equity, cooperation and partnership, innovation, accessibility and community sustainability, the Committee is also driven in its search for solutions by a respect for diversity, a concern for accountability and for Francophone self-gover-

nance. These values match those of the Ministry, as detailed in its 2011 *Politique d'aménagement linguistique* (PAL) for the postsecondary sector.<sup>ix</sup>

For the Committee, the positive impact of Francophone-governed institutions does not need to be demonstrated any longer. Well planned, they have proven to be successful wherever they have been established and have had positive results. This has been the case with public institutions such as the establishment of La Cité and Boréal colleges, the province-wide implementation of French-language governance at the elementary and secondary levels, the creation of TFO and the renewal of the Monfort Hospital, to name but only a few.

Considering the changes that are currently taking place in CSW Ontario's Francophone community, Committee members urge decision-makers to act promptly and boldly. One need not fear the ability of the community to rise to the important occasion that awaits them. It is a matter of mid to long term survival.

### 3.2.2 Guiding Principles

If action is urgently required, it must be backed by sound guiding principles. Consequently, the government's response needs to be based on these.

The following are the principles developed by the Committee. Most of these themes have been discussed in one way or another in the past by various opinion leaders and stakeholders. They are:

- 1. Francophone Self-Governance:** It is essential to establish a model of governance that is done by and for Francophones, both at the administrative and academic levels.
- 2. Life & Learning Environment:** A French speaking *milieu de vie* is needed to provide a setting conducive to the development and sustainability of the student clientele, as well as the larger Francophone community.
- 3. Accessibility:** Obstacles that hinder a greater accessibility to postsecondary studies and training for CSW Ontario's Francophone students in their own language constantly need to be identified and overcome.
- 4. Language Skills & Capabilities:** Francophones' bilingualism – not to mention their frequent multilingualism – needs to be promoted in the job market, as do employers' needs for a multi-skilled and well-adapted workforce vis-à-vis today's labour requirements.

The Conference Board of Canada eloquently demonstrated the added-value of fluency in French in business. In its 2013 study, it was able to show how in 2011 knowledge of French in what they defined as "Bilingual Canada" (i.e. Quebec and New Brunswick) increased bilateral trade with the global Francophonie by \$3.5 billion US a year.

"General knowledge of French in New Brunswick and Quebec boosts trade between those provinces and French-speaking countries. Thus, higher bilateral trade is one mechanism through which all Canadians benefit from Canada's status as a bilingual country."<sup>x</sup>

When it comes to training qualified bilingual Francophone students, "Language Skills & Capabilities" takes on a specific meaning, as their proper training can only be accomplished in a Francophone setting where French is the primary language of instruction.

From the perspective of an Anglophone living as part of the language majority, this can seem incoherent as the initial reaction is often to believe that "what can be better to promote one's bilingual capabilities than to learn through a bilingual institution!" Yet, in reality, bilingual institutions in a minority setting become a centre of assimilation for the members of that minority and such a trend accelerates when the relative weight of the minority in this institution declines.

Thus, the bilingual institutional model, particularly in CSW Ontario where Francophones are a very small minority, will not be in a position to counter the damages caused by assimilation and loss of identity. Public investments in such a model would in time prove to fail.

- 5. Diversity & Regional Outreach:** The specific characteristics and diversity of the region's Francophones must be acknowledged and their immediate and longer term requirements in terms of French-language postsecondary programs and services need to be met.
- 6. Full Participation:** The fact that French-language postsecondary education is key to ensuring that the Francophone community fully participates in the broader Ontario and Canadian societies, and in the global community, must be recognized.
- 7. Partnerships:** Instituting a culture of partnership and collaboration is essential. These will need to be developed in innovative and sometimes unchartered ways and must above all help to increase demand, provide a quality education, increase enrolment and consolidate the main campus. In the minds of Committee members these partnerships and collaborations will need to be forged once the new board of governors has been formally established and is in a position to negotiate on an equal footing with its future partners.

## 4

## C O N T E X T

As we mentioned in the summary, and as others have raised before us, CSW Ontario is experiencing a genuine paradox. On the one hand, it is the most underserved Francophone region in Ontario at all levels (which aggravates its tenuous situation) yet, in contrast, it is the fastest growing Francophone population in the province. As such, it is imperative that the region catches up at an institutional and community level, in particular as it relates to its postsecondary infrastructure.

The expression “paradox” is not one that we devised, rather it has been inherited from others to describe the current situation. It was coined as such by the Expert Panel in 2013 for the reasons we have detailed above. The panel of experts reminds us that the increased demand at the postsecondary level has not been matched by an increase in program offerings equal to investments made by the government at other levels of education. The Panel also points out that this situation has a direct impact on language retention.

“The Panel is convinced that the very limited range of French-language postsecondary programs in central and southwestern Ontario, combined with the lack of French-language or bilingual postsecondary institutions that have administrative autonomy at the regional level to establish their own vision, culture, and facilities, has a direct impact not only on participation in French-language postsecondary education but also, by extension, on the capacity of their francophone populations to retain their language.<sup>xi</sup>

#### 4.1 A PARADOX TO ADDRESS

In 2011, CSW Ontario was home to some 219,000 Francophones, representing 36% of the 611,500 French speakers living in the province. Statistics and demographic data<sup>xii</sup> indicate that this population should experience accelerated growth over the next 10 years, due in large part to the new thresholds that Ontario has set for Francophone immigration and as a result of the migratory draw that the region has on other parts of Canada and abroad. In fact, since 1996, some 60,000 additional Francophones have settled in CSW Ontario. Data shows that if this trend continues, within the next 15 years, it will become the most important Francophone region of the province.

If the pace of growth experienced between 2006 and 2011 was maintained to this day, CSW Ontario is now home to some 240,000 Francophones. Such a population pool easily surpasses the total population of urban centres like Kingston, Thunder Bay, Peterborough and Greater Sudbury,<sup>xiii</sup> each of which is equipped with independent college and university institutions.<sup>xiv</sup> Yet, when we take this infrastructure into account,

we can't help but notice how glaring the distance that separates CSW Ontario's Francophones vis-à-vis the population of these cities. Yet, the Francophone population of this region is much larger.

Additionally, when we compare CSW Ontario with Eastern and Northern Ontario's Francophone facilities, there too we observe that those regions are equipped with an advanced and largely superior educational infrastructure. The absence of French-language postsecondary facilities in CSW Ontario aggravates an already alarming rate of language loss from one generation of Francophones to another in the region.

In contrast, demand for French-language education is on the rise as we see French-language elementary and secondary schools open at an accelerated pace all over CSW Ontario.

Improving the availability of postsecondary programs is a pressing matter to attend to and is needed to complete the community's educational continuum beyond secondary schooling.

**Table 4****Increase in CSW Ontario's French-Language Schools since 1999-2000**

Period	Number of Schools since 1999-2000	Increase (%)
1999-2000	103	—
2015-2016	136	32.0
<b>To come</b> (approved & in the process of being opened)	152	47.6

Source: Ontario Ministry of Education

As a demonstration of emerging demand, table 4 (above) provides a clear picture of school openings from 1999-2016 and those to come in the near future. Combined with data presented in section 1 of this report relating to participation levels in French-language schools, we can see that investments made in opening new French-language schools in CSW Ontario has accelerated levels at a rate that outpaces Francophone population growth over the past 15 years. Graduation levels at the secondary tier have actually risen at an even faster rate.

## 4.2 THE NEED TO ACT NOW

**In this report we have identified several reasons that lead us to ask for urgent action on the part of the government. Given this fact, the Committee has not brought forward any information not already available or known. Indeed, most data and information we consulted is already in the public domain.**

Any additional information we gathered only serves to strengthen current findings and to support the rationale for urgent action.

The research we documented reminds us that the changes that CSW Ontario's Francophones are experiencing from a social, demographic and economic perspective are comparable to those experienced – on a larger scale – by the overall population of Canada's industrial and economic heartland. Population growth, accelerated urbanisation and growing social, cultural and ethnic diversity are very real transformations that are being experienced just as much among Francophones in the region as within the general population. It is therefore not surprising to observe an increase in demand for studies in French.

CSW Ontario's Francophones are, for the most part, bilingual if not multilingual and possess the language skills whose value needs to be enhanced if we are to meet the challenges of a knowledge-based global economy. Regrettably, the current limited availability of postsecondary programs in French in the region deprives the province of the potential of this valued human asset and drags French speakers inextricably towards assimilation.

What can be said about assimilation? One need only look at two important facts highlighted by the Office of Francophone Affairs (OFA) in census data from 2011, and presented in their most recent overview of Francophones in Ontario. Data shows that the more considerable the minority setting in which Francophones live in, the greater is their language loss.

Given the extreme minority setting that exists in CSW Ontario and the higher number of linguistically-mixed (English-French) families among this region's Francophones, the use of French as the primary language of communication within the family unit suffers considerably and, as a result, assimilation levels are far greater.<sup>xv</sup>

Having observed the contrasting demographic trends, Ontario's Commissioner of French-Language Services, François Boileau, explained the nature of the problem in his 2012 investigative report: "Central-Southwestern Ontario faces an alarming shortage of French-language colleges and universities, and this situation is highly inequitable." The Commissioner goes on to highlight the fact that compared to the Anglophone majority, Francophones have very limited access to college and university programs in their own language. His findings show that this limited availability "translates to a rate of access to French-language postsecondary education ranging from 0% in the Southwest region of Ontario to 3% in the Centre, in comparison with the proportion of programs offered in English."<sup>xvi</sup> In other words, for each three programs available in French for Francophones, 100 English-language programs are made available.

In acknowledging the gravity of the situation, Mr. Boileau emphasizes the need to actively offer such programs not only to support, but also to stimulate client demand among Francophones. In a minority situation, a proactive approach stimulates demand. Such a demand, he says, will not emerge on its own. The Commissioner also points out that to remedy the situation, the objective among Ontario's Francophones is to create a French-language university.

Although some efforts of late have been initiated to improve the availability of programs in the region, we cannot claim that these have tackled the problem head-on. Rather, these efforts can only be viewed as a short-term partial response to a larger problem considered in its entirety.

It is vital to act quickly with sound, thoughtful and responsible decisions that will address the precarious state of French-language postsecondary education in CSW Ontario. Action is even more pressing given that this fast-growing community remains in a tenuous state due to the fact that it is submerged in a sea of non-Francophones.

**Table 5****Population of Francophones in Ontario by Region (in 2011)**

Region	Francophones Total	Population Total	% of
<b>Northeast</b>	127,265	544,000	23.4
<b>East</b>	257,870	1,674,000	15.4
<b>Northwest</b>	7,610	224,000	3.4
<b>Southwest</b>	<b>35,160</b>	<b>1,529,000</b>	<b>2.3</b>
<b>Central</b>	<b>183,605</b>	<b>8,743,000</b>	<b>2.1</b>
<b>Ontario</b>	<b>611,500</b>	<b>12,714,000</b>	<b>4.8</b>

**4.3 CURRENT SITUATION**

In recent years the government of Ontario has acted on a number of fronts and these need to be seen and considered as modest steps in a long-term process aimed at providing Francophones with programs and institutions reflecting their needs and aspirations. In particular, four should be mentioned:

**1. Politique d'aménagement linguistique (PAL):  
A Policy Framework for French-Language Postsecondary Education and Training in Ontario**

In 2011, MTCU introduced this policy as part of its *Putting Students First* plan to ensure that all qualified Ontario students have access to high-quality, affordable training and education. The PAL is centered around six key components: access to French-language programs, student support and success, quality enhancement, system promotion and targeted recruitment, partnerships, collaborations and governance.

In terms of academic achievement, the PAL proposes a whole series of initiatives to aid the student. From personalized support services, to linguistic support and coaching programs, and to appropriate teaching resources and client-adapted orientation structures, institutions must develop "support programs and services to address francophone students' needs and ensure student retention and success." The goal is to produce workers who can adapt to market requirements, participate fully in the knowledge economy, and help to meet the socio-economic needs of their communities...<sup>xvii</sup>

The policy's goal is also to enhance economic and employment opportunities, while keeping in mind that language and cultural capabilities are becoming more and more relevant in today's competitive global market. The government has implemented several initiatives to support this policy framework.

Overall, the PAL's central goal is to enhance the sustainability of francophone culture within Ontario's pluralistic francophone milieu. Because of the central role language plays in culture...<sup>xviii</sup> This is a potent message that validates the objectives and priorities of our Advisory Committee for the region.

The postsecondary PAL was inspired by the success of the same policy implemented in 2004 at the elementary and secondary school levels. This can only imply that the Ontario government places equal importance on achievements at the postsecondary level as it does for elementary and secondary schools.

If a commitment on the part of the province for CSW Ontario was aligned with our Committee's work it would serve as a clear message as to the government's determination to complete the provincial French-language postsecondary network. It would also send a message that CSW Ontario Francophones are to be treated equitably and also acknowledge their growing importance.

**2. Government Investment in the Development of French-Language Education in CSW Ontario**

In 2013, the government acted on the limited availability and dispersion of French-language postsecondary programs in CSW Ontario by creating a three-year, \$14.5 million program to improve the range of available programs, particularly in the Toronto area.

Even before launching this program, it had already initiated efforts to improve these offerings, in particular at the university level with York University's Glendon Campus. For the 2013-2016 period, all French-language and bilingual institutions in the province were invited to submit proposals for unique programs in health, engineering, technologies and trades, and in business administration.

An important part of the funds allocated were directed to Glendon Campus to ensure proper follow-up to the programs created prior to the three-year program's announcement.

**3. The French-Language Services Act**

Even though the Act itself is not new, recent regulatory changes help to strengthen its application.

While the Act guarantees Ontarians the right to communicate with, and receive services in French from the provincial government in its central offices and in designated areas throughout the province, it does not create any obligation for colleges and universities to provide services in French.

It is however possible for an institution to apply for designation under the Act and, as such, some postsecondary establishments have recently applied and received a partial or complete designation.

Changes to the designation process implemented in 2014 by the OFA have resulted in more stringent requirements in order to be designated. An applicant must be in a position to guarantee a proactive offering of services in French, must respect standards of quality and must provide such services in a permanent manner by qualified staff. The evaluation process also aims to determine if administrative rules and procedures guarantee the presence of Francophones in sufficient numbers at decision-making and management levels and that

these persons be answerable for said services through an effective accountability framework.

The Act however, does not address the issue of Francophone self-governance of its institutions. In its application, it serves to reflect a current situation but does not set a process for future developments. In other words, it is limited in its scope to preserving the conditions that have led to the designation rather than establishing new measures aimed at extending it. For members of the Committee, the importance of the Act lies more with its founding principles, as stated in the preamble. Adopted with the unanimous consent of the Ontario legislature, the Act acknowledges the importance of education in French for the Franco-Ontarian community and it also "recognizes the contribution of the cultural heritage of the French-speaking population and wishes to preserve it for future generations."

#### 4. Differentiation Policy Framework / Strategic Mandate Agreements

Since 2013, the government of Ontario has devised a new approach to help define its funding framework for postsecondary institutions. This approach is called the Differentiation Policy Framework<sup>xx</sup> and it is closely aligned with the Strategic Mandate Agreements that the government now negotiates with each college and university in the province. Given the government's tight fiscal situation, Ontario seeks to ensure greater complementary action within the system and make public funding conditional upon greater harmonization.

Differentiation thus becomes one of the essential pillars of program funding. Such objectives coincide with those of our Committee as part of its search for solutions in CSW Ontario. The goal is to consolidate and rely upon each institution's well-established strengths and, furthermore, the Framework must allow them to operate in a complementary manner towards one another and provide students with affordable access to a full range of professional, college and university programs focusing on success.

These agreements will reflect the relationship that prevails between each institution and MTCU. They will also serve to reinforce the strategies an establishment will implement to ensure that its activities align with the government's vision of the postsecondary sector.

The government intends to progressively ensure that its financial levers, its policies and its processes align with the Differentiation Framework and the Mandate Agreements.

#### 4.4 A GROWING CONSENSUS

While it focuses on the task at hand, the Committee is aware that the Francophone community continues its own work seeking to establish a French-language university. In fact, in 2014 its leaders organized the *États généraux sur le postsecondaire en Ontario français* and in October of the same year they organised the culminating provincial summit in Toronto. The creation of a French-language university has become the

community's foremost priority. In February 2015, the summit's report<sup>xx</sup> was made public. Regional consultations organized as part of the *États généraux* brought together some 1,000 delegates, of which 30% were secondary students.

While the community champions the creation of a province-wide French-language university, delegates at the summit identified as a priority the need to "reinforce access to French-language programs, particularly in Central Ontario, where the gap between the Francophone population and the inadequate availability of programs is the greatest... (loose translation by author)"<sup>xxi</sup>

The Report also identified six basic pillars of Francophone governance at the university level. These include: financial and academic management, institutional administration, physical facilities management, research and Francophone student experience.

In the past few years, advocacy action has focused on key Ontario government decision-makers. On several occasions, ministers have reasserted the provincial government's commitment to complete the offering of French-language programs in the region so that students wishing to pursue their studies in an institution operated under the auspices of the Francophone community are able to do so.

As part of their advocacy work, leaders of the community have organized lobby sessions, academic presentations and an admissions campaign that has garnered 2,300 applications.

Additionally, as part of the Francophone community's action plan development (Vision 2025), a survey was conducted in which 2,000 people were consulted across the province, including 240 persons under the age of 25. For respondents from Southwestern Ontario, the university ranked as the first priority and for Central Ontarian respondents, it placed 3<sup>rd</sup>, indicating a high degree of importance for both.<sup>xxii</sup>

Finally, one cannot forget the events of November 19, 2015, when legislators at Queen's Park voted unanimously, after a second reading debate of Private Members Bill 104, in favour of *An Act to Establish the Université de l'Ontario français*. This vote confirms the evolution that has occurred at the political level at Queen's Park. As such, the community's position regarding the creation of a French-language university appears today to rely on a consensus within the political class.

## 5

## INSTITUTIONAL MODELS &amp; CONSULTATIONS

In order to address the needs of a Francophone population of 240,000 dispersed across a large area, the Committee felt it was important to explore different potential delivery models and governance structures. These models and structures must be well-adapted to the needs of the clientele and operated in innovative and efficient ways.

Even though more than half of Francophones in CSW Ontario live in the GTA and granted that the main campus of the institution will be located there, the success of any institution with a purpose to increase postsecondary participation of Francophones hinges upon its ability to implement outreach strategies that are geared towards reaching them throughout the region.

It is worth noting that three years ago the Minister's Expert Panel had stressed the importance of aligning all strategies aimed at increasing access to French-language postsecondary studies in CSW Ontario with the objectives set out in the postsecondary *Politique d'aménagement linguistique*.

Keeping this in mind, the experts deemed it was important to set out a development strategy that is founded on the three guiding principles that the Panel identified:

1. The mobilization of and collaboration among partners in the existing network of French-language and bilingual postsecondary institutions to develop new French-language programs, expand existing programs, and deliver student services in French;
2. Offer coordinated French-language educational services and programs that take into account the emerging needs of Francophone and Francophile clients;
3. Include a mechanism for coordinating service and program expansion into a continuum – a mechanism through which management of these services and programs would be delegated to an autonomous, regional French-language institution.

### 5.1 POSSIBLE INSTITUTIONAL MODELS

The Committee's analysis of institutional and governance models apt to meet the needs of the community was conducted based on the principle that there would be two distinct institutions responsible for the delivery of postsecondary services.

At the college level, the responsibility would be shouldered by Collège Boréal. While the college is already managed by and for Francophones, it is important to remember that following the Collège des Grands Lacs' closure in 2002, Boréal responded favourably to the province's request to take over responsibility for CSW Ontario and to incorporate it as an integral part of its strategic objectives and development. Thus, since 2003, the college is well-established in Toronto, as well as in five other cities within the region.

#### Collège Boréal's Consolidation

- » That the Province act in a manner that allows Collège Boréal to consolidate its role and position in CSW Ontario.
- » That this consolidation be accomplished, in particular, by strengthening the College's CSW Ontario representation and accountability frameworks at all levels of its decision-making and operations.

Boréal was able to draw important lessons from Collège des Grands Lacs' experience in the 90s and, as such, better organise the delivery of French-language college programs and services in the region, setting itself on a more solid footing than its predecessor.

At the university level, the Committee took into account the role that York University's Glendon Campus plays in serving certain clientele as a bilingual institution. However, Com-

mittee members had to accept the fact that many obstacles stand in the way and make it quite unlikely that Glendon could be transformed into an autonomous French-language institution managed by and for Francophones at all decision-making levels, nor could it provide an adequate French-language learning and living milieu.

With respect to the models that were explored, the approaches that the Committee reviewed varied from simple program improvements to the creation – from top to bottom – of new institutions.

Some of the models considered included:

1. Program Enhancement (existing institutions offering a greater number of postsecondary programs)
2. Expanding availability (establishing partnerships with other institutions, namely those present in the region – Collège Boréal and Glendon)
3. Virtual Consortium (creating a virtual management structure through the Francophone component of the Ontario Online Learning Consortium)
4. Physical Consortium (establishing an independent agency with the responsibility of negotiating agreements with bilingual and French-language institutions for a targeted offering of programs)
5. Affiliation or Federation with a bilingual institution (progressive development of programs; diplomas would be granted by the main institution)
6. Creation of two new institutions (establishing a college and a university, both independent, public or private, in CSW Ontario)

After analysis, members of the Committee concluded that none of the models presented met all of the standards established by its criteria. Therefore, it was necessary to devise a model that was specific to the region, while taking into account some of the features of the models studied.

## 5.2 INSTITUTIONAL MODELS IN A MINORITY CONTEXT

Elsewhere in Canada, French-language postsecondary institutions functioning within a variety of different minority contexts exist.

The Committee reviewed five specific cases. From East to West, they are:

1. Université Sainte-Anne (Nova Scotia)
2. Université de Moncton (New Brunswick)
3. Bishop's University (Quebec)
4. Université de Saint-Boniface (Manitoba)
5. Campus Saint-Jean (Alberta)

During the course of its analysis, the Committee sought out ideas and lessons learned from each institution that could prove useful. Each one of them, it should be mentioned, operated in only one language, either in French (Sainte-Anne, Moncton, St-Boniface and St-Jean) or in English (Bishop's).

Ontario's approach – creating bilingual institutions – is an anomaly in Canada, as mentioned in the paper written by Dupuis, Jutras-Stewart and Stutt<sup>xxiii</sup> published in 2015. In every other region of Canada, whether in Quebec or in English speaking provinces, institutions created to serve minority communities all operate in only one language.

Of all institutions studied, one in particular – Université de Moncton – stood out and retained the attention of Committee members. The Committee had the opportunity to meet with the university's rector to learn more from its evolution and operations.

The case of Moncton is of particular interest as it serves a population of approximately 250,000 and is comprised of a mix of urban and rural communities (including one major urban centre) that are dispersed over a large territory.

It closely cooperates with colleges in its catchment area and owns land that allows it to orderly plan for future expansion. Université de Moncton's development has occurred over a 30-year period.

Although the population it serves is comparable in numbers to that of CSW Ontario's Francophone community, it should be noted that the volume of Francophone high school graduates in New Brunswick is lower than that found in CSW Ontario.

Incorporated in 1963, Moncton was created through the merging of three small Francophone universities. It is comprised of three French-language constituent parts (Moncton, Shippagan and Edmundston).

The University offers over 180 undergraduate and graduate programs. The Shippagan and Edmundston campuses offer, for the most part, undergraduate programs. Moncton also offers online courses, whether as part of a postsecondary program or as continuing education. Full-time enrolment exceeds 5,000 students, of which 75% study in Moncton's main campus. A further 1,000 students are enrolled on a part-time basis.

Moncton's full range of studies includes specialised programs such as engineering. It also includes a medical training centre and houses one of the most reputable law faculties in the country.

For further information regarding the other institutions studied, please refer to Appendix 2 of this report.

It should be noted that the creation of institutions teaching exclusively in the language of their clientele has in no way hindered the ability of these schools to prepare graduates that master Canada's other official language.

The Committee also explored other institutions applying original academic approaches. Of note is the Université de Hearst and its recent implementation of the block learning approach.

It also familiarized itself with the functioning of the Lorain County Community College in Ohio, an institution that has developed a combined college and university approach to

learning. The Committee also met with the founding president of the University of Ontario Institute of Technology to acquire a better understanding of the various issues and stages involved in establishing a more recent university in Ontario.

### 5.3 MEETINGS & CONSULTATIONS

As part of its work, the Committee met with many stakeholders and officials from the postsecondary network, bilingual and French-language institutions, policy analysts and managers from the Ontario public service, from Statistics Canada, ministerial staff and others. Committee members also visited the campuses of Collège Boréal and Glendon Campus in Toronto.

These meetings were motivated by several factors, including:

- Understanding how different institutions operate;
- Assessing the interest to collaborate from future postsecondary partners;
- Acquiring a better understanding of the region's demographic data;
- Understanding certain regulatory issues;
- Appreciating the experiences of establishing other postsecondary institutions.

These meetings were quite useful to the Committee. They allowed members to clarify many issues, to assess the potential for future collaborations and partnerships and to explore certain avenues of development.

The Advisory Committee greatly appreciated the spirit of openness and collaboration that resulted from these exchanges. It is grateful to all the officials it met, in particular for their contribution to its long term outlook. Their openness to partnering for change was of utmost value.

The complete list of officials, organisations and institutions met appears in Appendix 3.

### 5.4 DATA ANALYSIS

With the help of the staff at MTCU and the Office of Francophone Affairs (OFA), Committee members were able to conduct a full review of statistical information and quantitative and qualitative data allowing them to better measure the region's potential and to clarify certain needs.

Some of the key findings provided include:

- In 2011, Francophones number over 600,000 out of a total population of 12.7 million Ontarians. There are also 1.4 million Ontarians who can speak French. Whereas they make up a visible and large segment of the population in Northern and Eastern Ontario, in CSW Ontario, Francophones are overwhelmed within a thriving region that constitutes Canada's economic, industrial and demographic heartland.
- The Greater Toronto Area (GTA) attracts some 125,000 Francophones and it is in this area that we witness the strongest growth of French speakers in the province. From 2006 to 2011, that population grew by 10%, largely as a result of immigration and inter-provincial migration. Toronto is a leading centre of Francophone immigration in Canada and,

in general, Francophones in this area tend to be younger and of more diverse origins than elsewhere in the province.

- There are approximately 4,200 Francophone students from CSW Ontario enrolled in the province's postsecondary institutions. Just over half study in bilingual or French-language schools. At 79.7%, Francophone students from CSW Ontario attend university, which is far greater than those from other regions. Thus, only a fifth of students attend college. In real numbers, almost 3,300 Francophone students from the region are enrolled at the university level, of which 1,750 study at institutions offering programs in French.
- A total of 430,000 people in the GTA speak French. As such, it is the 4th most important centre of French-language speakers in Canada, after Montreal, Quebec City and Ottawa-Gatineau.
- The size of the Francophone community in CSW Ontario is comparable to that of New Brunswick, Canada's only officially bilingual province. Ontario, as a whole, is home to more Francophones than all of the other English speaking provinces combined.
- Although enrolment in French-language schools in CSW Ontario has experienced strong growth, participation levels of Francophone students in French-language schools in the region remains lower than what can be observed in Northern and Eastern Ontario. Those graduating from high school every year number approximately 1,600.
- A majority of students living in the region attend English-language postsecondary institutions in CSW Ontario. To study in French they must leave the region, which is what a large portion of Francophone high school graduates do.
- Quality of education is a foremost motivating factor for students to choose to study in French. If a student can obtain the quality he or she seeks, he or she will be more inclined to study in his or her language. Failing that, the preferred option is to attend an English-language institution nearby.
- Students assign considerable value to their bilingual capabilities and see them as a strategic advantage to be harnessed for their future.
- CSW Ontario accounts for more than half of all enrolment in French as second language immersion programs. At the secondary level, they number some 20,000.

This quick overview of data has made it possible to establish some key elements for the future French speaking clientele in CSW Ontario. It is worth noting that potential sources of enrolment for postsecondary studies in French in the region come from six primary sources:

1. French-language secondary school students;
2. Students attending French as a second language immersion programs;
3. Adults qualifying for internship employment programs;
4. Immigrants for whom French is their first official language of communication;
5. Students originating from other parts of Canada;
6. International students.

Although its potential has not been properly assessed, out-of-province recruitment clearly has the potential to be a good source of enrolment for CSW Ontario.

## 6

## DIAGNOSIS

**6.1 KEY FINDINGS**

The Advisory Committee made a number of key findings during the course of its work. These were essential in helping us identify the preferred delivery models that also served as the cornerstone of our recommendations. These findings have allowed us to shape a realistic view of current conditions:

- Given the virtual absence of French-language postsecondary options in CSW Ontario, the Committee has witnessed the ongoing negative impact this has had on French-language elementary and secondary school enrolments. Such a break in the continuum of learning hinders participation. And, when adding the problems brought on by extended commutes to study in French, matters are only made worse.

Together, these two variables have a negative impact on participation rates of children from French speaking families at both the elementary and secondary levels. Indeed, from the outset, in grade one, enrolment levels in French-language schools lag behind the provincial average. This gap tends to widen over time as students reach major educational milestones, such as their passage from elementary to secondary schools, and from secondary to postsecondary institutions.

- This is of concern to the Committee as the region is the hub of Francophone immigration in Ontario and the province recently set a target that 5% of all immigrants to Ontario be French speaking. Based on data from the Ministry of Finance, Ontario is expected to welcome 100,000 immigrants per year in the future. At such a rate, Francophone immigrants should number 5,000, of which the largest portion will be settling in CSW Ontario.

At the university level, assistance for Francophone students in their language is virtually non-existent to help them enter the job market, where knowledge of English is indispensable. A French-language university could do much more to easily facilitate their integration and better prepare them for employment.

This void generates increased costs not only for the Franco-Ontarian community but also for the province as it allocates important resources for the integration of immigrants. The negative impact among Francophones constitutes a missed opportunity as Ontario deprives itself of this strategic resource's potential at a national level and in the global economy.

3. Due to these obstacles, the province's current investment in French-language education and training are not generating the kind of results that should be expected in CSW Ontario. The insufficient postsecondary learning opportunities available are a deplorable loss of human and financial resources.

4. Committee members believe that the absence of a truly integrated French-language program offering from elementary to postsecondary levels is a failing of government to meet the basic tenets of the Federal Official Languages Act and of the Ontario French-Language Services legislation.

Federal legislation stipulates that the government in Ottawa must support the development of Francophone and Anglophone minorities in the country and promote the status of English and French in society. The Federal government is responsible for cooperating with the provinces to support the development of official languages communities and to protect their constitutional rights for an education in their own language.

As we have mentioned before, through the French-Language Services Act, Ontario has also committed itself to recognize the importance of education for Ontario's Francophone population, and moreover, has committed itself to preserve the province's Francophone heritage for generations to come.

The Commissioner of French-Language Services mentioned in his 2012 report that the absence of adequate French-language postsecondary education in CSW Ontario deprives the government of the means to meet its obligations under the French-Language Services Act. Our Committee tends to agree with the Commissioner's findings.

5. Any proposed scenario for the expansion of French-language postsecondary education in the region will need to take into account the high degree of competition that English-language institutions pose. CSW Ontario is home to the largest universities and colleges in the province, several of which stand out as international models of excellence. As a result of this, any solution considered for Francophones will need to be developed as a unique and comprehensive approach, with differentiation standing clearly as a competitive advantage.

6. Ontario committed itself to a three-year, \$14.5 million expansion program of French-language postsecondary programs for CSW Ontario. This program ends in 2016.

Even with this investment, the Committee is aware that the situation will not have improved sufficiently to reverse current trends and offset the precarious conditions that prevail. Considering the sizeable gap between what is offered and what is needed in the region, new action will be required beyond 2016. To be effective, such action will need to be recurring and durable in nature if it is to help reverse current outcomes.

7. Committee members understand that immigration and immersion programs are two sectors that can and should provide an additional future source of enrolment for any proposed model of French-language postsecondary education in CSW Ontario. It also feels that recruitment efforts outside of Ontario – both elsewhere in Canada and abroad – can provide a significant source of students, if the offering is unique and relevant.
8. The Committee notes that the college level has been more responsive to meeting its obligations in the region as opposed to university level establishments. The presence of Collège Boréal in CSW Ontario and its continued investment in the area over the past 10 to 15 years are the primary reasons for this.

Boréal has been successful in attracting an adult clientele since its arrival in 2003. In 2020, it will need to move into new facilities in the Toronto area. Regardless of future solutions contemplated at the university level, significant capital investments will be needed to accommodate its anticipated growth in enrolment. Such an opportunity should not be overlooked in the quest to find sustainable solutions for French-language postsecondary education as a whole in CSW Ontario.

9. At the university level, the Committee feels that most institutional actors are barely able to acknowledge the scope and specific nature of the problem. Whether for historical reasons or because they are confronted with more pressing issues, Francophone concerns in CSW Ontario are not at the top of their priorities list. In fact, it can be said that the development of programs and services in French is too often relegated to a secondary position behind universities' first priority – to develop their programming for the majority language group.

Two factors appear to be at play: (1) that the development of Francophone educational facilities has historically lagged behind, and (2) the fact that Francophone self-governance structures that can give voice to the region's Francophones are absent.

The current university funding model based on enrolment numbers and growing budgetary constraints both play a role in this equation, even if the notion of quality is gradually taking on more importance.

Nonetheless, our Committee's consultations have shown that bilingual institutions do indeed wish to cooperate in improving the current state of affairs in the region.

Collège Boréal's presence in different CSW Ontario communities is an important basis to build upon, not only for itself but also for the new university. Indeed, one can rely on those facilities to progressively reach out to the region's various Francophone communities.

## 6.2 A FRENCH-LANGUAGE MILIEU

From the beginning, the notion of creating a Francophone milieu has been an issue impossible to avoid. Such a setting is essential as part of a viable learning experience and it is also needed as a means of sustaining the Francophone community. This issue is of such importance that MTCU incorporated it as a key part of its PAL in 2011.

When the Committee reviewed the French-language postsecondary institutions elsewhere in English Canada, this issue was taken into account as part of its analysis. It observed that creating a Francophone milieu was consistently at the forefront of developmental issues needing to be addressed. Today, the establishment of French-language institutions – even when they are affiliated to larger English-language ones (such as in Manitoba and Alberta) – is seen as an achievement without doubts as to its merits or justification.

Even here in Ontario, with the Université de Hearst, there exists the precedent of an establishment functioning as a one-language institution. Indeed, Hearst operates solely in French. As a result, the Committee is of the opinion that it would be only logical and normal to go that route when finding solutions for CSW Ontario.

It is even more relevant to talk of creating a Francophone milieu in the region given that the French speaking population suffers from a dual disadvantage, even if it is relatively large and growing quickly. Comparing it to Eastern and Northern Ontario, Francophones in the region are not only a minority, but an invisible one dispersed across a large territory. While Toronto may be home to 125,000 Francophones, that population is thinly spread out across the GTA. As a result, Francophones are not able to create a cluster of community infrastructure offering a variety of services in one specific area.

The same can be said of other communities in CSW Ontario. Although they account for a population of 115,000, Francophones outside the GTA are, once again, spread out across the region, living in several urban and rural communities.

Confronted with this reality, the Committee has concluded that the current method of program delivery in CSW Ontario is inadequate, particularly so when the alarming position of the Francophone minority is taken into account.

For those reasons, our Committee believes that **a new model of delivery must be developed** for the region.

## WINNING CONDITIONS

As a next step, the Committee considered the factors of success it believes are necessary to ensure that the government's investments are cost-effective and that outcomes for Francophones in CSW Ontario are real, measurable and promising for the future.

The Committee focussed on six guiding principles or winning conditions. These conditions are institutional in nature but their purpose is real – underlining the importance of placing students at the centre of thinking. These principles are more of concern for the new university than college-level Boréal which is applying most of them already. As such:

1. A new governance model must be rooted in CSW Ontario's Francophone community both at college and university levels. To accomplish this, governance must be managed by and for the Francophone community. Such an approach is the key to ensuring that student needs are not subservient to those of an institution that has little, if any ties to the Francophone community it would serve. The new model must be able to play a leading role in the community whose needs it aims to address.

### Establishing a University

- » That the Government of Ontario establish a French-language university in Central-Southwestern Ontario, operating its main campus from the Greater Toronto Area (GTA).
- » That this university be created by the adoption of a university charter at the Ontario legislature with the goal of greeting its first cohort of students in 2020.

2. In the same spirit, the education given must be dispensed in French in a conducive linguistic setting that provides a rich learning experience. Committee members found that elsewhere in Canada it is possible to create such institutions, regardless of population size. In a region such as CSW Ontario, where Francophones are confronted daily with the dangers of assimilation and dispersion, the creation of an institution operating in French is the most likely model – if not the only one – capable of ensuring an adequate level of French language retention while forming skilled bilingual graduates.

3. Data shows that demand is greatest in the GTA. A facility with a main campus located in the Toronto area needs to serve as the springboard for servicing the entire region. Locating college and university facilities on one common site would favour economies of scale and provide opportunities to maximize the use of resources. Such a location would also support language retention and French-language learning.

### Shared Main Campus in Toronto

- » That the Government of Ontario fund the establishment of a common campus for Collège Boréal and the new university in the GTA, with a planned opening in 2020.
- » That this joint facility serve as the main campus of both institutions in CSW Ontario.

4. If Toronto serves as the starting point, it is not the end point. On a mid to long-term basis, both institutions need to extend their reach to all of CSW Ontario. Collège Boréal is already present in different communities through its access centres. In terms of postsecondary programs, early childhood education is offered in every access centre and, in Windsor, the College expects to offer six programs as of September 2016.

While the number of postsecondary programs offered in these centres is limited, language training services, employment and integration services are made available. Over time, these centres could serve as the starting point for additional college, and even university programs.

Until such time, it is imperative that the Toronto campus develop recruitment strategies and programs that will facilitate enrolment: provide an engaging living and learning environment, student residences, bursary programs and other financial aid strategies and, accessible, flexible and adaptable distance education programs will need to be a part of the tools that both institutions have in hand to attract and retain students.

5. The new university would require the necessary means to adequately analyse its market and identify needs, in addition to providing an appropriate offering of postsecondary and skills training programs and services. The curriculum will need to support the institution's differentiation, whether this be in terms of actual programs offered or delivery models.

### Market Analysis

- » That it supports efforts, in particular those of the new university, that help in acquiring a better understanding of the needs of today's students and to better anticipate those of tomorrow's clientele.

6. The institution also needs to acquire the resources needed to implement effective marketing strategies, in addition to proactive recruitment activities. It is worth noting that student recruitment will help to bridge the gap in terms of Francophones' participation rates in CSW Ontario. Strategies will need to be innovative and rely on a unique marketing approach, building a strong and distinctive brand identity. Ongoing cooperation with school boards in CSW Ontario will be needed to create a culture of French-language postsecondary education in the region.

### Student Recruitment

- » That it supports recruitment efforts of both establishments geared towards the six target client groups, in particular graduates from CSW Ontario's Francophone secondary schools. Such a strategy will allow both partners to develop creative and proactive strategies that highlight the newly established educational continuum from kindergarten to the postsecondary level.

7. Both institutions will need to hire qualified teaching staff able to provide students with an education that is second to none, making them ready to join the job market and capable of taking advantage of their bilingual language capabilities. Over time, the institutions will need to develop their capabilities in terms of research. Quality research is an important ingredient in building a credible reputation for both establishments. Finally, developing language capabilities must be seen as a key issue of this campus.

8. Our Committee believes the recommended delivery model will be in a position to meet the following standards:

- i. Is innovative, efficient and provides a quality education with the ability to differentiate itself in its market;
- ii. Provides an immediate and long-term investment plan taking into account the needs of the community, and that recognizes the importance of the challenge ahead. It must also take into account the important funding effort that will be required to remedy the current situation;
- iii. Performs in a complementary fashion to the mandates of MTCU and the OFA;
- iv. Proposes a delivery model whose organisational structure is efficient and, as much as possible, easy to deploy. Among the scenarios it needs to explore are those that propose a greater level of program articulation between the college and university levels, more flexible schedules and delivery models;
- v. Sets out an incremental approach that aligns institutional growth with client demand, and that favours partnerships and collaborative approaches in achieving its goals;
- vi. Is responsive to the needs of the labour market and takes into account the medium and long-term economic outlook.

## NEW DELIVERY MODEL

Once the Committee completed its study of different delivery models, members then focussed on developing a concept that would be unique in the eyes of its future students and innovative in the minds of decision-makers and stakeholders.

Using the Expert Panel's 2012 recommendations as our starting point, the model we suggest is based on the premise that there would be two institutions, one at the college level and the other a university. These two institutions would be housed under the same roof, sharing their facilities and resources, while maintaining their individual identities.

**At the college level, we propose that Collège Boréal continue to play its current role and its position be consolidated. In 2020, Boréal must move into new facilities and it would be preferable that these be permanent ones.**

**At the university level, it is recommended to formally establish a French-language university for 2020 and that it gradually develop a niche curriculum to meet student needs into the future.**

This proposal suggests that ties between the two institutions be established at the outset. From the main campus in Toronto they will both need to address the demands of a clientele that is dispersed throughout the region, requiring them to find innovative service-oriented solutions.

Distance education will undoubtedly be one of the strategies identified to deliver programs, but this approach cannot be seen as the only one available, nor a cure for all ills when serving Francophones outside the GTA. As we have stated before, a range of innovative and flexible learning approaches will need to be developed to attract students.

Recently, staff at Contact North – Ontario's Distance Education & Training Network – took part in a strategic planning exercise, during which they identified what tomorrow's university must be to remain relevant. To answer the growing demands of students, they concluded that a university will need to provide a flexible learning system.

Indeed, flexibility will be the hallmark of future postsecondary institutions. Establishments will need to provide multiple avenues and methods to achieve program completion and make more room for prior learning assessment, embrace open education resources and credit work-based learning. It must also focus more efforts on developing students' competen-

cies and learning outcomes, in addition to emphasizing personal learning plans as a basis for admission. Flexibility must also lead faculty to see themselves as mentors, coaches and guides just as much as instructors.

In short, if the same study program can be completed in different ways (in time, place and learning process), each student will, in the end, develop the same knowledge, skills and competencies.<sup>xxiv</sup>

As such, members of the Committee believe that efforts must be placed first and foremost on the development of learning approaches that will attract students. Of course, a campus that offers an energizing Francophone living and learning milieu must be an integral part of that process.

It goes without saying that inter-institutional collaborations will be essential for the development and the delivery of unique programs. To this end, we were pleased with the demonstrated openness of bilingual and French-language institutions when we met with them to discuss options for developing CSW Ontario. It is clear that all will gain from a strategy that aims to improve postsecondary participation rates among the region's Francophones.

We should not forget that students have repeatedly told us that they need a physical facility with adequate services and equipment to allow them to study and grow. If our priority is the student, we cannot overlook these requirements. If both language retention and offsetting the effects of assimilation in CSW Ontario's are of prime concern, we cannot entertain institutional and academic half measures.

Furthermore, experts at Contact North eloquently reminded us that the most significant growth in online learning admissions comes from students already on campus.

In time, both institutions are to share a vibrant campus that offers a relevant education and where the French-language will hold sway in the daily lives of students, faculty and staff. They will stand as a worthy example of resource-sharing and institutional collaboration.

## 8.1 SHARING FACILITIES & RESPONSIBILITIES

Stemming from the idea that the new delivery model is founded on the principle of Francophone self-governance, providing a vibrant French-language campus life and respecting the diversity of the community, this new campus could take on the following configuration:

1. The campus would be managed by one of the partners and operate via an agreement defining the shared responsibilities, facilities and resources. The site would include sufficient space to plan for its future development. In time, a total target enrolment of 2,500 to 5,000 students should be anticipated in its projections.
2. The campus' shared services could include support services, such as maintenance, purchasing, the multimedia reference centre (i.e. the library), the gymnasium and sports centre, the cafeteria, residences, security, technology, the distance education platform, student services, language support, integration of newcomers, support staff, employment services and programs, community partnerships, and satellite facilities.
3. Services that would remain the exclusive domain of each establishment would include human resources, salaries and working conditions, governance, administration and budgets, branding and marketing (local & international), recruitment, articulation agreements, academic collaborations and partnerships, satellite campus' curriculum, training programs, research and student incentives.

It is understood that each institution will preserve its own identity despite sharing facilities and numerous services. As is the case with the partnership between University of Guelph and Humber College, each institution maintains its own identity and branding. Each institution's identity comes with a corresponding learning experience. This concept is crucial for each school's diploma and degree recognition. Credentials must receive the proper recognition so that students can prepare their entry into the workforce. In the case of the university, they are also needed if a student is preparing for postgraduate studies.

## 8.2 GOVERNANCE

At the university level, the Committee proposes that the institution be created based on normal practices, that is, by having a university charter adopted by the provincial legislature and that plans be made for the appointment of a board of governors and an academic council, in addition to adequate and recurring funding.

The charter will also clearly set out that the institution is to be governed by and for the Francophone community it serves.

At the college level, this issue is for the most part resolved. Collège Boréal only needs to make minor adjustments to strengthen the place of CSW Ontario Francophones within its governance structure as it pertains to issues concerning them. Different strategies can be considered:

- Splitting governance between Northern and CSW Ontario
- Strengthening CSW Ontario's numbers on the board of directors
- Creating a standing advisory committee for CSW Ontario
- Enhancing the ratio of CSW Ontario management personnel within the College's decision-making structure

In coming years, enrolment from CSW Ontario is expected to rise. If only for that reason, officials at the College will need to address issues of governance for CSW Ontario.

To that point, both institutions in CSW Ontario will need to be mindful of Francophone participation not only from the GTA, but from all corners of the region. A balance will need to be found so appropriate decision-making procedures can be established.

## 8.3 MAIN CAMPUS LOCATION

The Committee believes that the main campus of the future university needs to be established in the GTA and that it must share the Toronto campus with Collège Boréal. Canada's largest city is home to 125,000 Francophones and an even greater number who are able to speak French.

To facilitate participation from students outside of the GTA, residential facilities will need to be contemplated, as well as other kinds of incentives.

The campus' location will need to take into account the fact that Francophones in the GTA are spread out across the region. When choosing its site, it will need to be located close to major public transit lines, near major highway junctions, and have affordable parking available.

Once the Toronto campus is well established, mid to long-term development plans for the university will need to factor in the delivery of programs and services to other Francophone communities in the region. Innovative strategies, collaborations and partnerships such as those developed by Collège Boréal will need to be considered. As will be the case in Toronto, the university will need to partner with Boréal if it is to have a significant and cost-effective impact.

## 8.4 TARGET AUDIENCE, HUMAN RESOURCES & RECRUITMENT

Six sources of students have been identified as key clientele. Four of those have been extensively analyzed and quantitative data is available. We know there exists an interesting potential with two others, but these still need to be assessed.

The former four are:

- French-language secondary school graduates in CSW Ontario
- Immersion students within the region
- The immigrant population
- Adult Francophone and Francophile populations in CSW Ontario

The latter two are:

- Canadian students from outside the region
- International students, particularly those from the Francophonie

To attract these different groups of students, quality of education and innovative learning models will play a central role. Significant efforts will need to be dedicated to recruitment and marketing strategies.

It is critically important to remember that these Francophone institutions will be operating in the most competitive postsecondary market in Canada. The programs and services implemented will be key in attracting and retaining students – the ultimate measure of success.

If we think the challenge will be significant with students, it will be equally so for the staffing of faculty and management positions. For some, the opportunity to work and grow in a French-language setting will be a significant draw. However, competition from more wealthy English-language institutions should not be underestimated. The government will need to be open and supportive of the different strategies that will be needed to ensure proper hiring.

### Staffing

- » That the government support efforts aimed at hiring and retaining a highly qualified teaching staff, in addition to an experienced management and professional staff complement.

Additional government support may take the form of targeted funding incentives that both institutions could implement to grow admissions and/or provide preferred on-campus housing for students coming from regions of CSW Ontario other than the GTA.

These strategies will be vital to both institutions if they are to reverse a deep-rooted behaviour, namely from Francophone high school graduates in CSW Ontario.

### Student Assistance

- » Given that students of both institutions will be in many respects quite diverse, that the government support them in implementing a wide range of student programs and services that stand out for being student-centered, that foster personal growth and autonomy, support enrolment, access and participation and that facilitate integration.
- » These programs and services must be adapted to the context of students living and learning in a minority setting and includes a significant participation from newcomers. They must also provide monetary and logistical incentives (ie. a reduction of 1st year tuition fees and/or preferred access to student housing for CSW Ontario students).

This type of assistance will allow both institutions to act in a complementary manner with funding aid provided by the Ontario Student Assistance Program (OSAP).

### 8.5 PARTNERSHIPS & COLLABORATIONS

Committee members believe that establishing a new French-language university and the consolidation of Collège Boréal must not occur to the detriment of resources allocated to other French-language or bilingual postsecondary institutions in Ontario. All French-language and bilingual institutions will gain from an initiative that will ultimately increase Franco-phone postsecondary participation rates in a region that are drastically deficient. As such, we cannot take away from one to give to another. Since we are speaking of attracting new clientele, we should also be speaking of new resources.

### Partnerships & Collaborations

- » That the Government of Ontario, through its Strategic Mandate Agreements and targeted funding allocations, support both institutions in the development of lasting partnerships and collaborations that contribute to the expansion of programs and courses in French, that help in developing new learning methods and create innovative training tools.

While we believe that the mandate of developing French-language postsecondary education in CSW Ontario can only be accomplished by an institution whose first and foremost responsibility is to do so, we consider that other postsecondary actors should not and must not be placed in a competitive position for resources.

During our consultations with other postsecondary officials, we indeed took notice of their interest in contributing to the development of French-language postsecondary education in CSW Ontario. Some, like La Cité and the University of Ottawa, are already active in the region of their own volition. In the future, it will be important to build upon strong partnerships with these actors.

In creating this new university, a spirit of cooperation at an academic level will be crucial. It will not be possible to develop innovative, unique and complementary programs in CSW Ontario without this.

One must not view these actors as competitors or adversaries. They will be able to play an important role by forging partnerships and collaborations with the region's two institutions in developing their program offerings. To this end, this cooperation must not only be encouraged but also supported by the government.

This has worked in other jurisdictions in the country and can succeed here as well. The case of Université Sainte-Anne in Nova Scotia is a prime example. In 2003, it merged with the eight-year-old Collège d'Acadie. This new institution now offers a dozen undergraduate and five college level programs, in addition to being recognized for its intensive French immersion courses.

The university has also developed eight partnerships with postsecondary institutions in the United States, Mexico and Canada (Atlantic Canada and Ontario).

When in a minority setting, the reality of such an environment leads invariably to greater collaboration. This approach needs to become second nature. The government's \$14.5 million initiative back in 2013 was a temporary measure that permitted addressing the most pressing needs. In our opinion, it is essential to institute a new culture rooted in the premise that in CSW Ontario there is a player with whom it is possible to develop university collaborations based on a win-win principle of equal partnerships.

### Support for Program Expansion

- » That the Province continue to support French-language postsecondary program development in CSW Ontario through a program initiated in 2013.
- » To the extent that the university program development is geared towards CSW Ontario's Francophones, that the funding allocated be now targeted towards curriculum development that is aligned with the new university's mandate and that said program development be redirected to the new institution once it opens.

Collège Boréal's ability to develop lasting partnerships has been, until now, limited by its inadequate and too restrictive Toronto facilities. Building a new campus should help La Cité college offer its programs and courses in CSW Ontario. Boréal's new permanent campus in Toronto will become an ideal platform to foster greater collaborations with its Eastern Ontario partner.

### 8.6 COMMUNITY RELATIONS

Success of this initiative would not be possible without strong ties being built between the university and the community it will serve as a priority.

Having adopted such an approach at the outset, Collège Boréal has been quite successful and should be emulated and become a partner in the university' quest. The Committee has already identified at least two directions the university could take, often in conjunction with Boréal:

- **Recruitment:** To counter the deficient Francophone participation rates in CSW Ontario, both institutions will need to work closely with schools and their boards to promote an educational continuum that goes from kindergarten to the postsecondary level.

Creating good relations with the private sector will also be needed in order to prepare students for the job market.

Ties with immigrant settlement organisations will also be useful so potential postsecondary students can be flagged soon upon arrival.

- **Community involvement:** together, Collège Boréal and the new university can become a key centre around which a vibrant community life can emerge in various communities across CSW Ontario.

Whether it includes arts, culture and diversity, sports and recreation, new technology projects in Toronto or elsewhere in the region, they will be in a position to act as a community magnet that promotes personal growth in French and language retention.

### Regional Development & Community Partnerships

- » That the Ontario government not only support the development of the main campus in the GTA, but also assist with the development of outreach strategies geared towards CSW Ontario students from outside the GTA.
- » These strategies will need to rely on partnerships with key Francophone players, French-language school boards, businesses and other institutions.

## 8.7 ACADEMIC APPROACH & RESEARCH

The approach proposed by our Committee is innovative not only for Francophones but for the whole postsecondary network. This should not be viewed as a concession to Francophones in CSW Ontario, or across the province, it is everything but that. This is a unique opportunity to think and act outside the box to map out a new path for developing and delivering postsecondary study programs. One must however remain abreast of new needs and student expectations.

### Educational Model

- » That the Province support the development of educational models that are appealing and flexible in their approach and create a unique learning experience. By differentiating itself from its competitors in the region, the new university will not only provide best practices in learning but will also develop approaches geared for the future.

The new university will need to differentiate itself by creating poles of excellence that will draw students interested in studying in innovative academic streams that provide promising professional opportunities. To get a better sense of how this new university would work, the Committee identified two criteria:

- i. Offer a range of courses serving as a common core through a large number of undergraduate programs that then provide access to a variety of more program-specific undergraduate studies or master's degrees;
- ii. Create poles of excellence that reflect the specific nature of a university serving a diverse minority Francophone community and that also correspond to the larger particularities of CSW Ontario.

In order to validate the feasibility and scope of the recommendations it is proposing for a new university, the Committee discussed at length a specific operating model. While its key features are outlined below, it should be mentioned that, ultimately, the programs that will be offered are the responsibility of the future board of governors, and the interim board that will precede it, as explained in section 9 (Start-Up).

### Appointing an Interim Board of Governors

- » That an Interim Board of Governors be appointed within six months of tabling this report so that it may create a French-language university in CSW Ontario and jointly oversee, with Collège Boréal, the construction of their shared campus.
- » That this board be comprised of persons with roots in CSW Ontario's different Francophone communities or are well-acquainted with them, that there be members who are familiar with setting up new institutions, who have a postsecondary background, have expertise in finances, who originate from the business community and that come from Francophone immigrant communities. The Board should also include representation from Francophone postsecondary students.
- » It is a given that members of this board adhere to the principle of creating a French-language university.

The region is the largest centre in Canada for four types of activities:

1. Finance and Business
2. Major Media Broadcasting – television, cinema and internet
3. Hi-tech Development and Distribution (software and usage) closely associated to media production
4. Health Care (evolving in close proximity to major hospitals in the area)

The scope of these activities offers the new university a unique opportunity to specialize in certain leading-edge programs where specific characteristics can be aligned with the institution's community mandate. It will be important to emphasize the place of the French language within a French-language institution – that the French language allows Francophones to study in a more secure setting while perfecting their communication skills, therefore opening doors to greater international mobility, particularly within the Francophonie. At the same time, the university will assist students in mastering English in their field of study. Programs will need to take into consideration the fact that many students from abroad will need support with integration into a Canadian environment, as well as an international one where English is the dominant language (i.e. business and finance).

The university will need to bring together two concepts that are often discussed in opposition to one another in the public domain: first, an educational core where languages and communications are seen as liberal arts studies and, secondly, an approach that traditionally steers students towards an exceedingly competitive and commercial environment, where new technologies and scientific advances in general play a growing role.

The Committee's vision lies with the notion that we must move beyond these outdated models of viewing different disciplines. Some of the oldest and most renowned so called liberal arts institutions such as Newbury College in Vermont and Colgate University in New York State – though smaller in size – have developed creative and entrepreneurial spaces where students are mentored to explore the application of new ideas that rely heavily on imagination, innovation and the application of appropriate technologies.

The Committee allowed itself to imagine a public institution of excellence focusing on the creation of a Francophone milieu in which the most innovative ideas would be encouraged through a flexible system of partnerships with other university institutions, public sector agencies and private sector businesses. It is worth mentioning that each one of the four major types of activities noted above are likely fields in which the creativity for success approach could play a leading role.

That being said, the fields of study developed by Committee members are:

### 1. Core Programs:

The Committee's first task was to identify the fields of study to prioritize. In the case of programs requiring an unlikely large number of admissions to be viable (i.e. infrastructure costs), in the context of a small university, the university's role would be to prepare students – through formal agreements – for more specialized programs offered at other institutions. The fields of study identified are:

- Finances and Business Administration
- Health
- Languages
- Social Sciences
- Sciences
- Media, Information Technology and IT Security

### 2. Poles of Excellence:

These poles would play a specific role in terms of communications and multidisciplinary learning:

- Finance and Business Administration
- Technology and Media Production
- Sociology of Integration and Transition for Francophones in Canada, Dispersion and Urbanization

Research would therefore take place based on these poles of excellence. In relation to the issue of integration, the university could create an "observatory of the Francophonie and of integration issues."

While the Committee was reviewing different academic models, one issue stood out. It considers that a close articulation of programs between the university and college is vital. The case of Humber College and the University of Guelph is a compelling one. Sharing facilities, the two schools are able to jointly develop unique IT programs.

Sharing facilities could be a means for the new university and Collège Boréal to support their development and provide a better continuum of learning for students.

If the university were to provide a core curriculum, collaborations and partnerships with other French-language and bilingual institutions in the province would allow it to direct students to them for the more specialized curriculum, and ultimately, attract a larger pool of Francophone students for the benefit of all.

With respect to Collège Boréal's study programs, the Committee believes it needs to continue in the direction already taken. While doing this, it also needs to maximize the opportunities that come with new and better adapted facilities.

It should also benefit from physical installations that will allow it to draw a larger clientele by providing a more complete range of college programs and services.

In the end, the new university and Collège Boréal should be granted the needed resources so that creativity, new ideas and new ways of doing things may be supported.

## S T A R T - U P

The Committee proposes a start-up plan – a road map – that is founded on some key building blocks. It is aware that implementing a French-language university must be planned over a period of 10 years and more. It is expected to open and greet its first cohort of students in 2020. This timeframe is dictated in part by Collège Boréal's need for new facilities that same year.

The plan's first steps must include the following:

- First, a formal commitment from the provincial government to establish a French-language university in CSW Ontario. Its main campus is to be located in the GTA and its first group of students is to arrive in 2020.
- That it proceeds with the appointment of an interim board of governors.
- That it commits itself to allocate a start-up fund of \$60 million, to be spread out over a four-year period commencing in 2016, and that it will be managed by the interim board (see Appendix 4).
- That it allocates a capital budget for either the acquisition or construction of a shared campus, which is slated to open in September 2020 and will be home to the new university and Collège Boréal's permanent Toronto facilities.

### Start-Up and Capital funding

- » That a minimum of \$60 million over four years be committed to start-up funding for the establishment of the new university. That these funds be allocated as of the 2016-2017 fiscal year in order that it may open in 2020, at the same time as the opening of the permanent joint campus in Toronto.
- » That a 10-year capital funding budget be made immediately available so that the new university and Collège Boréal may jointly build their main facility in the GTA.

The Committee believes that the interim board of governors and the funding for this initiative need to be put in place as early as possible so as to be aligned with Collège Boréal's calendar of development.

### Federal Commitment

- » That the Government of Ontario begin talks with its Federal counterpart to ensure the latter's financial involvement in the project, in particular as part of the Official Languages Support Programs (OLSP) and the proposed enhanced Federal infrastructure investment programs.

The Committee is also of the opinion that the government of Ontario open negotiations with its federal counterpart to secure its financial support as part of the Official Languages in Education Program (OLEP). Since the new government in Ottawa made a commitment to increase infrastructure spending, in addition to its previous financial commitments for the expansion of French-language postsecondary education in Ontario and elsewhere, conditions are most favourable for such discussions.

# 10

## CONCLUSION

Members of the Committee are grateful for the trust that the government has bestowed upon us, in particular the ministers of Training, Colleges and Universities we have had the opportunity to work with. We now seek the support of the province to quickly move forward on our recommendations. It is imperative that there not be any interruption in the momentum that has been created around this project.

We have now completed our task, hoping to see it move earnestly towards giving form to a French-language university. At the college level, we are convinced that Collège Boréal will continue to rise to the challenge of serving well the Franco-phone population of CSW Ontario.

We are confident that the provincial government will find the means to support the creation of a vibrant French-language postsecondary living and learning milieu, with student residences, bursary programs and other financial aid strategies; where accessible, flexible and adaptable distance education programs will be an integral part of the tools that both institutions will have in hand to attract and retain students.

Francophones have been advocating for a French-language university since the late 80s. Since then, never has there been as good a time as now to follow through with the creation of such an institution. And never has it ever been as important to act promptly, particularly in CSW Ontario. The Francophone population of this region is increasing at a swift pace. Demand for French-language schools in the region is persistent and has consistently surpassed the growth rate of the Francophone population over the past 10 to 15 years. Indeed, since the mid 1990s, some 60,000 to 70,000 more Francophones live in the region. Due, in part, to the province's new immigration policies, it appears that this trend will continue into the foreseeable future. Today's reality is not that of the 1990s. And the community has its sights decidedly set on the future – a future filled with hope and success.

### Making Public the Committee's Report

» In order to foster discussion and help move this project forward, the Committee recommends that the Minister make this report public in the shortest possible timeframe, once it is tabled.

To accomplish this, the region has a pressing need to solidify its institutional and community infrastructure, in particular at the postsecondary level. The number of available university-level courses and programs have not followed the same growth trend as that of the population in the past few years, and currently, Francophone high school graduates are faced with an academic dead end. This situation has an impact on the ability of French-language schools to admit and retain students, thus denying the constitutional rights of Francophones.

We know that the needs demonstrate the necessity to act. The only thing required now is to take a bold step forward and make a wise decision that will open up possibilities for Francophones in CSW Ontario to rise to their full potential.

Action is therefore needed, and it is needed now.

Merci.



## NOTES & REFERENCES

- <sup>i</sup> Canada, Bilingualism and Trade, *Conference Board of Canada*, 2013, 36 pages.
- <sup>ii</sup> Moving Forward : Increasing the capacity of the Ontario education system to deliver French-language postsecondary education in central and southwestern Ontario — Summary of Recommendations of the Expert Panel on French-Language Postsecondary Education, *Ministry of Training, Colleges & Universities*, 2013, Queen's Printer for Ontario, 23 pages.
- <sup>iii</sup> Ibid., 5
- <sup>iv</sup> Ibid., 19
- <sup>v</sup> Investigation Report — The State of French-Language Postsecondary Education in Central-Southwestern Ontario: No access, no future, *Office of the French-Language Services Commissioner*, 2012, Queen's Printer for Ontario, 70 pages.
- <sup>vi</sup> Ibid., 2
- <sup>vii</sup> Portrait of the Francophone Community in Ontario, Data based on the Inclusive Definition of Francophone (IDF) from the 2011 Census, *Office of Francophone Affairs*, 2009-2014, Queen's Printer for Ontario.
- <sup>viii</sup> Terms of Reference of The Minister's Advisory Committee on French-Language Postsecondary Education in Central and Southwestern Ontario, *Ministry of Training, Colleges & Universities*, 2014.
- <sup>ix</sup> Politique d'aménagement linguistique - A Policy Framework for French-Language Postsecondary Education in Ontario, 2011, *Ministry of Training, Colleges & Universities*, 54 pages.
- <sup>x</sup> Canada, Bilingualism and Trade, op. cit., iii
- <sup>xi</sup> Moving Forward, op. cit., 11.
- <sup>xii</sup> Portrait of the Francophone Community in Ontario, Data..., op. cit.,
- <sup>xiii</sup> Source: Statistics Canada, 2011 Census
- <sup>xiv</sup> In Kingston, there is Queen's University and St. Lawrence College, in Thunder Bay, Lakehead and Confederation, in Peterborough, Trent and Sir Sanford Fleming, and in Greater Sudbury, Laurentian University, and Cambrian & Boréal colleges.
- <sup>xv</sup> Portrait of the Francophone Community in Ontario, Data.... op. cit.,
- <sup>xvi</sup> No access, no future, op. cit., 2
- <sup>xvii</sup> Politique d'aménagement linguistique de l'Ontario..., op. cit., 17
- <sup>xviii</sup> Politique d'aménagement linguistique de l'Ontario..., op. cit., 4
- <sup>xix</sup> Ontario's Differentiation Policy Framework For Postsecondary Education, *Ministry of Training, Colleges & Universities*, November 2013, Queen's Printer for Ontario, 17 pages.
- <sup>xx</sup> Report of the Sommet provincial des États généraux sur le postsecondaire en Ontario français, *Regroupement étudiant franco-ontarien, Assemblée de la francophonie de l'Ontario and Fédération de la jeunesse franco-ontarienne*, February 2015, 44 pages.
- <sup>xxi</sup> Ibid., 3
- <sup>xxii</sup> Data provided by the Assemblée de la francophonie de l'Ontario, 2015.
- <sup>xxiii</sup> L'Ontario français et les universités bilingues (1960-2015), Serge Dupuis (U. Laval), Alyssa Jutras-Stewart (Laurentienne U.), Renée Stutt (Conseil scolaire cath. du Nouvel-Ontario), *Revue du Nouvel-Ontario*, Issue #40, 2015, pp. 13-104.
- <sup>xxiv</sup> Flexibility -- Hallmark of the Modern University - Discussion Paper, *Contact North*, 2015.





## APPENDIX 1

### Members of the Advisory Committee on French-Language Postsecondary Education in Central-Southwestern Ontario

**Diane Dubois**, Chair of the Advisory Committee on French-Language Postsecondary Education in Central-Southwestern Ontario and Retired Associate Vice President – Collège Boréal

**Marie-Ève Chartrand**, Student, Fédération de la jeunesse franco-ontarienne

**Gisèle Chrétien**, Member – Law Society of Upper Canada & of the executive of the Greater Sudbury Development Corporation; former President – Collège Boréal & Outgoing Chair of the Board – TFO

**Stacy Churchill**, Ph.D., Professor emeritus, University of Toronto, Founder of the Centre de recherches en éducation franco-ontarienne (CRÉFO)

**Annie Dell**, Director, Economic Development – Economic Development and Employability Network of Ontario

**Maxim Jean-Louis**, President & CEO – Contact North

**Jacques Kenny**, Executive Director of the Erie St. Clair/Southwest French-Language Health Planning Entity

**Claude Lajeunesse**, Member of the Board of Directors and Chair of Governance & Human Resources Committee – Atomic Energy of Canada; President of Ryerson University from 1995-2005.

**Geneviève Latour**, Student, Regroupement étudiant franco-ontarien

**Jacques Naud**, Vice President, Sales & Distribution ventes et distribution, Knowledge First Financial

**Wesley Romulus**, President, Ampil Solutions Inc.

**Denis Vaillancourt**, President, Assemblée de la francophonie de l'Ontario





## APPENDIX 2

### Out-of-Province Institutions Reviewed

#### 1. L'Université Sainte-Anne –

Established in 1890, this French-language university acquired all the rights and privileges conferred upon a university two years later by an act of the provincial legislature. In 2003, Sainte-Anne merged with the Collège d'Acadie, created eight years earlier. Some 500 full-time and part-time students attend one or more of the university's dozen undergraduate and five college programs. The institution offers French as a second language courses and is recognized for its intensive immersion program. It also offers a language placement exam.

Sainte-Anne offers its programs in five campuses throughout the province's Acadian communities, using distance education as its preferred delivery model. It has established eight partnerships with postsecondary institutions in the United States, Mexico and Canada (Atlantic Canada & Ontario).

#### 2. Bishop's University –

In 1853, ten years after Bishop's was created, the institution acquired the status of a university through a royal charter. It became non denominational in 1947.

The university is located in Lennoxville, in Quebec's Eastern Townships, with a smaller satellite campus located in Knowlton. This English-only university has an enrolment of 1,850 full-time students and 550 part-time students. While 13% of students are from abroad, the remainder are, in equal numbers, from Quebec and the other provinces as a whole.

Over time, Bishop's has established some 30 partnerships with university's on four continents. It offers in excess of 100 undergraduate programs in disciplines such as Humanities, Social Sciences, Sciences and Mathematics, Business Administration and Education.

#### 3. Université de Saint-Boniface –

Established in 1818 as a college and incorporated in 1871, this French-Language institution was a founding partner of the University of Manitoba in 1877. In 2011, it became a university and changed its name to reflect its newfound status.

Saint-Boniface offers a general and specialized education, as well as professional and technical training. At the bachelor's level, it includes full programs in Arts, Social Services, Translation, Sciences, Education, Business Administration and Nursing for its 400 full-time students. For the 460 postgraduate students, it offers two programs – one in Education and the other in Canadian Studies.

The university also has a technical & professional school that offers a range of employment and work-related programs, including apprenticeships. USB offers programs in partnership with the University of Manitoba, University of Ottawa and Red River College.

#### 4. Saint-Jean Campus –

Established in 1908 by Oblate fathers, it became an affiliate of the University of Alberta in 1970. Located in the provincial capital, the Campus is a fully-accredited faculty of the University and offers nine undergraduate programs and two masters degrees. Certain programs are offered in a bilingual format, jointly with some of the University's other faculties.

The Campus also offers exchange programs and international partnerships. With an enrolment of 725 students, Saint-Jean's clientele originates from over 30 countries.

Although it is a faculty of the U of A, Saint-Jean has an executive committee that oversees its academic direction and a management committee that supervises its administration. While students from Quebec used to make up approximately 30% of its clientele in the 1970s, today their numbers account for only 1% of enrolment. Conversely, the number of Francophone students from other provinces has risen substantially.





## APPENDIX 3

### Officials, Organisations & Institutions Met by the Committee

#### 1. In Government & Political Level:

**Brad Duguid**, Former Minister of Training, Colleges & Universities

**Reza Moridi**, Minister of Training, Colleges & Universities

**Madeleine Meilleur**, Then Minister of Community Safety & Correctional Services and Minister Responsible for Francophone Affairs

**Sheldon Levy**, Deputy Minister of Training, Colleges & Universities

**Deborah Newman**, Former Deputy Minister of Training, Colleges & Universities

**Paul Genest**, Then Deputy Minister of Francophone Affairs and Special Advisor – Strategic Agreements

**Marie-Lison Fougère**, Assistant Deputy Minister – Strategic Policy & Programs, Ministry of Training, Colleges & Universities (today Deputy Minister of Francophone Affairs)

**Janine Griffore**, Assistant Deputy Minister - French-Language, Aboriginal Learning and Research Division, Ministry of Training, Colleges & Universities

**Jean-François Lepage**, Economist/Sociologist, Statistics Canada

As well as several directors, managers, advisors and other officials of the Ministry of Training, Colleges & Universities, of the Ministry of Education and of the Office of Francophone Affairs.

#### 2. Postsecondary Stakeholders:

**Sylvie Beauvais**, Associate Vice President – CSW Ontario, Collège Boréal

**Marc Bédard**, Vice President Academic, Université de Hearst

**Solange Belluz**, Executive Director – Government, Institutional & International Relations – York University's Glendon Campus

**François Boileau**, Commissioner of French-Language Services

**Johanne Bourdages**, Associate Vice President Academic - University of Ottawa

**Lise Bourgeois**, President – La Cité

**James Brown**, Executive Director – Postsecondary Education Quality Assessment Board

**Judith Charest**, Director – Toronto Business Development Office – La Cité

**Gabor Csepregi**, President – Université de Saint-Boniface

**Christian Detellier**, Vice President Academic & Provost – University of Ottawa

**Mona Fortier**, Senior Director Communications & Market Development – La Cité

**Alex Freedman**, Chief of Staff to the Principal – Laurentian University

**Dominic Giroux**, President & Vice Chancellor – Laurentian University

**Denis Hurtubise**, Associate Vice President, Academic & Francophone Affairs – Laurentian University

**Donald Ipperciel**, Principal – York University's Glendon Campus & Chair – Consortium des universités de la francophonie ontarienne (CUFO)

**Sylvie Landry**, Director, Partnerships & Collaborations – Academic & Francophone Affairs, Laurentian University

**Rhonda Lenten**, Vice President Academic – York University

**Stephen Murgatroyd**, Chief Scout & CEO – Collaborative Media Group

**Pierre Ouellette**, President – Université de Hearst

**Claudette Paquin**, Member of the Board of Governors – Laurentian University

**Linda Pietrantonio**, Associate Vice President, Academic Programs – University of Ottawa

**Gary Polonsky**, Past President – Durham College & first President – University of Ontario Institute of Technology

**Pierre Riopel**, President – Collège Boréal

**Allister Surette**, President & Vice Chancellor – Université Sainte-Anne

**Danielle Talbot-Larivière**, Vice President – Les entreprises Boréal, Collège Boréal

**Raymond Théberge**, President & Vice Chancellor – Université de Moncton

**Pierre Zundel**, President & Vice Chancellor – University of Sudbury





## APPENDIX 4

### Start-Up Plan

While developing its recommendations for the Minister, Committee members felt it was important to provide a framework for implementation and a costing scenario. It looked at the main responsibilities of the future board of governors and how these would need to be executed within a four-year timeframe, i.e. from 2016 to 2020. From the outset, the board would need support from a staff complement taking on responsibility for the day-to-day activities.

The staff would be tasked as follows:

#### In 2016:

##### Phase 1 – first three months

- Develop a detailed Start-Up Plan
- Prepare a university charter
- Prepare the Committee's four-year operating budget
- Hire a management team who will carry out the four-year project, culminating with the university's opening in 2020. Its role would be to support the different decision-making bodies (Implementation Committee, Board of Governors, Senate) in their respective areas
- Identify future board members
- Obtain legislative approval for the Charter

##### Phase 2 – three following months

- Complete hiring of the Start-Up Team
- Hire a talent firm responsible of the future university president's recruitment
- Align university's implementation schedule to that of Collège Boréal's new permanent facilities development for 2020

Projects will evolve on several fronts during the first year.

Ongoing development of Start-Up Plan, includes:

- Development of the educational approach
- Joint search of permanent facility with Collège Boréal
- Development of organisational structure and administrative policies
- Name and brand development, including market positioning
- Institutional analysis and planning
- Partnerships and collaborative developments
- Development of financial scenarios, including support for negotiations of new OLEP agreement with the Federal government

#### In 2017:

- Pursue Implementation program
- Complete hiring of president
- Establish university's senate
- Allocate funds for programming, developed through partnerships and collaborations
- Undertake external consultations:
  - CSW Ontario's Francophone community
  - Future student clientele
  - Business community
  - Other key stakeholders
- Hiring of senior officials and formation of management team

In 2018 and 2019, work will continue with the hiring of administrative personnel, teaching and support staff. Recruitment strategies will begin and brand positioning will be implemented in collaboration with Collège Boréal, with a target opening date of September 2020



## Time To Act!



# Time To Act!

