



CPF *Canadian Parents for French*

the State
of **FRENCH**
Second Language Education
in Canada **2000**

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CONTENTS



FOREWORD: HIS EXCELLENCY JOHN RALSTON SAUL	III
PREFACE: CAROLE BARTON, PRESIDENT, CPF	IV
EXECUTIVE SUMMARY AND RECOMMENDATIONS	V
CHAPTER 1: METHODOLOGY	1
CHAPTER 2: NATIONAL FINDINGS	5
CHAPTER 3: PROVINCIAL AND TERRITORIAL FINDINGS	9
The State of FSL in Alberta	12
The State of FSL in British Columbia	14
The State of FSL in Manitoba	16
The State of FSL in New Brunswick	18
The State of FSL in Newfoundland and Labrador	20
The State of FSL in Northwest Territories	22
The State of FSL in Nova Scotia	24
The State of FSL in Nunavut	26
The State of FSL in Ontario	28
The State of FSL in Prince Edward Island	30
The State of FSL in Quebec	32
The State of FSL in Saskatchewan	34
The State of FSL in Yukon Territory	36
CHAPTER 4: SCHOOL AND SCHOOL DISTRICTS: WORK IN PROGRESS	37
CHAPTER 5: NEXT STEPS: ROBIN WILSON, EXECUTIVE DIRECTOR, CPF	40
GLOSSARY	41
BIBLIOGRAPHY	42
INDEX	46
APPENDIX	47

NOTE: Numbers in superscript throughout the report refer to specific entries in the bibliography.





OPINIONS

Linguistic Duality: The Manitoba Context	GESTNY EWART	17
Please Tell Me This Can't Be True	ANTHONY WALL, PhD.	19
What's Wrong With Errors?	SHARON LAPKIN, PhD.	23
Needed: Multilingual Graduates	LIN WILSON	27
How French-Second-Language Programs Are Marginalized	PAUL CARON	29
How Elitism Happens	NANCY D. HALSALL, PhD.	35
To Err is Human	JOAN NETTEN	39

SUCCESS STORIES

Intensive Core French Program Improves Newfoundland Students' Language Skills ..	JOAN NETTEN	7
Continuing Studies in Bilingual Settings	CLAUDETTE TARDIF, PhD.	11
Multilingualism: When There's an Opportunity, Take it!	CATHERINE BERRON	15
If Not Me, My Children	SHANNIE DUFF	21
Hughie Batherson, French Immersion Teacher Extraordinaire	IAN RICHMOND, PhD.	25
A Core of Understanding	LEAH KNIGHT	31
Being Bilingual	HEATHER ROXBOROUGH	33

RESEARCH POINTS

Core, EFI, LFI, MFI, FSL—Which?	2
English Language Arts	3
Elitism	3
Special Education in FSL	4
Revitalizing Core French	6
Enrolment, Attrition, Retention	8
High School Programs	10
Beyond High School	13
Teacher Education and Supply	23
Multigrade Classes	27

TABLES

1. Approach to the Report	2
2. Funding for 5 Years to Provinces and Territories Under the Official Languages in Education Program.	6
3. Challenges for FSL Identified by the National Survey	8
4. Alberta FSL Enrolment	12
5. British Columbia FSL Enrolment	15
6. Manitoba FSL Enrolment	16
7. New Brunswick FSL Enrolment	18
8. Newfoundland FSL Enrolment	20
9. Northwest Territories FSL Enrolment	22
10. Nova Scotia FSL Enrolment	25
11. Ontario FSL Enrolment	28
12. Prince Edward Island FSL Enrolment	30
13. Quebec FSL Enrolment	32
14. Saskatchewan FSL Enrolment	34
15. Yukon Territory FSL Enrolment	36
16. Total Enrolment in Core French in Elementary and High School by Province and Territory	47
17. Core French Elementary and High School Enrolment as a Percent of Eligible Students	47
18. French-Immersion and Core French Enrolment as a Percent of Total Students	48
19. French-Immersion Enrolment by Province or Territory and Grade, 1993–94	50
20. French-Immersion Enrolment by Province or Territory and Grade, 1994–95	50
21. French-Immersion Enrolment by Province or Territory and Grade, 1995–96	51
22. French-Immersion Enrolment by Province or Territory and Grade, 1996–97	51
23. French-Immersion Enrolment by Province or Territory and Grade, 1997–98	52
24. Total Early-French-Immersion Enrolment, Elementary Level, as a Percent of Total Students in Canada	52
25. Total French Immersion Enrolment, All Grades, as a Percent of Total Students in Canada	52
26. Change in Percent of Student Population in Core and French Immersion Between 1993–94 and 1998–99 ..	52
27. Enrolment for All French-Immersion Programs	53
28. Structure of the Categorization of Respondents' Comments on the National Survey	54



FOREWORD

Parents want their children to have every opportunity. I'm not talking simply about career opportunities and financial opportunities. They want their children to be full members of their society, to be able to choose the role they are going to play as individuals and as citizens—whatever that might be.

Learning French has always been one of those opportunities. It isn't just another language, or even just another major international language. It is one of the two official languages of our country. To possess it is to possess one of the key tools to citizenship. There are others, but this is an important one.

The rise of immersion schooling has given great impetus to this movement. The number of bilingual, bicultural anglophones has grown rapidly. The graduates of immersion are already playing an important role in helping to make the country work.

Three hundred and seventeen thousand (317,000) students have made the commitment to immersion. But many more than that want access to French. That means core French, which is equally important. These two million students want the door to our second culture to be at least partly open, to at least understand, to read, to enjoy, to understand their fellow citizens, to be able to more easily develop their French later on.

And there has been real progress. One of the strange but accurate ways to measure a population's understanding is to observe whether or not they catch a joke. I've noticed over the last decade that when, in a public talk, I make a joke in French, most people laugh. A quarter century ago there would have been silence.

Their skill relates to their pleasure, their interests, their citizenship. Curiously enough it even relates to what we call globalization. If doors are to be opened to the world, then we're all going to need new skills. Language is one of them. It is key to taking advantage of the world's complexities, particularly when you come from a medium-sized country like Canada. Even more important are the cultures which fill those languages.

We've come a long way with French-second-language education in a quarter century. Now we must be careful to build on that progress. Not defend it. Celebrate it. Vaunt it. And we must also deal with our failings. Core French must be strengthened. Immersion students must reach out to the francophone minorities, wherever they find themselves in Canada. Their use of their language must spread outside of the schools as early and as much as possible if it is to be part of our living culture.

Corporations must wake up to the importance of languages in both national and international business. Governments should be thinking about the full range of opportunities that these skills offer both citizens and the country.

This report will help us concentrate on what works and what doesn't, what needs more effort, more commitment, more imagination. This is an important stage in our progress. We need to consider our needs and then act upon them.

HIS EXCELLENCY JOHN RALSTON SAUL



PREFACE

This report is about Canadian children and youth and their access to education in French as a second language. This report is also about the work of Canadian Parents for French, a national network of volunteers dedicated to the promotion and creation of French-second-language learning opportunities for young Canadians. It is also about the support of federal, provincial and local governments, politicians, teachers, and Canadian citizens to provide opportunities for our youth to learn both of our country's languages.

Ultimately, this report is about making a commitment to providing Canadian children with the skills they need to survive and thrive in this ever-shrinking world. In doing so, we can ensure Canada has a leading place in the new global economy and that Canadian children—our common future—become the very best they can be.

And what an opportune time for a report such as this, our first *The State of French-Second-Language Education in Canada 2000*. French immersion has been available to many Canadians for a few decades, core French for a longer period. What a great millennium project for Canadian Parents for French to undertake, to get a thorough understanding of the strengths and areas for improvement of the Canadian phenomenon of

French-second-language education.

This first Report provides us with the opportunity to celebrate—and thank!—the people and organisations who have worked and supported French-second-language learning over the years. It also gives us an opportunity to celebrate the success stories of both the programs themselves, as well as of the young Canadians who have participated in the programs. And there are so many success stories! Over the past few decades, organizations such as the Canadian Education Association, the Society for Educational Visits and Exchanges in Canada, the Canadian Association of Immersion Teachers and the Canadian Association of Second Language Teachers, among others, have all done ground-breaking work in ensuring that a quality education for Canadian children includes French as a second language. The many individuals and organizations that were involved in this report are listed inside the front cover.

It is our sincere wish to share the information gathered for this report with as many of those dedicated people involved in education systems across the country, in the hope that working together we can achieve that much more.

CAROLE BARTON
President
Canadian Parents for French

EXECUTIVE SUMMARY AND RECOMMENDATIONS

The *State of French-Second-Language Education in Canada 2000* is a groundbreaking assessment of how well core French and French immersion are faring across the country. The French-second-language (FSL) programs that serve Canada's students include core French, extended core French, compact core French, intensive core French, early French immersion, middle French immersion, and late French immersion. By bringing together information from organizations supporting FSL, it has been possible to see where FSL stands and what needs to be done in the future for core French and French-immersion programs to fulfil their role in enabling Canadian children to become bilingual. Through consolidated action of the many participating organizations more rapid progress can be made in seeing that all students have access to learning both official languages through high-quality FSL programs.

This report is addressed to all those with an interest in FSL, including CPF members, many of whom are the parents of students from kindergarten through university; the general public that values the country's linguistic duality; those in the

educational system—the students, teachers, principals, and school board members—who take part in FSL programs and plan for the provision of programs; the national, provincial, and territorial government officials whose commitment to the country's young people ensures that FSL programs are available and accessible; and all other stakeholders, including the researchers who provide the evidence on which FSL is built.

The aim of the report is to provide information and a resource to those with an interest in FSL in general and to decision makers in particular. The information contained in this report provides a structure for understanding the supports to FSL, a means of assessing the supports, and an assessment of the current support system. It is hoped that the information contained in this report will stimulate informed debate that leads to the strengthening of FSL programs.

Three groups assisted in developing this report. The extended consultative group consisted of individuals and organizations with an interest in and experience with FSL issues. From that group, a working group of experts was drawn to assist in the development and use of tools to assess the

state of FSL. An advisory committee, with members from each CPF Branch, gave overall direction to the report. Many individuals and organizations contributed time, information, and expertise to this report.

Information gathered on the national, provincial, and territorial FSL support system were used to describe current situations and to assess national, provincial, and territorial areas of strength and areas for action. In the future the school district and school levels of organization will be added to the assessments through a self-assessment tool.

It is clear that the extraordinary work by national, provincial, and territorial organizations, over the past 35 years, has enabled many citizens to learn both official languages as part of their education. The areas-for-action sections at the national, provincial, and territorial levels point the way to consolidating support for FSL and to enabling governments to move ahead rapidly in ensuring that all children and youth have the chance to learn both official languages. The areas for action are listed below, first the national areas for action, followed by the provincial and territorial areas for action.

NATIONAL AREAS FOR ACTION

Because there is a need for statistics that can be used to compare enrolment across provinces and can reveal attrition rates, it is recommended that FSL enrolment be reported using similar categories across provinces, with breakdowns usable by provinces and local organizations, and in a timely fashion.

Because there is a need to understand the socioeconomic makeup of students in FSL programs, it is recommended that questions be included in the census that shed light on the characteristics of students in FSL programs.

Because there is widespread belief that FSL programs are underfunded, it is recommended that funding for FSL programs be studied to determine how funds are actually used and what amount of funding is needed.

As a means of ensuring accountability, it is recommended that there be continued support for the development of provincial and territorial action plans for the use of the Official Languages in Education Program (OLEP) funds.

So that policy decisions are not made without basis, it is recommended that policy decisions be backed by theoretical, principled research.

DIRECTED TO

- Statistics Canada
- Council of Ministers of Education, Canada
- Statistics Canada
- Canadian Heritage
- Canadian Heritage
- Council of Ministers of Education, Canada
- Canadian Heritage
- Council of Ministers of Education, Canada
- All organizations

NATIONAL AREAS FOR ACTION (CONT'D)

So that studies requiring more than one year of funding do not get interrupted before they are completed, it is recommended that guaranteed funding be provided for longitudinal studies.

Because FSL programs should be part of the main curriculum, it is recommended that FSL indicators be included in the Student Achievement in Pan-Canadian and International Assessments reported in Education Indicators in Canada.

To inform all Canadians about the importance of FSL programs, it is recommended that promotional materials be developed and distributed which explain FSL programs and the value of linguistic duality. Where such materials have already been developed, a concerted campaign of dissemination is recommended.

Because there is a belief that there is limited understanding of the value of linguistic duality across the country, it is recommended that a campaign to embed the value of linguistic duality in the minds of Canadians be undertaken.

DIRECTED TO (CONT'D)

- Canadian Heritage
- Council of Ministers of Education, Canada
- Statistics Canada
- Canadian Heritage
- Citizenship and Immigration Canada
- Canadian Heritage
- Office of the Commissioner of Official Languages
- Canada Information Office

Specific areas for action have been identified for each province and territory in chapter 3. It is clear, however, that there are recurrent themes in the suggestions for action by provinces and territories. Actions that have been identified in a number of provinces lead to the following general areas for action across provinces and territories.

AREAS FOR ACTION FOR PROVINCES AND TERRITORIES

Because Canada is a country of linguistic duality, it is recommended that students have no limits placed on the availability and access to FSL programs.

Because of linguistic duality, it is recommended that equal opportunity be provided across the country, by ensuring that FSL learning is part of the elementary and secondary core curriculum for all students.

Because large numbers of teachers will be retiring shortly, because FSL teachers are already scarce in some areas, and because a sufficient number of individuals are not entering FSL teacher-education programs, it is recommended that the provinces and territories join together to find ways of encouraging young people to become FSL teachers.

Because students wish to continue studying French after graduating from high school, it is recommended that postsecondary institutions offer academic courses taught in French, as well as FSL classes.

Because each province and territory will be writing an action plan for the use of the Official Languages in Education Program funds, and because these plans can be instructive for others, it is recommended that provinces and territories share their plans widely.

Because accountability for funds and practices is not transparent in many provinces, it is recommended that systems of accountability be set up to demonstrate how FSL funds support FSL programs and that practices with regard to FSL programs are carried out as intended.

DIRECTED TO

- Provinces and territories
- Provinces and territories
- Provinces and territories
- Council of Ministers of Education, Canada
- Provinces and territories
- Council of Ministers of Education, Canada
- Provinces and territories
- Provinces and territories

The Canadian Parents for French board of directors has studied these national, provincial and territorial areas for action to determine the role that CPF members and staff can and should play in ensuring that strong support systems are in place for the country's French-second-language programs. CPF's recommendations for their membership across the country are listed below.

AREAS FOR ACTION FOR CPF MEMBERSHIP

- Because French is an official language of Canada, because second-language learning is an important component of any education, and because of the cognitive value of learning a second language, we urge our members to advocate that FSL learning become part of the elementary and secondary core curriculum of every province and territory.
- Because we are proud of two languages and because Canada is a world leader in providing second-language learning, we urge our members to work to help create a more positive attitude towards French-second-language learning among Canadian children, communities and decision-makers.
- In order to offer a quality FSL education to all Canadian children, we urge our members to advocate for an adequate supply of appropriately qualified teachers.
- Because of the need to dispel the myths surrounding FSL learning, we urge our members to advocate for decision-making based on research.
- We urge our members to advocate for transparent use of funds targeted for FSL learning.
- We urge our members to promote the role of CPF in providing children with a quality FSL education.
- Because of the need for transparency around the needs of French-second-language programs, we urge our members to question high attrition rates of these programs.
- We urge our members to advocate for the elimination of barriers to entry to FSL programs.
- Because of the need to provide an incentive for students in FSL programs, we urge our members to request that all provinces and territories offer bilingual certificates to students finishing high school and to ensure that both students and parents are aware that these certificates are available.

METHODOLOGY

In June 1999, Canadian Parents for French (CPF) decided to publish an annual report on the state of French-second-language (FSL) programs, that is, all core and immersion French programs. The purpose was to provide decision makers and advocates for FSL programs with information on the current state of the FSL support system and to point the way to action necessary to strengthen that support system. Criteria therefore had to be developed and applied to assess the supports leading to student success.

This first report, *The State of French-Second-Language Education in Canada 2000*, is the realization of a longstanding wish on the part of many CPF members for a means of assessing how well FSL is functioning across Canada and how strongly support systems are contributing to the vitality of the programs.

Supports exist at four intertwining levels: national, provincial and territorial, school district, and school. The approach used to gather information for the report covers these four levels of governance. Assessments presented here are restricted to the first two levels. For the other two levels, the report outlines how the support system should function and sets out initial criteria to use in the future for assessment of how well FSL programs are supported.

PARTICIPATING GROUPS

Three volunteer groups were organized to assist in the development of the report: a working group, an extended consultative group, and an advisory committee.

The working group consisted of individuals with knowledge of the four levels of governance in relation to FSL and with strong understanding of the FSL research literature. This group met three times and worked between meetings to develop criteria to be used in assessing the support provided by the four levels of governance. The members of the working group are listed inside the front cover.

The extended consultative group, which included the working group, helped to create an understanding of the project across the country, encouraged participation of others, reviewed the criteria, and provided feedback on the project. The extended consultative group is listed inside the front cover.

The advisory committee was composed of the Executive Director and President of each CPF Branch, as well as the CPF National Board, President and Executive Director. They provided input to the overall project and on the use of the final report.

DEVELOPMENT OF CRITERIA AND SUPPORT DESCRIPTIONS

The working group composed descriptions of the way in which each level of governance should operate in supporting FSL. As well, the working group provided advice, located materials and resources, and generally lent expertise to the development of the report. Finally, the working group reviewed the data gathered by the CPF Branches and other sources, and compared the available information with the national and provincial or territorial criteria.

NATIONAL SURVEY

A survey was developed to enable anyone with an interest in FSL matters to express their opinions regarding the challenges facing FSL over the next 5 years. With the help of CPF Branches and Chapters, the working group, the extended consultative group, and CPF's partner agencies, the survey was distributed widely. It was also posted on the CPF website, and responses were received electronically, by fax, and by mail. Respondents were asked for their undirected responses regarding the challenges they saw for FSL in the future. This format was used, rather than one that invited responses to specific prompts, because the purpose was to learn what issues were currently on people's minds and whether they were similar or very different—in short, to find out without leading whether there was a consensus on what the challenges were.

Core, EFI, LFI, MFI, FSL—Which?

- The greater the number of hours in French, the higher the achievement in French. The order of achievement in French by program is EFI, MFI, LFI, core French.^{34, 58, 62, 69, 101, 123, 145, 171, 275}
- EFI students lead the way in speaking, listening, and confidence.^{69, 275}
- Achievement in EFI is more consistent than in any other program.¹⁴⁸
- The skills of immersion students are not as high as francophones.^{1, 69, 87, 126, 219, 242}
- Core French programs do not on the whole produce achievement results as high as immersion programs.^{69, 98, 275}
- The focus of core French programs is changing from studying French to using French in meaningful contexts.^{25, 93, 151, 261}
- Compact core French programs are being studied in an attempt to increase achievement by combining the time spent in French into one block of time rather than a period a day.^{147, 236}
- Intensive core French programs, which offer an enriched French-language arts program over 5 months of the school year, are being examined to determine whether there are increases in achievement.¹⁸⁴
- Achievement results for French programs must be interpreted in light of who enrolls in what program, whether they remain in the program, and the diversity of students attracted to the program.^{34, 64, 69}

NATIONAL, PROVINCIAL, AND TERRITORIAL DATA

CPF Branches gathered information regarding FSL in each province and territory. Many Branches interacted with the provincial or territorial ministry of education to obtain the necessary information. Most ministries were extremely helpful in providing information. National information was gathered by CPF national staff. The data gathered through this process were required to assess the strength of national, provincial, and territorial supports for FSL. The working group compared the data with the national and provincial or territorial support descriptions and criteria in order to assess the support for FSL. The assessments presented in this report cover the current situation, the areas of strength, and the areas for action to advance the state of FSL.

SCHOOL DISTRICT AND SCHOOL CRITERIA

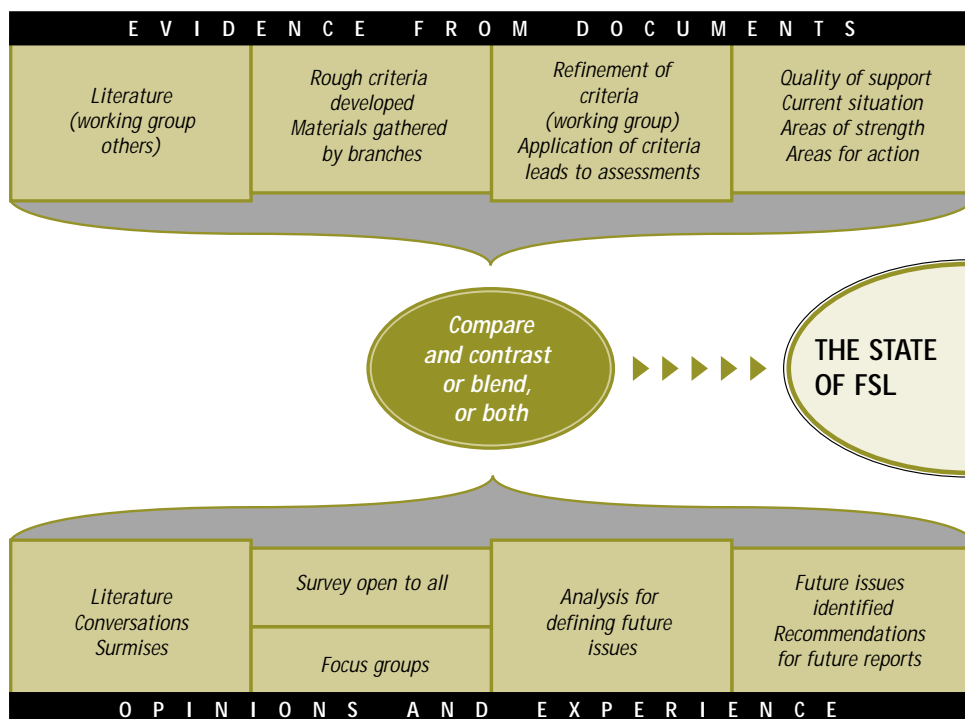
To develop school district and school criteria it was believed best to work not only with the working group but also with people involved directly with schools. The French Second Language Department of Nova Scotia Education and Culture and CPF Nova Scotia organized focus groups to develop criteria and checklists regarding the roles of various individuals in providing FSL services. Thus, in addition to the criteria developed by the working group, criteria were also developed by four focus groups consisting of FSL students, FSL teachers, administrators of FSL programs, and school board members. This process served as a validity check on the criteria.

For this first report, school district and school data have not been gathered, and criteria have not been refined or applied. Eventually, it is expected that school jurisdictions will participate in refining and using the school-support descriptions and criteria for each future report in this series.

OVERVIEW OF THE APPROACH TO THE REPORT

An outline of the approach that was used in this report (see Table 1) shows how the various pieces of the report come together to describe the state of FSL. The table shows that the report is based on two types of information: written evidence and evidence from knowledgeable sources, such as the opinions and experience of individuals. The documents considered during the preparation phase included such reports as research findings based on formal studies by the members of the working group and others, funding data, and enrolment statistics. The individuals invited to participate in the working group were chosen because of their knowledge and expertise with regard to their own and other FSL research, FSL teaching methods, and the support system for FSL. Rough criteria were developed by the working group in order to describe the supports for FSL. At the same time, CPF Branches gathered and produced written materials against which decisions regarding the match between the criteria and the evidence of support could be judged.

TABLE 1.
APPROACH TO THE REPORT



English Language Arts

- Parents are highly concerned over whether students' being in FSL programs will lower their English skills.^{6, 103, 149}
- Sometimes there are lags in English skills until about Grade 3 for students in early French immersion, but then the students catch up.^{69, 88}
- Core French has not been reported to affect English skills.
- There is some evidence that immersion enhances English skills over time.^{115, 120, 243}
- Figurative and metaphoric use of language may be enhanced by FSL.¹⁸⁷
- The issue of when to start English-language-arts instruction has been studied, but results have not produced a clear direction to follow.^{19, 23, 51, 190, 213}

Elitism

- Elitism is an issue related to French immersion rather than all FSL programs; it has been defined as serving "a privileged group, ... unrepresentative of the broader school population."^{118, 210}
- The elitism criticism has two aspects: (a) that immersion allows the children of privileged parents to have the socially differentiating asset of bilingualism and (b) that immersion causes de facto streaming by taking the best students and leaving behind the less academically capable.^{98, 180, 210}
- Charges of elitism have been made in school districts where 50% of kindergarten students enter immersion programs.
- On the basis of three large-scale studies, researchers noted that there were high numbers of students from upper-middle-class families in the core French program, that there was substantial diversity in the backgrounds of immersion students, and that the parental occupational status of those students who left immersion was identical to the profile of students who stayed.¹¹⁸
- Whether the higher socioeconomic-status families are overrepresented in immersion populations depends on the community being studied. In the large picture of a Canadian province, there might not be overrepresentation.¹¹⁸
- New Canadians in Toronto enter middle-immersion programs to learn a third language.¹²⁰
- Ability and intelligence test scores in one large district indicated that a broad range of students were enrolled in immersion programs.⁹⁸
- See also the opinion piece "How Elitism Happens" in this report.

The working group reviewed the criteria many times, in particular at critical junctures, such as after new materials had been reviewed or created. This process, iterative in nature, helped refine the criteria by checking with working group members that their decisions still reflected the understandings drawn from the materials gathered. Finally, the criteria were applied to the national and provincial and territorial information, giving an assessment of the quality of support currently operating for FSL programs. This assessment is reported for each jurisdiction in the subsections **Current Situation** and **Areas of Strength**, whereas the subsection **Areas for Action** outlines the activities required to strengthen support for FSL.

Simultaneously, information based on professional opinion writing, conversations with those knowledgeable about FSL matters, and the educated guesses of those with FSL expertise were analyzed by the working group. An undirected national survey, answered by a broad group of individuals interested in FSL, was administered. Focus groups were held to validate the criteria that had been established, especially the school district and school criteria. It was expected that the gathering of opinions and experience might lead to identification of different issues and directions from the written-documents process and that, if so, a set of issues would be identified that could be addressed in future reports. Written findings would be compared with the findings from opinions and experience. If little or no difference was found in the issues identified in these two ways, the information could simply be blended to describe the state of FSL. In fact, agreement was high. There is wide agreement on the directions needed to strengthen the FSL support system.

VALIDITY

Care was taken in establishing the validity of various aspects of the processes used as a basis for this report. A triangulation approach was used to establish the validity of the criteria at the four levels of governance. Before a particular criterion was accepted, agreement was established among the expert opinion of the working group; the research literature; and the broadly based opinions of the extended consultative group or the focus groups, or both. This approach to establishing content validity via expert knowledge has been well established. For this report global assessments were made using the criteria as general guides. Although a criterion-by-criterion review was conducted, the assessments are not reported in terms of each criterion. This procedure was used because many provinces have not yet addressed all criteria. The criteria will nonetheless provide structure that may guide development of stronger support systems, and in future it may be that reporting will be done on each criterion. The validity of developing and using criteria in assessing complex educational situations has been well established.^{10, 13, 15, 99, 105, 109, 234}

Special Education in FSL

- Whether students with special needs are well served by FSL is an unresolved question.^{69, 239}
- Immersion has not been found to create stress in students.^{8, 271}
- Immersion serves some students experiencing academic difficulty and learning disabilities.^{98, 276}
- Despite the above, students continue to transfer out of immersion because of academic, language, and behavioural problems.^{8, 132, 268}
- Transferring out of FSL programs does not lead necessarily to higher achievement and better adjustment to school.^{40, 69, 132}
- Increased remediation and planning programs to meet the needs of students in FSL have been called for by those who know both FSL and special education.^{8, 60, 101, 179}
- Psychological test results should not be overinterpreted to mean that students should not learn second languages.⁶⁹
- When students experiencing learning difficulties are transferred out of FSL programs, the regular English program must bear the total responsibility for students with special needs.⁹⁸
- Parents who are committed to FSL learning are less likely to agree to move a child out of FSL programs.^{60, 239, 268}
- One district has recently experimented with learning-disabilities programming for immersion students who require them.²³⁰
- Teachers successful in working with special-needs students in FSL provide workshops and lectures on their techniques.⁶¹

OTHER ASPECTS OF THE REPORT

As issues began to emerge as work on the report proceeded, individuals knowledgeable in a specific area relevant to the report were invited to submit opinions and success stories related to the issues. A small number of these texts, selected to supplement the report, are to be found throughout the report.

Enrolment figures, given in the tables, were adapted from tables in annual reports of the Commissioner of Official Languages; the report *French Immersion Comparability Study* (1999) of the Council of Ministers of Education, Canada; and the annual reports called *Report on French- and English-language Education in Minority Settings and the Teaching of English and French As Second Languages*, also published by the Council of Ministers of Education, Canada. These figures should be taken as general indicators of the trends in the provinces and territories. For general or national usage, available enrolment statistics serve well. The figures are often, however, based on preliminary data and on estimates. As well, the extent to which FSL programs vary across the country is not reflected in the data, making provincial and territorial comparisons virtually impossible. Nor is it possible to extract attrition rates from the available data.

The research literature bearing on this report, especially on the development of criteria, has been summarized in point form (see Research Points) and the full references are provided in the bibliography. For a more fully developed research summary, see the CPF website (<http://www.cpf.ca>) or the Alberta Learning department publication, *Yes, You Can Help!*⁶ There is also an extensive bibliography with references to research and professional-opinion writings.

The approach used for the various sections of the report is described further in the chapters that follow. This has been done to ensure that readers have an understanding of the methodology even if they do not read the report from beginning to end. Given the variety of stakeholders who will look to the report as a source of information, people may well concentrate on sections pertinent to their interests. The descriptions of the approach to the report are therefore contained both in the Methodology chapter and in other chapters.



NATIONAL FINDINGS

National support for FSL programs comes from a variety of sources as noted in the Preface.

To develop a description of the kinds of support that should be provided at the national level, information was gathered directly from sources such as national agencies, libraries, the Internet, and existing CPF files. Criteria for assessing that support were established, based on published documents, the knowledge of those with expertise in the area, and feedback from wide-ranging sources, including the members of the extended consultative group listed on the inside cover of this document.

Next, support descriptions were written to provide a full-text version of what the picture would be like if support were functioning as it should. The criteria were sorted into three main areas: enrolment issues, quality issues, and accountability issues.

Finally, the documents gathered for information on the national scene were analyzed and assessed by the members of the working group using the established criteria. Thus the working group carried out the national assessment and formulated the areas for action.

This chapter also includes a summary of issues identified through the national survey conducted during the course of developing this report. The survey provides an additional perspective on national issues from those with an interest in FSL.

As background to understanding national funding for FSL, Table 2 gives information on the financial support announced by the Department of Canadian Heritage in the *Protocol for Agreements Between the Government of Canada and the Provincial/Territorial Governments for Minority-language Education and Second-language Instruction: 1998–1999 to 2002–2003*.

Below is the description of how national supports for FSL should operate.

NATIONAL SUPPORT DESCRIPTION: HOW IT SHOULD BE

National policies on FSL are in place and informed by research. Access to learning the country's two official languages is ensured. As part of these policies, the value of FSL is explained and FSL learning is encouraged. An effort is made to inform all citizens, especially new Canadians, that Canada is an officially bilingual country. Funding for FSL support is sufficient and sustained, the flow of funds is transparent, and the ultimate use of FSL funding is monitored.

National expectations for achievement are in place. Activities where students use French outside the classroom are encouraged, funded, and publicized; bursaries are available to this end, and their effects are monitored.

Enrolment in FSL is followed closely. Changes are studied and explained, and action is taken if there is a decline or if the enrolment is deemed insufficient.

NATIONAL CRITERIA FOR QUALITY FSL PROGRAMS

ENROLMENT

- Enrolment is monitored
- Shifts and changes in enrolment are studied and explained
- Funding is sufficient to support FSL programs
- Funding is sustained from year to year
- Canada's linguistic duality is explained to new Canadians and they are encouraged to take advantage of FSL programs

ACCOUNTABILITY

- Funding is transparent
- The flow of funds and their ultimate use are monitored
- The use made of bursaries for extracurricular activities and the effect of their use are monitored

QUALITY

- There is support for developing national expectations for achievement in the various FSL programs
- Canadian citizens are informed about the value of Canada's linguistic duality
- National policies are informed by research
- Research funds are available from year to year
- Activities where students use French outside class are encouraged, funded, and publicized
- Funds are available for extracurricular activities

Revitalizing Core French

- In school districts there is an interaction of core French and immersion programs. As immersion programs have grown, some core programs have languished to the extent that revitalization is needed.⁹⁸
- Major change has been called for in the way in which instruction is carried out in core French.^{146, 151, 225}
- FSL teachers and researchers believe students will be able to learn more if they are taught in French rather than about French.^{146, 151, 261}
- In Quebec, when English instruction was compacted into an intensive program of 5 months of 5 hours a day for francophone students, the achievement and attitudes of the students were higher than when students were in the traditional period-a-day program.²³⁶
- In Ontario and Newfoundland and Labrador intensive core pilot projects are showing promising results for revitalizing core French programs. In these programs the time for core French is chunked together at grades 4, 5, or 6 and far exceeds the time normally allocated to core French for that one school year.¹⁸⁴

FUNDING UNDER THE OFFICIAL LANGUAGES IN EDUCATION PROGRAM

Because funding is a critical issue for FSL, the current and future support provided to FSL through the Official Languages in Education Program is given below.

TABLE 2.	
FUNDING FOR 5 YEARS TO PROVINCES AND TERRITORIES UNDER THE OFFICIAL LANGUAGES IN EDUCATION PROGRAM	
FUNDING OF PROVINCIAL AND TERRITORIAL ACTION PLANS 2000–01 TO 2002–03	
PROVINCE/TERRITORY	ANNUAL AMOUNT
Newfoundland	\$2,115,000
Prince Edward Island	\$984,000
Nova Scotia	\$3,887,000
New Brunswick	\$15,679,000
Quebec	\$50,927,000
Ontario	\$45,247,000
Manitoba	\$6,234,000
Saskatchewan	\$3,118,000
Alberta	\$6,833,000
British Columbia	\$8,107,000
Nunavut	\$239,000
Northwest Territories	\$318,000
Yukon	\$478,000
Total	\$144,166,000
FUNDING FOR IDENTIFIED PROJECTS	
1998–1999	\$16,572,000
1999–2000	\$19,838,000
2000–2001	\$19,838,000
2001–2002	\$19,838,000
2002–2003	\$19,838,000
SUMMER LANGUAGE BURSARY PROGRAMS	
1998–1999	\$9,515,000
1999–2000	\$11,402,000
2000–2001	\$11,402,000
2001–2002	\$11,402,000
2002–2003	\$11,402,000
OFFICIAL-LANGUAGE MONITOR PROGRAM	
1998–1999	\$5,683,000
1999–2000	\$6,791,000
2000–2001	\$6,791,000
2001–2002	\$6,791,000
2002–2003	\$6,791,000
TOTAL BUDGET FOR OFFICIAL LANGUAGES IN EDUCATION PROGRAM	
1998–1999	\$151,998,000
1999–2000	\$182,197,000
2000–2001	\$182,197,000
2001–2002	\$182,197,000
2002–2003	\$182,197,000

NOTE. These figures are from the Protocol for Agreements Between the Government of Canada and the Provincial/Territorial Governments for Minority-language Education and Second-language Instruction: 1998–1999 to 2002–2003. The total budget is the amount made, or to be made, available annually to the provinces and territories, that is, the total from which funding for action plans, projects, bursary and monitor programs is drawn. Identified projects means special projects agreed to by a province or territory and the federal government. Official-Language Monitor Program refers to the hiring of high school graduates to assist in FSL programs.



Intensive Core French Program Improves Newfoundland Students' Language Skills

A major experiment in the way core French is taught in Canada is dramatically improving students' French language skills in Newfoundland elementary schools.

The new intensive core French program is under way in two urban and two rural school districts. There are a total of 8 schools in the program. All students who completed the program scored exceptionally high in French on high school leaving French oral examinations. The program carried out in intensive French is one of informal learning based on the interests of the student rather than on formal instruction based on a prescribed curriculum.

The program gives Grade 6 core French students a period of more intensive exposure to French. Researchers have shown intensive learning in a condensed period is more effective than in short classes over a longer period.

In the Newfoundland experiment, students spent either 80% or 50% of the school day studying French, to develop listening, speaking, reading, and writing skills, for the first five months of the year. Then they returned to their regular curriculum, which included normal core French instruction. The students did not seem to have any negative effects in their learning of English or any other subject matter.

Though it shares the strengths of the immersion model, intensive core French has a crucial difference: in it language learning is not tied to the learning of academic subject matter. Students tend to be more motivated, perhaps because the program puts more emphasis on communicating a message, making students less self-conscious about their use of French.

Intensive core French can provide a way to revitalize core French for students and keep them studying French through high school. It has the potential to improve the French skills of students sufficiently to motivate their continued learning of French through high school and into postsecondary settings.

Principals are pleased by students' progress in French and their eagerness to use French in daily activities. Roland Hamlyn, principal of New World Island East Elementary School, felt intensive French was a very positive experience for the students and the program ran very smoothly from the point of view of the administration.

Parents in Newfoundland also lend their strong support, knowing many of their young people may find jobs elsewhere in Canada or the world, where bilingualism will be an asset.

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Memorial University of Newfoundland
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THE STATE OF FSL NATIONALLY

What follows is the assessment of how well national supports match the criteria and support description. The assessment consists of identification of areas of strength where practice supports FSL, followed by a list of areas for action to strengthen national supports to make linguistic duality a possibility for all Canadian children and youth who wish to learn French.

AREAS OF STRENGTH

- Support from government departments and agencies such as Canadian Heritage, Citizenship and Immigration Canada, and the Office of the Commissioner of Official Languages
- Support from nongovernment agencies such as the Canadian Association of Immersion Teachers, the Canadian Association of Second Language Teachers, Canadian Parents for French, and the Society for Educational Visits and Exchanges in Canada, among others.
- Support for FSL activities outside classrooms
- Increase of FSL funding following a marked decrease for 8 years
- Provincial action plans for use of FSL federal funding in development
- Commitment created by 5-year planning for FSL programs
- Support for research studies on FSL issues
- Report of the Society for Educational Visits and Exchanges in Canada called *English-French School Year Group Exchanges in Canada and Their Impact*

AREAS FOR ACTION

- Report FSL enrolment with similar categories across provinces and territories, with breakdowns usable by provinces, territories, and local organizations, and in a timely fashion
- Include questions in the national census on the characteristics of students in FSL programs
- Investigate what funding is actually needed to support FSL programs and how current funding is actually used
- Continue to support and develop provincial and territorial action plans for the use of funds obtained through the Official Languages in Education Program
- Ensure that policy decisions are backed by theoretical, principled research
- Guarantee funding for longitudinal studies from start to finish
- Disseminate promotional materials that explain how FSL programs work and that stress the value of linguistic duality
- Add national indicators for FSL programs to the report *Education Indicators in Canada*, by the Council of Ministers of Education, Canada, and Statistics Canada
- Institute a campaign to embed the value of linguistic duality in the minds of Canadians

Enrolment, Attrition, Retention

- Schools report enrolment figures for all programs to their school districts, which in turn report enrolments to provincial ministries of education, which in turn report to Statistics Canada in broad categories.
- National and provincial enrolment figures for FSL programs have for many years been included in the reports of the Commissioner of Official Languages and of the Council of Ministers of Education, Canada.
- The general picture of FSL enrolment in the 1990s is one of growth in immersion programs, with eventual levelling off, and a switch from core French programs to immersion programs.²⁰³
- Distinctions among FSL programs, the point of entry for students enrolled in the programs, and the extent to which students leave and join the programs have not been maintained in existing data.
- In a study of the change within EFI programs in one school district, the author found that gathering statistics after the fact was extremely time consuming. In one year, 3% of students in EFI in elementary school transferred out of immersion specifically to leave the program.⁹⁸
- In one province when some immersion students transferred into core French, the results of their oral proficiency inflated the overall scores, which led to an overly positive view of the effectiveness of the core program.²²³
- Models for tracking the transfer rates for FSL programs are needed.^{98, 100, 101}
- Researchers have learned that motivation matters, that in the transition from the elementary to the secondary level social support is important, that boys need extra encouragement to remain in FSL programs, and that fears recede once students make the transition.¹¹⁷
- The causes of attrition in elementary school are difficulty in understanding, speaking, and reading French; difficulty in reading English; problems with teachers; emotional or behavioural problems; and lack of resource help within the programs.^{100, 211}
- The causes of attrition in high school are lack of variety of courses, heavy workload, forced choices between FSL and other desired programs, the belief that better grades would be obtained outside FSL, lack of opportunity to speak French in class, boredom, the conviction on the part of students that they had learned all they wanted to learn.^{100, 204}
- Recommendations to address attrition include the following: establishing models for monitoring enrolments, improving programs, caution with regard to the belief that improving programs would retain students, special education resources and individual help, training for teachers, parental involvement in improving programs, communication with parents, and exchanges with French-speaking students.^{100, 154, 204, 244}

NATIONAL SURVEY

In order to capture the issues foremost in people's minds, without directing them by suggesting issues to them, an approach neither directive nor cued was used in gathering the issues seen as current challenges for FSL. (See chapter 1 for more detail on the national survey.)

Responses were received from students, graduates, parents, teachers, school administrators, trustees, university professors, retirees, and members of organizations supporting FSL programs. The responses totalled 617.

TABLE 3.

CHALLENGES FOR FSL IDENTIFIED BY THE NATIONAL SURVEY

IMPORTANCE	ISSUE	N	% OF RESPONDENTS
1	Enrolment issues.....	437	71%
2	Insufficient funding to meet needs	357	58%
3	Concerns related to the quality of FSL programs	294	48%
4	Lack of FSL promotion and support	271	44%
5	Maintaining a supply of qualified teachers	245	40%
6	Importance of providing support to parents of FSL students	78	13%

NOTE. Each respondent could list up to three challenges. Importance of an issue is defined by the number of respondents mentioning the issue in the open-ended survey.

A full description of the issues summarized in Table 3 is given in Table 27. Interestingly, the issues foremost in people's minds are the same as those contained in the criteria (see page 5). There seems to be agreement across the country on what needs to be done to strengthen supports for FSL programs at the national level.

SUMMARY

The information gathered on national supports for FSL was reviewed by the expert working group for this report. They found a well-conceived support system in need of adjustment and additions in some areas. The national FSL survey points to concerns very similar to those expressed in the areas for national action. There is agreement from all quarters on the action that is needed. ✨

PROVINCIAL AND TERRITORIAL FINDINGS

Education is a provincial or territorial responsibility, and the division of responsibilities between the provincial or territorial administration and school districts varies considerably across Canada. In the field of FSL, nevertheless, there is much that each province or territory can do to work with and to influence school districts through setting expectations and providing examples of best practice.

Ministries of education in the provinces and territories work with others in providing leadership and support for FSL programs. The assessments that follow apply to each ministry, as well as to those organizations and institutes that work with the various ministries in providing support to FSL programs.

The support description that follows was composed by the working group. It is a text version of the provincial and territorial criteria and is provided so that readers of this report can readily understand the vision of appropriately operating supports for FSL. Later in this chapter there are descriptions of how each province or territory is actually operating to support FSL.

PROVINCIAL AND TERRITORIAL SUPPORT DESCRIPTION: HOW IT SHOULD BE

The provinces and territories take a leadership role in promoting FSL programs and providing recognition for achievement in FSL programs.

The provinces and territories contribute to FSL education by ensuring that enrolment reflects equitable access, by ensuring that programs reflect quality practices, and by holding themselves and school boards accountable for a strong commitment to FSL.

The province or territory has policies in place to ensure that FSL programs are available to all students, including those living in rural areas. To ensure equity of access to FSL programs, transportation is provided where necessary, and no extra fees are charged for enrolling and participating in FSL programs. Students with learning difficulties and students who are gifted are served within FSL programs. Provincial and territorial enrolments are monitored, and, where and when necessary, enrolment shifts and changes are studied and explained. Action is taken to address changes, as necessary.

To ensure a high quality of FSL programs, the province or territory provides clear expectations for achievement by students and clear guidance for effective teaching and program design. Program alternatives for FSL are clearly defined and consistent over time. Entry points and accumulated instructional time are specified and monitored.

There are comprehensive provincial or territorial guidelines, especially with respect to expectations for achievement in French-language skills through elementary, secondary, and postsecondary education. Guidelines address the affective, cultural, sociolinguistic, discursive, and strategic expectations for student achievement. Outcomes in the four skill areas (reading, writing, listening, speaking) are monitored and include attention to attitudes and motivation. The approach to the teaching of both core French and French immersion is an integrated one, that is, learning in French rather than learning about French. Extracurricular use of French is encouraged and supported.

A supply of well-qualified FSL teachers, with appropriate competence in French, pedagogical skills, and ability to integrate language and content teaching is ensured. Innovation that is based on theory and research is encouraged, supported, and evaluated. FSL programs are investigated through research.

Provincial or territorial policies for FSL programs are informed both by parents' expectations and by empirical research findings and integrate French into the main curriculum of the province or territory. Curriculum documents indicate the value of FSL learning. Provincial or territorial guidelines for all FSL programs are in place; these guidelines, distributed to and readily available to parents, enable parents to be informed participants in decision making about FSL programs. There is an annual reporting system for school districts which lets the ministry of education know that provincial or territorial guidelines are met.

Four links exist in the chain of funding: federal funds to provinces, provincial funds to districts, district funds to schools, and school funds to classrooms. The links are the same for the territories. All links are transparent to all in the education system and to the public at large.

The start of new FSL programs is supported with appropriate funding. Mechanisms are in place to ensure that established FSL programs continue to be supported effectively through secondary school in terms of learning materials, teaching, and consultative staff. Provincial and territorial governments ensure that FSL funding is allocated specifically in support of FSL programs. The flow of funds and their



High School Programs

- Attrition from high school FSL programs is high, but many students take some courses in French.^{39, 103, 186}
- A large board near Ottawa found, in 1992, that 78% of Grade 12 students who had been in immersion had taken enough courses to complete the immersion program; that is, the students had taken 12 credits.³⁹
- Boys tend to see second-language learning as a female domain.^{117, 186}
- The supply of high school teachers who know a subject well enough to teach it and who are sufficiently able to do so in French is limited.^{103, 106}
- Substitute, or supply, teachers for FSL classes are few and far between.^{98, 103, 106}
- High school students want the opportunity to speak French in their classes.^{103, 106, 117, 253}
- The activities students prefer are games, conversations, presentations, and group work.^{39, 186}
- Certificates for participation in FSL are motivators for students to remain in programs.¹⁰⁰

use are monitored to ensure that federal and provincial or territorial funds are used specifically to support FSL programs rather than being forwarded into general program support.

Models for costing FSL programs have been developed, and school districts are encouraged to use them to determine the real costs of the programs and to help the public in understanding how the costs of FSL programs compare with regular program costs.

PROVINCIAL OR TERRITORIAL CRITERIA FOR QUALITY FSL PROGRAMS

The provincial or territorial criteria for assessing how FSL programs are being supported in the provinces and territories follow. The provincial or territorial criteria, like the national criteria, are divided into three main areas: enrolment, quality and accountability.

Enrolment criteria cover the issues of transportation, fees, tracking of trends, accessibility of programs, and policies—all of which have an impact on actual enrolments in FSL programs.

Quality criteria cover written documents that provide direction and support to classroom activities, the supply of qualified teachers, innovation and research, student attitudes, compliance with guidelines, and parent involvement in their children's programs.

Accountability criteria cover the desirability of founding policies upon research, the distribution and use of funds, openness of information, and monitoring and revising of the operation of programs.

Below is a listing of the criteria that were developed to conduct provincial or territorial assessments. The assessments themselves can be found in each provincial or territorial section.

ENROLMENT

- Transportation to FSL programs is provided
- By policy, no fees are charged for participation in school FSL programs
- Enrolment is monitored
- Shifts and changes in enrolment in school districts are studied and explained
- Action is taken when there are changes in enrolment which indicate that students are not getting the advantage of FSL programs
- There is a plan to work with school districts to make programs accessible to more students, including those in rural areas
- By policy, there is no capping of numbers in FSL
- Students with learning difficulties or gifted needs, or both, are served in FSL programs

QUALITY

- There are provincial or territorial guidelines for FSL programs
- There is provincial or territorial recognition for students' achievement in FSL programs
- An integrated approach to curriculum is encouraged
- Qualifications for FSL teachers are defined
- Teacher-education institutions meet the demand for teachers
- Innovative approaches to FSL programs are encouraged and evaluated to see if they are effective in increasing achievement
- There are written goals for language students' language achievement in all FSL programs
- Systems are in place to monitor the achievement of students in FSL programs
- Research into FSL programs is encouraged
- Activities where students use French outside the classroom are encouraged, funded, and publicized
- Entry points to FSL programs are established and are consistent from year to year
- FSL is available at the postsecondary level so that students may continue their language learning
- Student attitudes and motivation are monitored
- The number of hours of actual instruction in all FSL programs is defined and monitored
- French is considered part of the main curriculum
- Provincial or territorial guidelines for FSL programs reach parents
- Parents are informed participants and involved in decision making



Continuing Studies in Bilingual Settings

Students who have studied French as a second language in school often wish they could continue learning and studying French when they graduate, but find few ways of doing so. Alberta is therefore very proud of two bilingual programs that lead to opportunities in the business world.

The 4-year bilingual Bachelor of Commerce degree is a collaborative effort between Faculté Saint-Jean and the faculty of business of the University of Alberta which offers students the opportunity to obtain a fully bilingual business degree in French and English. Students enrolled in the bilingual bachelor of commerce program spend all of their first year at the Faculté Saint-Jean. During the second year they take the required core courses in the faculty of business in English while continuing to take business courses and electives in French at the Faculté Saint-Jean. By the end of the degree program students generally have completed half of their courses in each faculty. Students may apply for a semester of study in Paris in the third or fourth year of their program. Students who complete the program may have an advantage finding employment in government, large business or professional organizations with a national or international presence, or in any field relating to accounting, finance, or marketing. French is one of the languages most sought after by such large international companies as General Electric and Pepsico.

The Northern Alberta Institute of Technology, in Edmonton, also offers a bilingual business program. The 2-year bilingual program in business administration allows students to earn a diploma in one of four areas of specialization: management, marketing, finance, and accounting. The focus of the program is on improving bilingual business and communication skills, developing skills in computer technology related to business requirements, and familiarization with current management and administration techniques. The program offers training developed in response to the needs of employers in the global market. A key feature of the program is a paid work placement of 3 to 4 months before the second year of study.

Students from across Canada and around the world are welcome in these programs, which Albertans justifiably hold in high esteem.

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For opinions on the need for bilingual postsecondary programs, see "Needed: Multilingual Graduates," on page 27.

ACCOUNTABILITY

- Provincial or territorial policy is informed by research
- There is an annual system for reporting on the ways in which school districts are meeting the program guidelines of the education ministry
- Models regarding the real cost of providing FSL programs have been developed and are used
- Adequate funding is available to support programs
- The amount of funding and the flow of funds are transparent
- Information regarding funding is readily available to educators and to the public
- The flow of funds and their ultimate use are monitored
- A process of monitoring and revising, as necessary, is in place with regard to transportation, charging of fees, enrolment trends, accessibility of programs, student achievement, supply of teachers, stability of programs, actual hours of instruction

The criteria above were used to provide a description of how FSL is currently functioning in each province or territory. Each provincial or territorial section begins with a description of their current situation which is based on documents provided by each CPF Branch, documents gathered by the national office of CPF and others, knowledge of the province or territory held by working-group members, specific inquiries made for this report, electronic searches, and research conducted in the province or territory. The assessment of the working group regarding areas of strength and areas for action in the supports for FSL in each province or territory follow. The points in the subsections **Areas of Strength** and **Areas for Action** are not prioritized and are not listed in any specific order.

The CPF Branch executive discussion is a capsule summary of the challenges that each CPF Branch sees for its province or territory in moving toward full support for FSL. The Branch discussions provide an additional view of how well FSL is being supported in each province or territory. The Branch view can be compared and contrasted with the assessment of the working group which is based on the criteria.

The State of FSL in ALBERTA

In Alberta the term FSL means only core French programs and does not include French immersion. For the purposes of this report, it was thought best, however, to use FSL consistently to mean both core French and French immersion. Therefore, the term FSL is used in its wider meaning in this section on the state of FSL in Alberta.

CURRENT SITUATION

Alberta monitors student enrolments in FSL programs. A current government business plan on second languages, including French, has set targets for increased enrolments in second languages, but specific targets for French immersion and core French have not been established. Support has been given to workshops on promotion and marketing to increase French-immersion enrolment. Distance learning courses for core French help rural, new, and growing areas of the province to provide FSL courses to students. Transportation funding to school districts is available, but boards can, and some do, charge fees to parents.

Some very general provincial guidelines exist for FSL, but French is not mandatory at any grade and is considered optional. Hours of instruction in French are defined and monitored in conjunction with the funding related to French immersion. Hours of instruction are much less specific and only suggested for core French at the elementary and junior high levels.

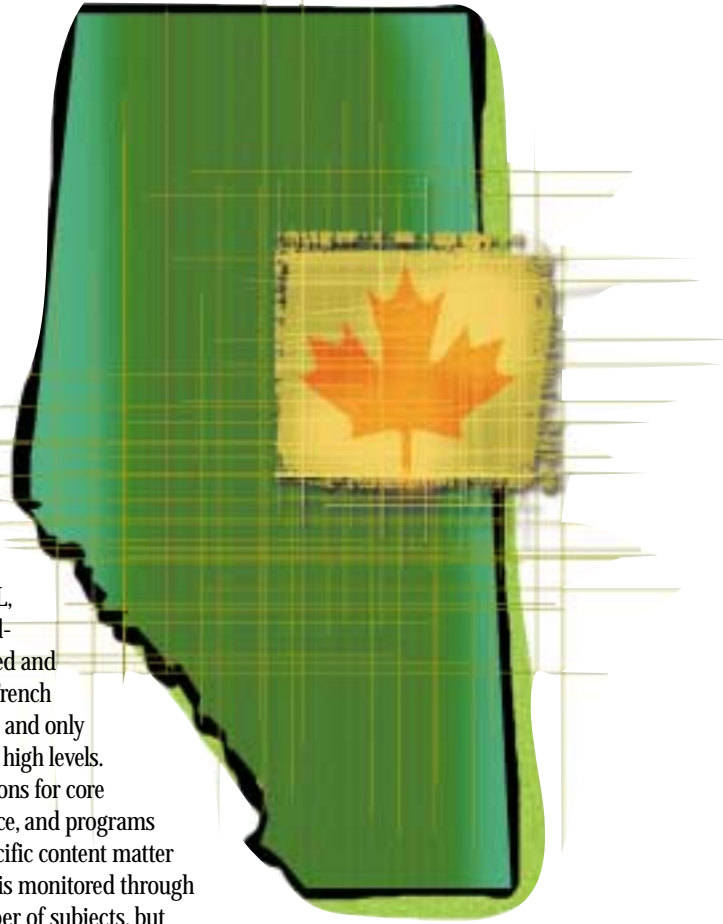
Curriculum support is strong and written expectations for core French and French-immersion achievement are in place, and programs appear to combine French language learning with specific content matter of school subjects. Achievement in French immersion is monitored through assessment of students in grades 3, 6, and 9 in a number of subjects, but French is not assessed at the Grade 3 level, when other subjects are, but only beginning at Grade 6.

The University of Alberta's Faculté Saint-Jean provides training for immersion teaching. The University of Alberta, the University of Calgary, and the University of Lethbridge all provide training for core French teachers. The University of Alberta also offers a bilingual business degree. The Northern Alberta Institute of Technology provides bilingual business courses. See the Success Story "Continuing Studies in Bilingual Settings" on page 11.

An adequate supply of qualified teachers is a concern. The Canadian Teachers' Federation reports that from 1970 to 1997 those teachers taking their training in Alberta represented a declining percentage of all teachers training in Canada.

Other than encouragement through some examples in curriculum materials and parent handbooks, little is done to fund and publicize activities where students use French outside the classroom. Parent-information documents have been produced, but do not always reach parents.

Conferences sponsored by organizations and institutions concerned with French-immersion issues and instruction are providing support to school administrators, school board members, and other decision makers for Alberta and others from many parts of the country. The province expects that support, including funding, for students with learning disabilities will be applied to all programs.



Policies seem to be somewhat informed by current research, but the research basis for policies is not explained clearly nor is research used systematically to inform the development of policies.

Lack of funds is given as the reason for some cutbacks in FSL resources and also for the lack of district-level consultants who are French specialists. The flow of funds seems relatively transparent between the province and the districts, but not between the districts and the schools.

TABLE 4.
ALBERTA FSL ENROLMENT

YEAR	CORE FRENCH	IMMERSION
1993-94	172,457	28,307
1994-95	159,698	28,802
1995-96	150,594	27,075
1996-97	138,624	27,212
1997-98	133,252	26,221
1998-99	111,247	26,826

NOTE. *Figures from French Language Program, Alberta Education. Enrolments include public, separate, and private schools.*

Beyond High School

- For many years CPF has been interested in furthering postsecondary opportunities for students to continue to learn French.¹⁶⁷
- Apart from teacher-education programs, growth in postsecondary French programs has been slow.
- As part of this report, Lin Wilson has sketched a course of action regarding postsecondary French programs and Dr. Claudette Tardif has described two postsecondary bilingual programs.
- A high percentage of immersion students want to continue to take French at the postsecondary level.^{113, 257}
- The aspirations of graduating high school students are not realized with regard to continuing French.^{113, 121}
- At the University of Ottawa, a bilingual university, researchers found that immersion graduates maintained high levels of proficiency and had a high desire to speak French.²⁷⁴
- The University of Ottawa sheltered courses provided immersion graduates an opportunity to study subject matter in French and have a language class in conjunction with the course.²⁷⁴
- In a survey of 34 Toronto-area employers in sales and customer service, researchers found that French skills enabled graduates to obtain entry-level jobs but that future promotion was not enhanced by a capacity to speak French.¹²²

AREAS OF STRENGTH

- Transportation provided to immersion programs
- Information available for parents
- Transparency of funding and use of funds
- Curriculum, guides, and descriptions of achievement outcomes available
- Integrated approach to teaching used, whereby learning is done in French rather than having students learn about the language in isolation
- Distance core French courses for the high school level
- Immersion and core teacher-preparation courses, a bilingual business course, and a bilingual business degree offered at various institutions
- FSL teacher training at the University of Alberta, the University of Calgary, and the University of Lethbridge
- *Building the Future* conferences to assist administrators and decision makers in understanding French-immersion issues
- *French as a Second Language Program: A Guide for Parents* (core French) and *Yes, You Can Help!* (French immersion) published by Alberta Education

AREAS FOR ACTION

- Study and explain changes in FSL enrolments, stabilize the entry point to core French, and provide better access to FSL programs
- Mandate compulsory French at some grades and make FSL part of the main curriculum
- Remove any differential fees for transportation to immersion and create policies to prevent any capping of enrolments
- Address the need for qualified teachers and specify what qualifications are required
- Understand and relieve reported FSL teacher burnout
- Monitor core French achievement and student attitudes and motivation
- Ensure support in French immersion for students with learning difficulties and for gifted students
- Systematize the use of research as a basis for policy
- Provide more encouragement for the use of French outside the classroom
- Provide a provincial certificate to recognize student achievement in FSL

The CPF Branch executive discussion is a capsule summary of the challenges that each CPF Branch sees for its province or territory in moving toward full support for French-second-language learning.

CPF BRANCH EXECUTIVE DISCUSSION—CHALLENGES FOR ALBERTA

- Lack of provincial and school district policies regarding French-second-language education
- Staffing issues, for example, burnout, shortages, too few qualified staff, and inadequate education and support for administrators with regard to FSL
- Sufficient funding needed
- Support for immersion students with learning difficulties or disabilities
- Inadequate support for parents
- Transportation to FSL programs
- Inadequate French-immersion high school programs
- Competition for time and resources with other programs
- French-immersion students required to write the Grade 3 English-language-arts achievement test but do not write a French-language-arts test until Grade 6

The State of FSL in BRITISH COLUMBIA

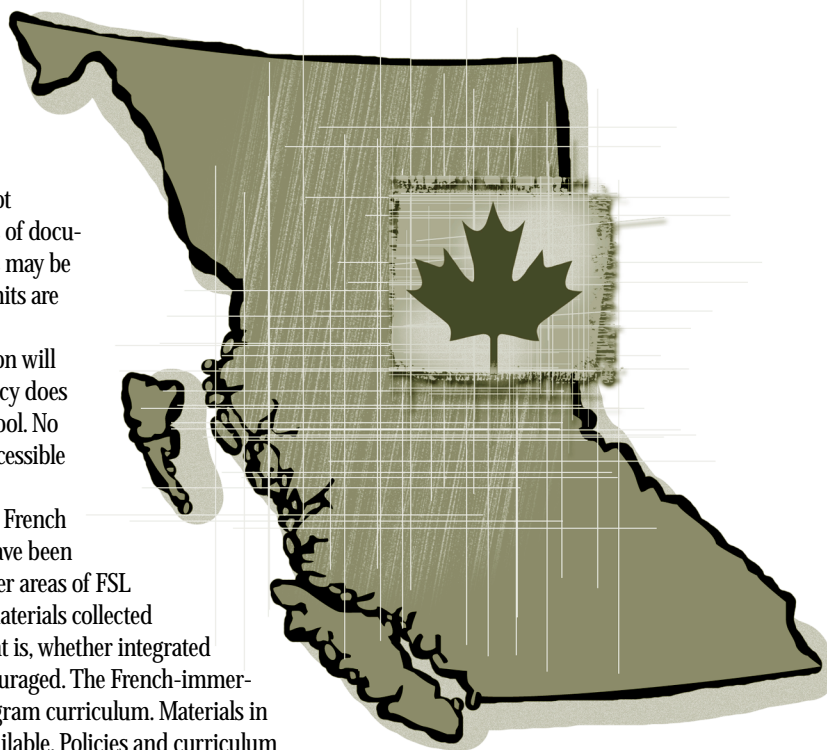
CURRENT SITUATION

British Columbia collects enrolment statistics for FSL, but no evidence of their analysis was found. A new education policy on languages may have increased FSL enrolments, at least for the short term, but recognition of Canada's linguistic duality is not embedded in the policy. It seems, on the basis of documents that repeatedly mention that programs may be offered where there is adequate space, that limits are placed on enrolments in French immersion.

According to district policies, transportation will be provided to the closest school, but the policy does not mean the nearest French-immersion school. No plans are apparent to make FSL programs accessible in rural areas.

Guidelines for French immersion and core French have been developed. Written expectations have been developed for language achievement and other areas of FSL programs. No references were found in the materials collected to the approach to be used to curriculum, that is, whether integrated approaches to language and content are encouraged. The French-immersion curriculum is based on the English-program curriculum. Materials in French which support the curriculum are available. Policies and curriculum support have been developed over the years, but teacher qualifications do not stress the need for knowledge of second-language methodology. The shortage of qualified FSL teachers is recognized in the province. There are two universities with FSL programs that have been able to provide some professional development support. The province has a written policy on teacher qualifications and has issued a recommendation that administrators in French-immersion schools be bilingual.

Achievement in FSL programs is monitored consistently only at the classroom level. Province-wide literacy and numeracy testing is done in grades 4, 7, and 10; districts decide whether testing will be in French or English. Immersion students can get a provincial diploma in English and French on graduation. Parents can access information on second-language policies on the province's website. Information is also available, upon request, from the



ministry. However, there is no evidence that parents are involved, at a policy level, in decision making.

The number of hours of actual French instruction is monitored through information obtained as part of the funding process. Evidence regarding the flow of funds is not apparent in the documents, where only general statistical data are called for from boards by the province. The province allocates funds to districts for extracurricular activities. The booklet *French Funding Guide: Federally and Provincially Funded Programs* explains the source and distribution of FSL funds. Monies allocated to FSL cannot be spent elsewhere. Per pupil funding from the province for FSL students is the same as for the English-program students, but the FSL program also gets the allocated federal funds. Varying funding over the years has led to an unstable environment and the impression of inadequate support and resources for FSL programs.



Multilingualism: When There's an Opportunity, Take It!

AREAS OF STRENGTH

- Collection of enrolment figures
- Policies and curriculum supports
- Awareness of a lack of supply of qualified teachers
- Language requirements at some universities
- Ministry website
- *French Funding Guide*
- Provincial policy that monies allocated to FSL cannot be spent elsewhere

AREAS FOR ACTION

- Explain changes in enrolment and take required action
- Remove capping of entry to immersion caused by limited space
- Ensure that FSL teachers have been trained in second-language methodology and that an adequate supply of teachers becomes available
- Increase resources to FSL programs
- Tighten accountability for district use of funds
- Make French part of the main curriculum

The CPF Branch executive discussion is a capsule summary of the challenges that each CPF Branch sees for its province or territory in moving toward full support for French-second-language learning.

CPF BRANCH EXECUTIVE DISCUSSION—CHALLENGES FOR BRITISH COLUMBIA

- Lack of commitment from government and society to providing quality FSL education
- Inadequate and unstable FSL funding
- Variation in quality of instruction and resources for FSL within and among schools and districts
- Impact of the political dimension of education on FSL, for example, political expediency and party platforms, changing governments, the ability of school districts to make critical decisions with little consultation or information and on short notice
- Inadequate postsecondary opportunities for students wishing to pursue their education in French in programs other than FSL teacher education
- Lack of supply of qualified teachers
- Unsupportive cultural environment
- Inadequate education for parents, educators, and decision makers regarding the benefits of FSL
- Lack of resource materials and teaching assistants

TABLE 5.

BRITISH COLUMBIA FSL ENROLMENT

YEAR	CORE FRENCH	IMMERSION
1993–94	243,952	29,898
1994–95	248,533	30,408
1995–96	248,718	30,065
1996–97	253,918	29,996
1997–98	251,188	29,521
1998–99	253,068	28,928

NOTE. Figures from the annual reports of the Commissioner of Official Languages which are based on data from Statistics Canada and the Council of Ministers of Education, Canada.

There were three families of new Canadians from southern Asia who had enrolled their children in the French-immersion program at the school where I worked and I was curious about their choice of program. I decided to interview the parents because there is often resistance to recommending French immersion for children of diverse languages for fear that they will not have sufficient opportunities to learn English.

The parents said that they chose the immersion program for their children for many of the familiar reasons, but there was also a theme that ran through their comments. The parents seemed to have enrolled their children in immersion because of deeply rooted experiences with multilingualism.

Throughout their lives they had been in contact with many languages, either in their families, in their villages, or at school. Like their children, they had been immersed in a second language when they went to school. Their positive view of multilingualism and the value they gave to language learning were instrumental in their decisions for their children. All the parents referred to the usefulness of being able to speak a variety of languages. The parents accepted multilingualism as natural.

One parent said, "It is always great to know another language and you never know when it will become handy. I mean, when I came here I spoke Hindi and it was something I had grown up with and knowing it didn't seem major, but now I am finding that it is very handy to be able to speak another language."

Another parent said, "We thought that it would be great if she knows other languages besides English and Punjabi because in Singapore she probably would be speaking Chinese, Malay, and Punjabi. So we thought that if there are four languages that she could pick up there, what is it to have another language here?"

This accepting attitude toward multilingualism seems to be based on the fact that all the parents come from multilingual countries, all grew up as multilingual individuals, and all learned English through a school immersion program. They all think that it is easier to learn another language at a young age.

The parents think French is useful internationally. As one parent put it, "French after English is more universal and is spoken in so many countries, so why not? But with French, I find, you go to Europe and there are so many people who speak French and in a lot of African countries there is French. So I just find that it is universal."

The parents believe that an opening into other cultures comes from learning other languages. This is seen as good because "everybody should know more than one language and not just restrict themselves because when you restrict yourself you create problems and when you create problems you have... wars."

Another parent said, "We don't know where our children are going to live. They might not stay in Canada, they may be working who knows where."

In summary, these parents felt that French immersion was an opportunity not to be missed. In their words, "I just felt there was an opportunity so why not?" And "When there's an opportunity, take it!"

CATHERINE BERRON

French-immersion coordinator, Surrey School District
Surrey, British Columbia

This opinion piece is based on Catherine Berron's master's thesis, published in 1998.¹⁶

The State of FSL in MANITOBA

CURRENT SITUATION

Core French (called basic French in Manitoba) enrolments have declined. Enrolments are monitored, but no analysis is done, nor are plans developed to address changes in enrolment.

Guidelines and expectations for outcomes are in place for French immersion, but not for basic French. Some monitoring of student achievement has begun in French immersion. Activities where students can use French outside of school are encouraged and some funds are available to support these activities. New curricula have been developed at the K-3 and 4-8 levels.

At *Collège universitaire de Saint-Boniface* about half the registrants are immersion graduates. The college is the source of many of the province's immersion teachers and a place to take courses in French in business, science, education, and arts. Students may also take French-literature courses in French and French-language courses at the University of Manitoba, the University of Winnipeg, and Brandon University. Those concerned with FSL are aware of a teacher shortage in the province in all areas. This is made more critical by the continuing shortage of specialists in immersion, in such fields as sciences, music, and physical education.

The French-language education division of the Department of Education and Training keeps parents well informed through participation in a curriculum consultant committee.

The flow of funds to school districts is easily tracked, but the way in which funds are actually used in schools is not clear. Considerable effort at self-evaluation is evident, but monitoring is not clearly linked to improvements.

AREAS OF STRENGTH

- Transportation without charge to FSL programs in a few areas
- Guidelines and outcomes in place for French immersion
- Monitoring of student achievement begun
- Encouragement for students to use French outside classroom
- Transparency of funding to school districts

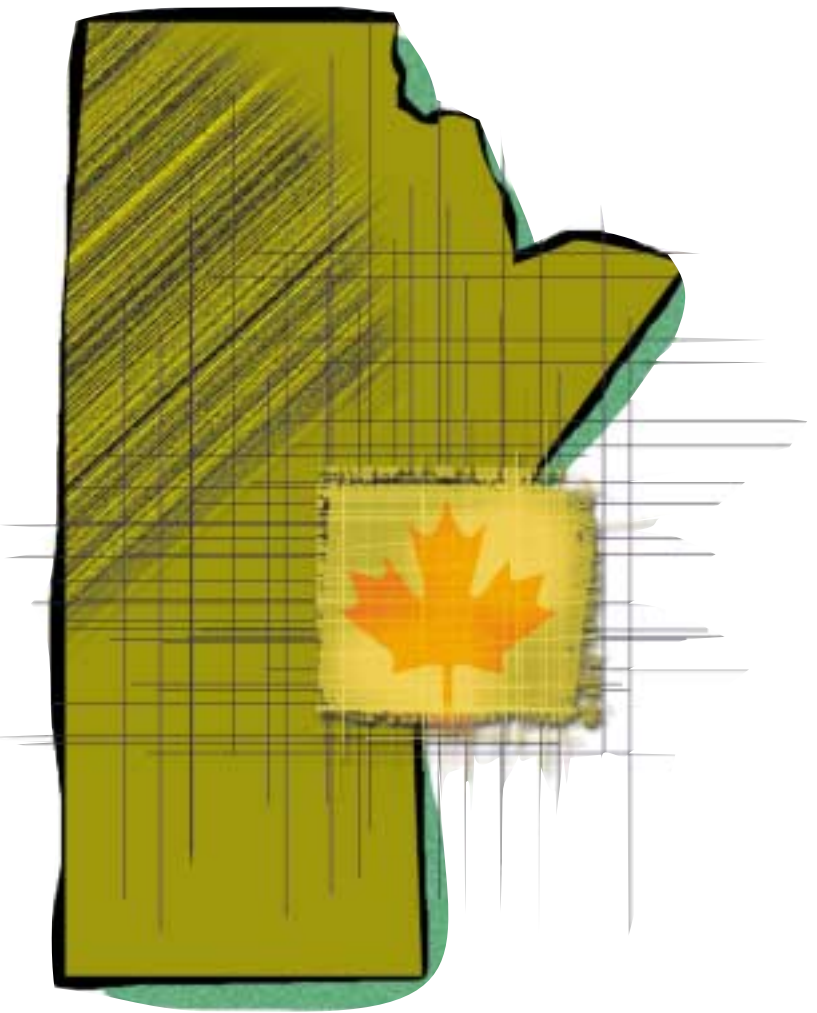
AREAS FOR ACTION

- Study and take necessary action regarding enrolment in basic French and middle and late immersion
- Address the need for the supply of qualified teachers
- Mandate basic French at all grade levels
- Keep parents informed and involved in decision making
- Clarify how school districts use FSL funds and address necessary changes
- Provide for special education needs within immersion
- Transportation without charge accessible to all students

The CPF Branch executive discussion is a capsule summary of the challenges that each CPF Branch sees for its province or territory in moving toward full support for French-second-language learning.

CPF BRANCH EXECUTIVE DISCUSSION—CHALLENGES FOR MANITOBA

- Teacher shortages in the near future
- A lack of transparency on the part of some school divisions when it comes to reporting on the expenditure of OLEP funding leads to a false picture of the costs of French-immersion programs
- Basic French is not a required subject, which gives the school board the choice of providing it or not
- Isolation and a lack of collegiality when there is only one teacher doing all core French, from kindergarten through Grade 12
- In some divisions, French-immersion programs are cut because of the misconception that it costs more to educate a child in French than it does to educate a child in English



- Some school divisions restrict enrolment to or cut sections of French-immersion programs
- Some school boards have penalized parents of immersion students by charging them for busing, lunch programs, and cultural events
- Difficulty obtaining textbooks at an appropriate language level for the grade or subject
- Some dual-track schools have administrators and support staff who speak only English
- In areas where there are few French-immersion students, the school board generally refuses to extend the program past Grade 6

TABLE 6.
MANITOBA FSL ENROLMENT

YEAR	CORE FRENCH	IMMERSION
1993-94	85,685	19,330
1994-95	86,168	19,385
1995-96	77,565	19,096
1996-97	78,242	18,778
1997-98	75,346	18,198
1998-99	75,400	18,143

NOTE. Figures from the annual reports of the Commissioner of Official Languages which are based on data from Statistics Canada and the Council of Ministers of Education, Canada.

LINGUISTIC DUALITY: The Manitoba Context



Manitoba is a multicultural province. Our cultural diversity can be found in the Italian, Ukrainian, Icelandic, Chinese, Hebrew, French, and Philippine communities that populate our urban and rural centres. Although efforts are often made for members of the diverse cultures to maintain their heritage language, their children are sent to schools where they are taught one or both of Canada's official languages. As a result, many Canadian children learn to communicate in more than one language, not surprising in a country that values linguistic duality. Linguistic duality refers to the unique Canadian characteristic of anglophones and francophones collaborating to support each other while safeguarding their cultural identities. This linguistic duality is a phenomenon that must be protected and preserved as it defines what we are as Canadians.

The flourishing linguistic duality of the anglophone and francophone populations in Manitoba is evidenced by several phenomena. There is a tenacious French-speaking population who as recently as 1994 won the right to their own school division, a struggle won with no opposition from the anglophone majority. Currently there are approximately 5,400, or 3%, of Manitoba's students enrolled in French schools. Francophone cultural events are popular with both the francophone and anglophone populations and attendance at cultural events such as *Le festival du voyageur* is continually on the rise. Furthermore, we have a significant number of parents who support French-immersion programs; 18,143 of Manitoba's students are enrolled in French-immersion programs. French-immersion programs provide the opportunity for French-second-language students to participate actively in promoting linguistic duality by becoming bilingual. Further evidence of Manitoba's commitment to linguistic diversity is the growing number of French-immersion students who choose to pursue their education in French by attending Collège universitaire de Saint-Boniface, the French-language university in Manitoba. In this commentary, I would like to share with you

why I think partnerships between French-speaking communities and English-speaking communities are essential for the continued success of Manitoba's linguistic duality.

Successful partnerships are symbiotic and depend on four conditions.⁹⁶ First, there must be distinctive differences between the two parties; if the two parties are very similar, there is very little to share. Second, each of the two parties must have something to offer that will fulfil a need for its partner. Third, all parties must invest equally in the relationship for it to be successful. Finally, there must be contextual rewards powerful enough to encourage the parties' continued effort when the relationship becomes strained.

When French-immersion and French-first-language educational communities work together, a mass of population is created that permits certain advantages. Examples of these advantages include the following. More dollars and a greater clientele for professional development programs for teachers become available. More resources can be purchased and shared between the two clienteles. Teaching strategies can be exchanged and, in some cases, the development of curriculum can be shared. Postsecondary institutions can provide greater opportunities for students to pursue their education in French. Symposiums can be held in which both French-immersion and French-first-language students can participate. Cultural activities can be planned which provide the opportunity for students to appreciate each other's culture.

Apart from these more practical aspects regarding the advantages of language learning are those advantages that are in many respects more profound. Learning two languages means learning to think in different ways. We compare and contrast our first language with our second language, which consolidates our competence in both languages. We learn to look at the world through different lenses, which makes us more tolerant of others. In particular, we become more sensitive to and understanding of the cultures embedded in the two official languages.

In order for Manitoba to be faithful to its multicultural heritage, each culture must retain its identity. It is evident that the French population is advantaged as more French-immersion students learn French, for this provides a greater pool of French speakers. On the other hand, it is essential that the culture of the Franco-Manitobans not be threatened in the process. Manitoba's francophone population struggles to survive in a situation of subtractive bilingualism.¹⁴⁰ Francophones live as a minority in Manitoba and are under the constant threat of failing to develop competence in their first language or, in fact, losing competence that they have already acquired because of the impact of the majority anglophone population. This is in direct contrast to the anglophone students enrolled in French-immersion programs. They are in a situation of additive bilingualism and are at no risk of losing competence in their first language. Because of the nature of subtractive bilingualism, it is imperative that the francophone population protect its cultural identity. There is a very delicate balance that must be maintained in the partnerships between anglophone populations and francophone populations to ensure Manitoba francophones maintain their language and heritage.

Those who develop French-second-language programs and French-first-language programs should take into account the conditions laid out by Goodlad⁹⁶ when developing partnerships. Furthermore, they must be sensitive to the delicate nature of the threats of assimilation to minority cultures. All Canadians all stand to benefit from such an alliance. Linguistic duality is flourishing in Manitoba, and we should continue to develop the kinds of partnerships that ensure that the momentum does not wane.

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Special thanks to Raymond Théberge for his insightful comments on this piece.
G. E.

The State of FSL in NEW BRUNSWICK

CURRENT SITUATION

As Canada's only bilingual province, New Brunswick is looked to for leadership in FSL programs. Policy 309 has heretofore provided comprehensive support to FSL in the form of a vision for FSL, guidelines, and outcomes. The review of FSL programs currently under way in the province leads many to fear that the final outcome may not be favourable to either enrolment in or the quality of FSL programs. In support of change, French immersion in New Brunswick has been described as an elitist program that siphons off the best students, leaving a ghetto of problem students; however, no statistics have been produced to support the claim of segregation of students. (See "Please Tell Me This Can't Be True" on page 19.)

The province expects districts to provide transportation where feasible. Recently, however, parents have had to push for transportation to French immersion programs. No fees are charged for participation in FSL programs. Enrolment in FSL programs is monitored, but no reports were found explaining changes. Policy 309 stipulates that FSL should be accessible to all students in the province, but this policy does not seem to be applied uniformly. There is no cap on the number of students who may enrol in FSL programs.

New Brunswick provides FSL program guidelines that include the integration of the French language with other curriculum areas or subject matter, or both. French is considered part of the main curriculum and student achievement is monitored and posted on the province's website, but systematic assessment of French achievement is done only for oral French. Student attitudes and motivation are not monitored. Extracurricular activities where French is used receive some support through funds allocated for enrichment.

Teacher qualifications for FSL programs have been set, but refinement and focus are needed. The province's institutions provide teacher preparation in FSL; more incoming students with high levels of French are needed. No data were found on whether there is a sufficient number of FSL teachers for coming years.

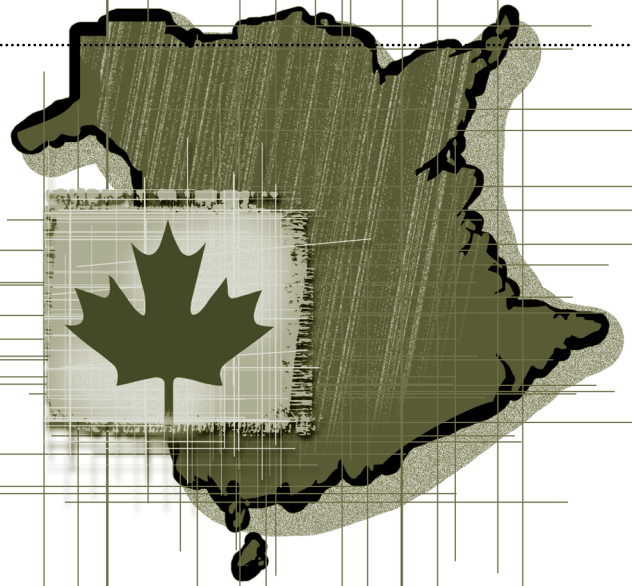
FSL program offerings have not been consistent over time, and many reviews that have ultimately influenced the availability of programs have been conducted. Three reviews over 11 years have resulted in too frequent changes. The hours of FSL instruction are defined, but compliance is not monitored. FSL graduates are able to continue their language learning at the postsecondary level, but not by taking subjects in French except at the University of Moncton.

Materials to keep parents informed about FSL have either not been developed or have been inadequately distributed. Consulting parents about FSL programs has not been the practice of the province, although the need for parent involvement in decision making has been pointed out in research reports and by the parents themselves. Policies show little awareness of current FSL research.

School districts are no longer expected to report on their FSL activities, and the actual costs of FSL programs have not been studied. Systems for monitoring and revising the various aspects of FSL programs have not been put in place. The funding and use of funds for FSL are not made clear to parents, educators, or the public, and it has been difficult to communicate with ministry officials.

AREAS OF STRENGTH

- Comprehensive support and guidelines for FSL provided by Policy 309
- Quality programs, including mandatory core French
- Provincial testing of math and English at grades 3, 6, and 8 broken out by program, testing that demonstrates that early French immersion is best for learning French and that there is no detrimental effect on English or math skills
- Research conducted by the University of New Brunswick, Second Language Education Centre
- Certificate in French-immersion teaching available from the University of New Brunswick, Second Language Education Centre



AREAS FOR ACTION

- Bring practice into line with policy and research
- Give voice to parents
- Acknowledge that action plans are being developed according to the protocol of the Council of Ministers of Education, Canada
- Ensure accountability for the flow of funds designated for FSL programs
- Solicit and heed the interests of all stakeholders
- Prove or stop citing the claim of elitism in French-immersion programs in New Brunswick. If elitism is found, address the problem rather than dismantle programs
- Monitor the actual number of hours of French instruction
- Break out Grade 11 assessment results by program
- Improve core French programs

The CPF Branch executive discussion is a capsule summary of the challenges that each CPF Branch sees for its province or territory in moving toward full support for French-second-language learning.

CPF BRANCH EXECUTIVE DISCUSSION—CHALLENGES FOR NEW BRUNSWICK

- Statements in press biased against French immersion and French in general
- Sufficient funding for FSL education
- Resources in French immersion and English programs
- Teacher evaluation and accountability
- Principals' desire to abolish early and late immersion and implement one entry point at Grade 4

TABLE 7.

NEW BRUNSWICK FSL ENROLMENT

YEAR	CORE FRENCH	IMMERSION
1993-94	58,506	17,397
1994-95	57,759	17,752
1995-96	56,301	18,638
1996-97	56,838	18,778
1997-98	50,352	18,198
1998-99	49,685	20,683

NOTE. Figures from the annual reports of the Commissioner of Official Languages which are based on data from Statistics Canada and the Council of Ministers of Education, Canada.

PLEASE TELL ME This Can't Be True



Many boards from across English-speaking Canada, and even ministries of education, review their French-as-a-second-language and French-immersion programs on a fairly regular basis. Most of us would like to believe that this is in principle a good thing. On the surface at least, the desire to review on a regular basis should point in the direction of school boards and ministries that care about their programs and are sincere in trying to find ways to improve them.

Unfortunately, as far as reviews of French-language programs are concerned, surfaces are cruelly deceiving. Those in Canada who are familiar with the history of French-immersion and French-as-a-second-language programs outside of Quebec all know what the sad reality is: Report after report is commissioned and report after report seems to point to the exact same issues and problems. Time and time again, the problems of French immersion in 2000 eerily resemble those of the mid 1970s. Remarkably, the issues appear to be virtually the same in Alberta, for example, as they are in Prince Edward Island. Attrition rates are too high and remedies should be found to bring them down; there is insufficient variety in the choice of courses in high school; authentic cultural content should be brought to the core of French teaching; much more must be done for special needs children; immersion teachers need to be supported institutionally with targeted professional development.

That the same problems should poke up their ugly heads so prominently and so consistently is, in and of itself, cause for great concern, especially since such visible reoccurrence can only be interpreted as a form of neglect. If we could at least believe that our historical inability to find adequate solutions to all the problems that plague the teaching of French was just the result of benign neglect, then there might be some solace for those

of us who tend to be eternal optimists. Regrettably, the unbelievable events unfolding at the present moment, in particular in New Brunswick, do not provide much solace at all, even for the most stubborn of optimists. Whereas it is always heartening to see provinces willing to undertake full-scale studies of the ways they teach French in the early twenty-first century and whereas it is even more heartening when they are prepared to hire well-informed and well-intentioned specialists who know the inside-outs of the teaching of a second language, all hope for a productive result is quickly dissipated when we see a transnational market-research firm that is given the job of finding what the best alternative for French-language education is in the province of New Brunswick. Instead of concentrating their listening efforts on those who know teaching best, market researchers seem to centre on focus-group discussions, to look at peripheral issues such as the type of French program that is easiest to administer, to pay much too much attention to groups that are predisposed against the philosophy of immersion education, and especially to work with broad-brush questions that will allow their clients, those in charge at the New Brunswick Ministry of Education, to answer the charges of elitism that have been levelled against French-immersion education in the way they seemed to want to do from the very start. It is alarming that, at the dawn of the twenty-first century, it is still necessary to remind people in power that political, cultural, and financial globalism is now upon us and that globalism is not something that we can simply wish away. Now is not the time to turn the clocks back to an era when the learning of a second language was considered to be a frill and when the understanding of other cultures was merely something that eccentric university anthropologists engaged in when they went to a far-away country and tried to learn

the languages spoken by apes.

It is absurd that the prejudice-ridden calls of elitism should be given equal or even greater weight than evidence gathered over decades, evidence that shows repeatedly and clearly that all children who, early on in life, are given the opportunity to learn a second language intensively not only gain learning advantages for the rest of their lives but are generally more tolerant to people of other cultures, enjoy income-earning advantages, are well-positioned to learn a third or even fourth language, and are able to adapt with relative ease to the stresses of living and working in a foreign country (something that children of this new century will be asked to do with much greater frequency than those of us who were born in the last).

Not willing to let some dumb old facts get in the way of a good opinion, the New Brunswick government seems poised to gut its French-immersion programs in favour of what it calls "extended core French," and this despite all the overpowering evidence that shows that children who learn another language both intensively and early will profit from learning advantages in English, math, science, social sciences, music, and other languages, whereas children who learn another language in small doses, even "extended" doses, will not reap the same benefits. Not willing to counter ignorance about the benefits of immersion education with facts, authorities instead seem ready to cater to this same ignorance and thereby deprive an entire generation of English-speaking children of the rights that children in other parts of the country enjoy as part of their birthright: the right to be part of the twenty-first century as well-educated citizens possessing the cultural and intellectual tools needed to compete in the new global economy.

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University of Calgary, Calgary, Alberta

The State of FSL in NEWFOUNDLAND AND LABRADOR

CURRENT SITUATION

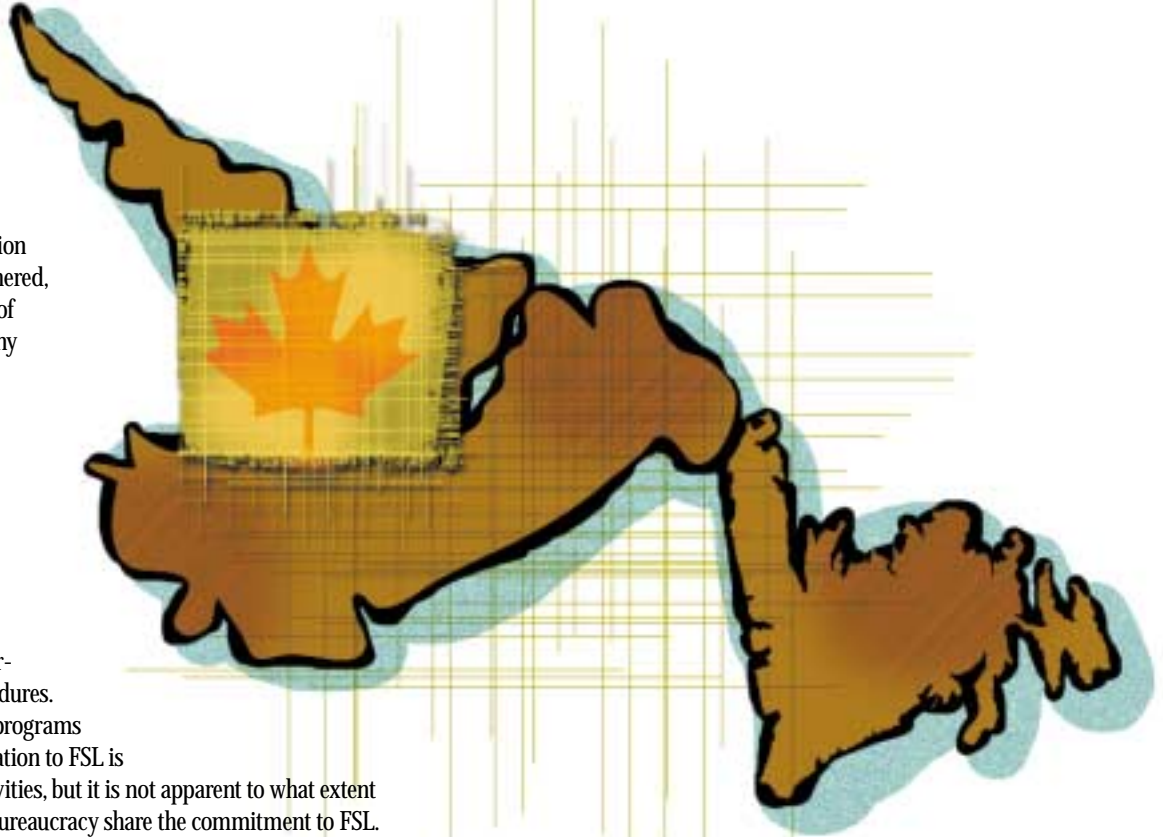
Recent restructuring of school districts in Newfoundland and Labrador has also caused changes to FSL programs and locations. Statistics on enrolment are collected and published, and hence are readily available. Action resulting from the information gathered, however, is not in evidence by way of explanation or policies to reverse any declines in enrolments.

In rural areas there is difficulty accessing core French programs and FSL is not a required program at any level. A framework for FSL is being developed which, it is hoped, will help to ensure consistent policies in FSL programs.

Guidelines and outcomes have been produced and there is an interest in developing assessment procedures. The commitment of the language-programs branch of the Department of Education to FSL is apparent in documents and in activities, but it is not apparent to what extent the higher levels of the education bureaucracy share the commitment to FSL.

Parent inclusion in decision making for FSL programs is not evident at any level of the education system. The use of funds is set out in a document that shows where they have been spent, but priorities have not been established by consultation with interested stakeholders; hence, practices tend to reflect only the views of the Department of Education.

Teacher education is a responsibility of Memorial University of Newfoundland. The university provides limited preservice FSL teacher preparation, but does not provide professional development for teachers already in service.



AREAS OF STRENGTH

- Enrolments collected, published, and readily available
- Guidelines and outcomes well established
- Research base apparent in some curriculum documents
- FSL staffing levels at Department of Education
- Encouragement of FSL activities outside the classroom
- Entry points consistent from year to year

AREAS FOR ACTION

- Develop policies to reverse FSL attrition and its causes
- Demonstrate commitment to quality FSL programs
- Give voice to parents in decision making at all levels
- Establish spending priorities in consultation with all stakeholders
- Address FSL teacher supply

The CPF Branch executive discussion is a capsule summary of the challenges that each CPF Branch sees for its province or territory in moving toward full support for French-second-language learning.

CPF BRANCH EXECUTIVE DISCUSSION—CHALLENGES FOR NEWFOUNDLAND AND LABRADOR

- Parental involvement not invited
- Availability of qualified teachers
- Accountability for use of dollars from the Department of Education to school districts and then to schools
- Transportation of French-immersion students
- Lack of promotion by the Department of Education on the benefits of learning a second language
- Dilution of existing programs by increasing the number of French-immersion programs even when the numbers are questionable
- Possible elimination of French program specialists in school districts throughout the province

TABLE 8.

NEWFOUNDLAND FSL ENROLMENT

YEAR	CORE FRENCH	IMMERSION
1993–94	65,618	5,075
1994–95	63,143	5,240
1995–96	59,599	5,232
1996–97	58,541	4,999
1997–98	53,192	4,949
1998–99	50,848	4,332

NOTE. Figures from the annual reports of the Commissioner of Official Languages which are based on data from Statistics Canada and the Council of Ministers of Education, Canada.



If Not Me, My Children

My father was born in the French islands of St. Pierre and Miquelon, off the south coast of Newfoundland. He was fluently bilingual. My mother learned French at university and had a reasonable level of conversational French. It was the language my parents used when they didn't want the children to understand what they were saying. Nobody else I knew had parents who spoke French so it made mine seem a little odd. For some reason I don't quite understand, my father didn't speak French to us as children and so we lost an opportunity to be bilingual, which I regret to this day.

What French we learned was through the school system where it was frequently taught by teachers who knew little French themselves and therefore was in the same category as Latin. It was a subject you had to take to get into university but not seen as either very interesting or very relevant. I have spent countless hours as an adult learning French and trying to overcome the mental blocks left over from my school experience.

Thankfully the recognition of the importance of French as an official language in Canada has opened up countless opportunities for young people today to learn French through the school system. Summer school opportunities in Quebec and St. Pierre, and exchange visits with French-speaking students have all reinforced the importance of French as a relevant and living language.

Because of these opportunities to learn French, my three daughters are fluently bilingual today. I encouraged them to take advantage of these opportunities and I am very proud when I listen to them move with ease from one official language to the other. During their student years they were able to obtain summer jobs more easily because of their knowledge of French. Suzanne and Stephanie majored in French at university and went on to further studies at the University of Aix-en-Provence, in France. Both have chosen careers where knowledge of French is essential.

Stephanie is a French-immersion teacher who has taught in both British Columbia and Newfoundland. She is still in close contact with friends in France from her student days.

Suzanne works as a lawyer with the United Nations High Commission for Refugees. A large part of her interview for this job was conducted in French. During her law studies, Suzanne was able to avail herself of the opportunity to study civil law in Quebec as an exchange student because of her proficiency in French. She was also able to supplement her income during her student years as a French tutor.

Siobhan is a doctor and although she works largely in English, speaking French has given her immense personal satisfaction by opening up a whole world of French literature and music and the ability to communicate easily when she travels to French-speaking areas or meets French-speaking colleagues.

The ability to speak French has opened up opportunities for my daughters and enriched their lives as it has for countless other young Canadians. They were highly motivated to learn French and loved to practise on their French-speaking grandfather. They succeeded and are bilingual today because of an excellent foundation made available to them during their school years. How I wish I had had the opportunity!

SHANNIE DUFF
St. John's, Newfoundland

The State of FSL in NORTHWEST TERRITORIES

CURRENT SITUATION

The 1996 Education Act for the Northwest Territories says that schools must offer a second language. Some FSL instruction is available for students, but FSL is not compulsory at any level. Immersion programs maintain a high percentage of students through high school. It is difficult to offer FSL beyond Yellowknife because of low student populations and because many students concentrate on English as a second language.

Hours of instruction in French are defined and monitored in conjunction with the funding related to French immersion. Hours of instruction are much less specific and only suggested for core French at the elementary and junior high levels.

The Department of Education is beginning to develop guidelines for all possible second languages, including French, English, and nine aboriginal languages. Some core French teaching materials, with content specific to the North, have been developed. Alberta is looked to for definitions of language competence and for tools for assessing language learning.

Two staff members, one a coordinator and the other an assistant of French programs, are responsible for core French, immersion French, and French as a first language. Other staff are recruited for specific projects. There is a high transient rate among teachers. A committee has been formed to consider ways of promoting language learning.

Funding to districts is earmarked for FSL projects and resources. Decisions about entry points for FSL programs are made at the school board level.

AREAS OF STRENGTH

- Monitoring enrolment and publication of an annual report, *Towards Excellence: A Report on Education in the Northwest Territories*
- Some assistance in the form of transportation or distance learning available for students requesting an FSL program
- Working on guidelines for second languages
- FSL programs defined by the amount of French instruction
- Coordinator and assistant coordinator of French programs
- Committee to promote language learning

AREAS FOR ACTION

- Provide innovative programs for students in low-population areas
- Develop policies regarding FSL programs
- Separate FSL and French-first-language categories when reporting enrolments



TABLE 9.

NORTHWEST TERRITORIES FSL ENROLMENT

YEAR	CORE FRENCH	IMMERSION
1993-94.....	3,999	423
1994-95.....	4,091	484
1995-96.....	2,873	471
1996-97.....	2,944	516
1997-98.....	2,849	503
1998-99.....	2,856	484

NOTE. Figures from the annual reports of the Commissioner of Official Languages which are based on data from Statistics Canada and the Council of Ministers of Education, Canada.

Teacher Education and Supply

- In school districts with rural and urban areas, it has been easier to staff FSL programs in the urban areas.
- It has been particularly difficult to staff immersion positions at the high school level, where teachers need to be fluent speakers of French, trained as second-language specialists, and qualified to teach specific subject matter.^{168, 180, 193, 194, 200, 201}
- At the beginning of the 1990s the scarcity of teachers for FSL programs eased somewhat, possibly because FSL students began to emerge as teachers.^{30, 202} But there were still reports of insufficient numbers of teachers.^{9, 77}
- The lack of teachers is compounded by the difficulties in scheduling FSL classes in small schools where a full-time teacher is not required. It is common practice in some locations for the classroom teacher, with or without French-language skills, to teach core French.¹⁰⁶
- The notion that it does not matter with young students if the teacher can speak French has no research basis.¹⁰⁴
- Students at the high school level express concern for the progress they can make in French if their teachers do not have a nativelike command of French.^{103, 106}
- A large number of applicants do not pass the screening tests for French competence to be admitted to the FSL teacher-education program at one university. Around 25% of those who apply are admitted.¹²
- Teacher education has urgently and repeatedly been called for by researchers and writers, who place it as the top priority for FSL programs.^{26, 87, 150, 196, 223, 248}
- Generalist teachers who teach core French can improve their practice through professional-development courses.⁴³
- University-school district partnerships can be developed to assist FSL teachers with knowledge and practice.^{43, 150}

WHAT'S WRONG With Errors?



How should we as parents and educators think about the fact that FSL students make so many errors in writing and speaking their second language? These errors are particularly salient in the case of immersion students who have a great deal of surface fluency after several years in the program and understand virtually everything that they read or hear in French. Why can they not therefore speak and write as well as they do in their mother tongue, and should we be worried about the errors they make?

For me this issue can be addressed from three perspectives.

First, in the case of all second-language learning, errors serve as signposts on the road to mastering the second language. They are markers of development. Students can only make errors if they are trying to communicate actively in the language. Consider young children learning their native language. If it is English, the young learner may say “I goed” by analogy with “I skated” and other regular past-tense verbs in English. In the first language this is considered cute and entirely normal. In the second language, because learners are often older, we look askance at such developmental errors.

This perspective allows us to understand that the errors made when learning a second language are systematic and that there are expected stages of development as learners move gradually toward full proficiency. It should not be expected that in the reduced time available, even in an immersion program (full immersion provides only about 800 instructional hours per school year), learners will reach the full proficiency of a native speaker.

Second, we must ask ourselves if error-laden speech is to be preferred to no speech at all. In some FSL programs with minimal time allotments for FSL instruction, learners produce very little of the second language. This limited production may be correct, but so limited that competence in communicating is never achieved. More intensive exposure to the second language, however, leads to the ability to communicate quite effectively in speaking and writing the second language. Surely that is the primary language-related goal of learning a second language.

Third, native speakers of any language are often unaware that even they make mistakes when speaking and writing their own language. In fact, all native speakers command a range of language varieties. For example, we speak differently to our spouse from the way we speak to a visiting dignitary. The informal varieties we use in our first language may be marked by nonstandard features that are entirely acceptable, but when we scrutinize the English used by fellow native speakers we often delight in picking out “mistakes” that would not be acceptable in more formal contexts.

What counts above all is our ability to communicate and interact with one another. That doesn't mean that we cannot work to minimize errors in FSL speakers and writers. Indeed we can and do.

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See also “To Err is Human” on page 39.

The State of FSL in NOVA SCOTIA

CURRENT SITUATION

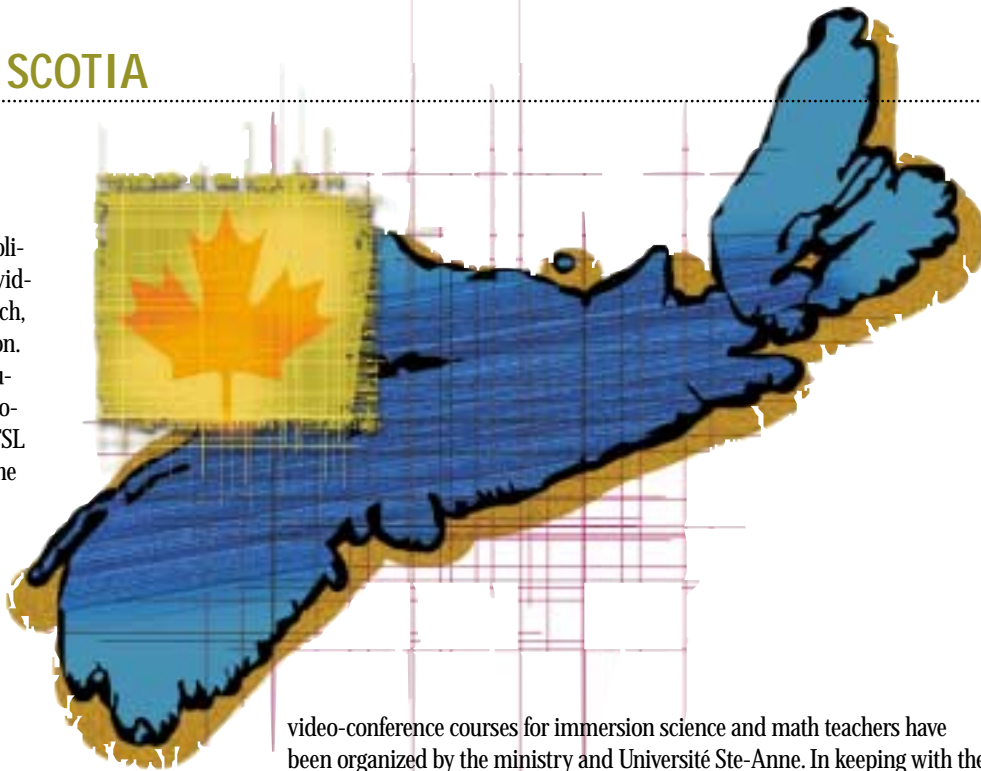
The document *Program Policy for French Second Language Programs*, published in 1998 by Nova Scotia Education and Culture, describes current policies and guidelines for the four FSL programs provided in Nova Scotia: core French, extended core French, early French immersion, and late French immersion. Core French is considered part of the main curriculum for grades 4 to 9. Curriculum outcomes are provided by grade. Technology is integrated into the FSL curriculum, and the FSL curriculum encourages the use of French in the various subject areas.

All programs are intended to serve all students wishing to enrol in them. However, there are no ministry rules that guarantee access to optional programs of the student's choice. Transportation is the responsibility of school boards. FSL programs are the responsibility of the Acadian and French-language services branch in the Department of Education.

Inclusion of special-needs students is specifically addressed in policy and guidelines, and procedures about withdrawal from optional programs are listed. The policy says that students should not be removed from FSL programs before efforts are made to address their needs within the programs. Some school boards, however, have indicated that teachers' aides, who support classroom activities, may be cut because of reduced budgets.

Specialist teachers are hired for all levels of the French-immersion programs, that is, from the primary grades to Grade 12. Core French and extended core French teachers, grades 7 to 12, are also qualified French teachers. Most elementary core French teachers, grades 4 to 6, are also specialist teachers. New curriculum documents are implemented at the board level using a train-the-trainer model. The department, through its FSL consultants, provides professional development for the leadership team of each school board. This team then organizes professional development activities for the teachers in their respective boards.

There is great concern in the province over the supply of qualified FSL teachers. Teacher-education bursaries are funded with federal grants. Ten



video-conference courses for immersion science and math teachers have been organized by the ministry and Université Ste-Anne. In keeping with the recommendations of the Council of Higher Education, there has been a reduction of teacher-education institutions in the province. This is accompanied by a drop in teachers being prepared for FSL assignments. Recent budget cuts have forced new graduates and young teachers to consider looking outside the province for stable employment.

Because of budget cuts, only two consultant positions remain in the Acadian and French-language services branch for support of FSL programs. Each school board employs a French-language supervisor, funded in part through the Official Languages in Education Program.

There is no provincial assessment of language achievement by students. An annual reporting system enables the ministry to follow actions of the school boards. Bursary use is monitored by the ministry. The roles of boards, schools, teachers, and principals are clearly defined. Curriculum and policy documentation are available upon request. Certificates are offered for French-immersion graduates.

Severe budget cuts to education programs may affect the state of FSL in Nova Scotia, as portrayed above. Parents have no assurance that FSL programs will be stable in future years.





Hughie Batherson, French Immersion Teacher Extraordinaire

AREAS OF STRENGTH

- Enrolment is monitored
- The document *Program Policy for French Second Language Programs* outlines policies
- FSL programs have provincial guidelines
- Actual hours of French instruction are defined for French-immersion and core French programs. Daily hours of instruction are recommended for the elementary and junior high core French programs
- Entry points are consistent from year to year
- Core French is considered part of the main curriculum for grades 4 to 9
- Teacher qualifications are defined
- Central staff support FSL teachers and programs
- French-immersion graduates receive certificates

AREAS FOR ACTION

- Ensure that FSL teachers hold qualifications in second-language teaching and in appropriate subject matter, and are fluent in French
- Develop policies for all students regarding transportation and access to French-immersion programs
- Assess the language achievement of students
- Reassure parents that French instruction will not be cut back
- Involve parents as full partners in decision making
- Monitor whether students receive the designated number of hours in French
- Ensure program information reaches parents
- Continue to encourage the requirement of a language credit for high school completion

The CPF Branch executive discussion is a capsule summary of the challenges that each CPF Branch sees for its province or territory in moving toward full support for French-second-language learning

CPF BRANCH EXECUTIVE DISCUSSION—CHALLENGES FOR NOVA SCOTIA

- Need for more qualified French teachers
- Need for increased enrolment in teacher-education institutions
- Inconsistent approaches to program delivery
- Funding for education
- Pitting of FSL programs against other optional programs, such as music, during educational budget cuts
- Extracurricular activities
- Expansion of partnerships

TABLE 10.

NOVA SCOTIA FSL ENROLMENT

YEAR	CORE FRENCH	IMMERSION
1993–94	87,675	10,046
1994–95	87,288	10,630
1995–96	82,180	11,767
1996–97	82,473	12,560
1997–98	76,696	13,212
1998–99	76,257	12,158

NOTE. Figures from the annual reports of the Commissioner of Official Languages which are based on data from Statistics Canada and the Council of Ministers of Education, Canada.

When Hughie Batherson flunked Grade 8 French, becoming a French-immersion teacher at Nova Scotia's only French-language university was probably the furthest thing from his mind.

Born in North Sydney, Cape Breton, Hughie attended his local elementary school, where he took the mandatory core French. Although he had no particular aversion to French, he had no special interest in it either. In fact, his interest was so low by Grade 8 that he failed the course that year—the only course he ever failed, he is quick to point out.

Hughie took core French through high school, but not until Grade 12 did he take an interest in becoming proficiently bilingual, an interest sparked by the combination of an inspiring French teacher and a desire to join the RCMP. Realizing that he was not nearly bilingual enough to meet the RCMP's requirements, Hughie wanted to improve his French. On his French teacher's advice, he enrolled in the French-immersion program at Université Sainte-Anne, a small, French-language university in southwest Nova Scotia.

Hughie was at last turned on to French. His involvement in the immersion program's role-playing activities brought out his natural talent for "hamming it up" and he joined the local French-language theatre group. "I discovered myself during the immersion program," he says. Determined now to become fluently bilingual, Hughie successfully completed the highest level in the French-immersion program.

It was during his immersion program that Hughie came to the realization that he no longer wanted to be a Mountie. He so enjoyed his own immersion program and gained so much from it, both linguistically and personally, that by the end of his program, he had decided to become a French-immersion teacher. "It was the best decision of my life," he says.

In 1993, Hughie graduated from Université Sainte-Anne with a degree in French and teaching, a BA/BED that qualified him to teach in the French-immersion program. He was immediately hired by Université Sainte-Anne to replace a sick teacher in the very immersion program he himself had graduated from 4 years earlier. After teaching for 2 years in Sainte-Anne's immersion program and 1 year in a French-immersion school in Chester, Nova Scotia, Hughie is now back at Université Sainte-Anne, where he is one of the most popular teachers in the immersion program.

It's a long way from Grade 8 French!

IAN RICHMOND, PhD

Former Vice-President (Academic and Research), Université Sainte-Anne
Belliveau Cove, Nova Scotia

The State of FSL in NUNAVUT

CURRENT SITUATION

Limited information on Nunavut's FSL programs and support mechanisms was available for this report. The new territory of Nunavut, formed from the eastern part of the Northwest Territories, came into existence in April 1999. A new Education Act contains no mandated FSL, but, of course, the new government has just begun to form policies.

No French-immersion program is operating, but many parents have shown an interest in establishing immersion programs and the Department of Education says that it is open to establishing immersion programs. Core French is in place from grades 1 to 12 in four schools in Iqaluit. The intention is reportedly to develop core French in other communities. Materials of the Northwest Territories are used for core French programs. Certificates for FSL achievement are not provided.

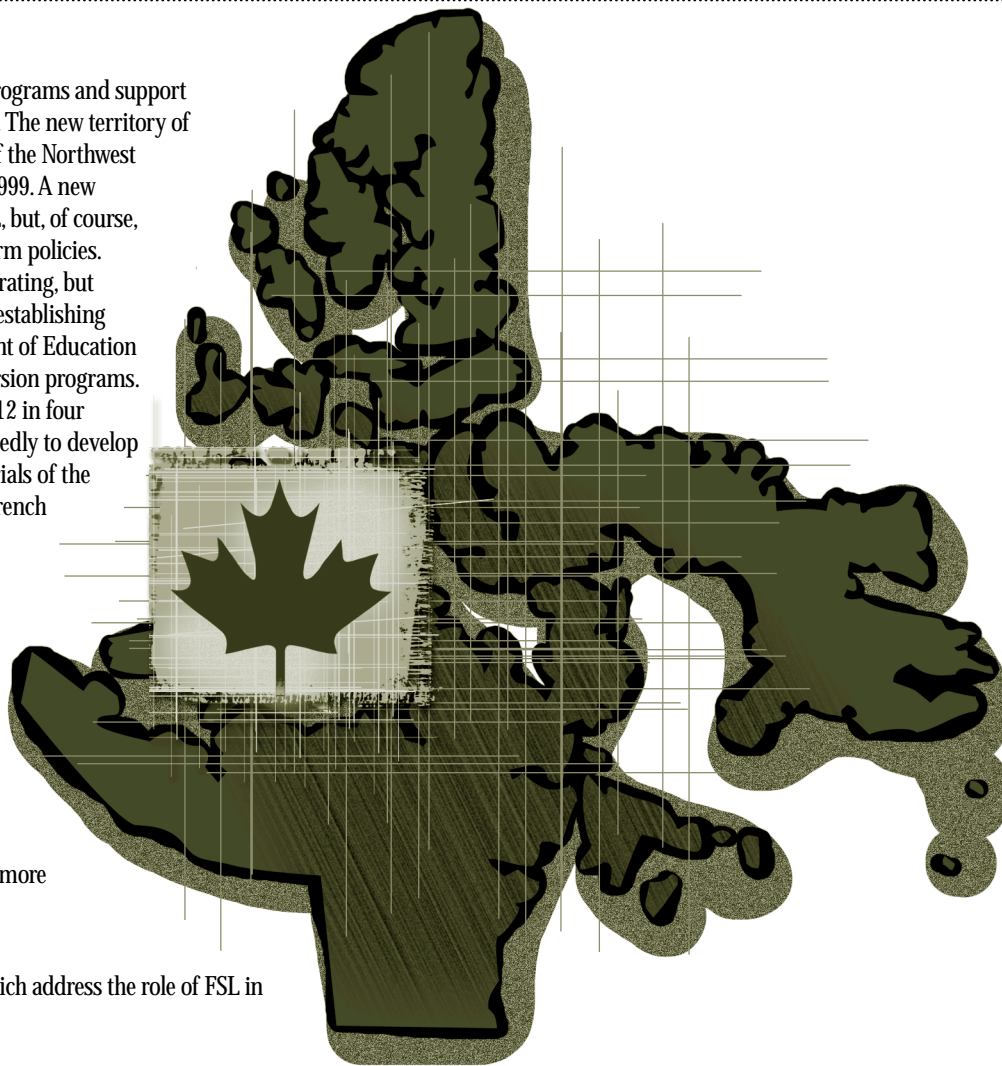
Undoubtedly, FSL issues will be addressed as the new government develops education programs, policies, and resources.

AREAS OF STRENGTH

- Core French in four schools
- Parent interest in immersion
- Use of established curriculum
- Intention to develop FSL programs in more communities

AREAS FOR ACTION

- Develop policies for FSL programs which address the role of FSL in the territory
- Implement the policies developed
- Grant certificates to FSL graduates
- Provide development programs, including FSL preparation, for teachers
- Provide guidelines for the qualifications of FSL teachers



NEEDED: Multilingual Graduates



Multigrade Classes

- By the mid 1990s the combining of grade levels into multigrade classes occurred equally in the core and immersion programs in at least one large school district where the issue was monitored.¹⁰¹
- Most of the evidence regarding multigrade classes comes from the literature regarding first-language programs.
- Teachers in general do not like multigrade classes. Parents believe that multigrading is not a good practice.^{29, 37}
- Advantages as well as disadvantages have been found for students in English multigrade classes.^{85, 247}
- Some experienced core French teachers and English-program teachers believe the disadvantages of multigrades outweigh the advantages.^{29, 247}
- Studies carried out in Alberta, New Brunswick, and Saskatchewan found that students scored higher in a variety of areas when they were in multigrade rather than single-grade classes in the English program.^{22, 68, 85}
- The similarity and differences between first- and second-language programs with regard to multigrading have been explored.⁵⁷
- Lack of teacher education for teaching multigrades in core French was identified as a problem, as has the lack of suitable materials.²⁹
- Multigrade classes in core French encourage a teaching approach that accommodates a broad spectrum of student abilities and are in keeping with the approaches advocated in the National Core French Study.⁵⁷

French-as-a-second-language programs have operated in Canada for many decades, yet high school students who have developed strong skills in a number of languages face a paucity of programs that combine second languages with other areas of study.

My daughter's experience reflects the lack of such programs in Canada. A core French high school graduate who speaks French and Spanish fluently, Alexa had to go to the United States to obtain a degree in international relations with multiple language and cross-cultural components.

Although the program that combines English and French language skills with the acquisition of business skills sponsored by the University of Alberta and the Northern Alberta Institute of Technology is an innovative example of an interdisciplinary program, more such programs are needed.

Four years ago an executive of one of Canada's banks indicated that his firm had difficulty finding Canadian university law and business graduates who were fluent in at least two languages. Combination programs would allow students to continue to improve their language skills while obtaining an education that reflected market needs. An increase in the variety of interdisciplinary diplomas and degrees would allow more college and university graduates to take advantage of employment opportunities in organizations that operate nationally and internationally.

One step in the process of creating multilingual graduates would be to enlist the support of Canadian business and industry to promote language learning in our schools and the expansion

of combination programs at the postsecondary level. Another would be for colleges and universities to expect that students will have acquired a second language by the time they graduate from high school. For bilingual students going directly to a job, this skill could open the door to a variety of employment opportunities. As a recent survey of the tourism industry in Prince Edward Island revealed, at least half of employers needed bilingual staff. For those who wish to enter a postsecondary institution, they would have access to interdisciplinary programs leading to a broad range of career choices.

A third step would be to ensure that school counsellors across the country are aware of the employment opportunities that exist for graduates of such programs and that they encourage students to take advantage of them.

All of the above steps would increase the likelihood of students' continuing to learn other languages at colleges and universities, but, of course, postsecondary schools would have to be prepared to offer such programs.

The information in this report, together with needed research data, could form the basis of a campaign to promote interdisciplinary programs. Ultimately, business and industry would benefit, and Canadian graduates would have access to more employment opportunities within our borders and around the globe.

LIN WILSON
Family, estate, and community mediator
Barrie, Ontario

See also "Continuing Studies in Bilingual Settings" on page 11.

The State of FSL in ONTARIO

CURRENT SITUATION

Reorganization of school districts in Ontario and cut-backs in educational funding have had an impact on FSL programs. Core French is mandatory from grades 4 to 9, and boards that previously provided core French from kindergarten on have been required to choose between continuing that practice and offering junior kindergarten.

Information on enrolment in FSL programs is gathered each fall by the Ministry of Education and Training. No evidence was found that the trends in enrolment have been analyzed.

Though boards are not required to provide transportation to French immersion, most in fact do for students living at a distance.

FSL curriculum documents exist or are said to be in development. However, an immersion curriculum has only been developed for the academic-university stream of students in high school, not for the nonacademic streams. Written expectations for language achievement in core French for grades 4 to 10 are in curriculum guidelines. Immersion students are assessed at grades 3, 6, and 9, but achievement in French is not monitored. Boards may grant a certificate to graduates of immersion or extended French. The time requirements for French instruction are set out for core, extended, and immersion French.

Funding for FSL programs is based on the number of pupils in FSL programs and the average daily length of the program.

A special qualification certificate in FSL is a requirement for all FSL teachers, whether they teach in core or immersion programs. A large number of Ontario teacher-education institutions provide courses on teaching FSL. Sheltered postsecondary courses, where graduates studied a subject in French and had access to tutorial sessions to assist them, have been discontinued.

At the Ontario ministry there is only one education officer who carries responsibility for FSL curriculum and policy, along with other responsibilities. Most boards no longer have FSL consultants, because of funding cutbacks.

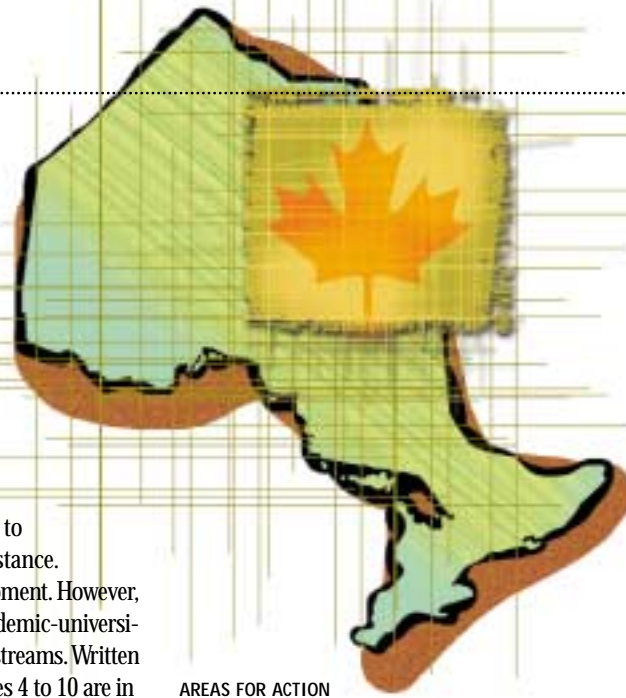
The last brochure published by the ministry to provide information on FSL programs was published in the early 1980s. Little funding is available for extracurricular activities.

Provincial grants to boards are made public, as are guidelines for new curriculum. There is no system for tracking the use of funds to support FSL once they are received by school boards.

The Ontario Institute for Studies in Education and the University of Ottawa are the mainstays of FSL research. FSL research by or in boards has not been funded for many years.

AREAS OF STRENGTH

- Mandatory core French
- FSL curriculum documents
- Specific time requirements for core, extended, and immersion French
- Written expectations for language achievement for core French and grades 9 and 10 immersion
- Provincial funding to encourage FSL programs
- Grants to colleges and universities to meet costs of providing FSL courses
- FSL research done by Ontario Institute for Studies in Education
- Availability of FSL teacher education at colleges and universities
- Regular assessment of student skills
- Certification required for all FSL teachers



AREAS FOR ACTION

- Mandate the transportation of all students to programs of choice
- Investigate and address the decline of high-school-level FSL enrolment
- Increase FSL enrolment
- Grant provincial French-immersion certificates
- Publish and disseminate information on FSL programs
- Develop electronic FSL programs for high school students not in the academic stream

The CPF Branch executive discussion is a capsule summary of the challenges that each CPF Branch sees for its province or territory in moving toward full support for French-second-language learning.

CPF BRANCH EXECUTIVE DISCUSSION—CHALLENGES FOR ONTARIO

- No mandate for French-immersion programs or early core French
- Lack of supports (including funding, curriculums, consultants and resource teachers, extracurricular activities, promotion and professional development)
- Lack of adequate textbooks and resources
- Shortage of qualified FSL teachers and insufficient teacher education
- Funding cutbacks by federal and provincial governments and poor accountability for FSL funds
- Inadequate transportation to French-immersion schools
- Amalgamation of boards in Ontario and lack of standardization of programs
- Declining enrolment in FSL programs and attrition at secondary level
- Large class sizes and split grades
- Poor attitudes toward FSL on the part of some parents, students, boards, communities and media, and lack of recognition for achievement

TABLE 11.
ONTARIO FSL ENROLMENT

YEAR	CORE FRENCH	IMMERSION
1993-94	997,646	154,996
1994-95	1,002,604	156,005
1995-96	1,015,777	157,993
1996-97	1,021,078	158,269
1997-98	701,147	159,911
1998-99	707,786	155,178

NOTE. Figures from the annual reports of the Commissioner of Official Languages which are based on data from Statistics Canada and the Council of Ministers of Education, Canada.

HOW FRENCH- SECOND- LANGUAGE Programs Are Marginalized



LACK OF VISION

FSL programs have evolved extensively over the years in response to parental expectations. Widespread dissatisfaction with the limited French proficiency levels of past generations forced school districts to institute elementary core French and immersion programs, starting over 30 years ago. That this grassroots vision of parents has succeeded at all, even on a small scale, is owing to their perseverance and determination, as well as to the efforts, goodwill, and skill of some dedicated professionals at the district and school level. However, governments have been and still appear reluctant to endorse and promote this vision despite its undeniably recognized universal value.

If governments have clear expectations with respect to FSL proficiency of secondary school graduates it isn't apparent. First, French as a second language is not compulsory after Grade 9 in Ontario, yet students who receive only 720 hours of instruction are far from being functionally bilingual. Second, no high school French course is required for general admission to any university in Canada. Third, high school students in Canada are not required to meet any senior-level standard of proficiency in French except in Quebec and New Brunswick.

More than a decade ago it was clear that unless faculties of education expanded their French teacher-training programs there would be a shortage of qualified teachers. Today we have a shortage of qualified teachers, a consequence of government shortsightedness toward providing the required funding, that has had an impact on the quality of FSL programs and has put the programs themselves at risk.

FISCAL AND ADMINISTRATIVE PRACTICES

Local government has also shown indifference toward FSL programs, in funding, for example. For more than 30 years the provinces have received special federal government grants that ministries of education channel to boards of education to support minority and second-language programs. The Ontario Ministry of Education and Training, for example, does not hold school boards accountable for the use of FSL grants, although it does hold them accountable for French minority grants. As a result, school boards routinely fold millions of dollars of supplementary FSL funding into general revenues, where these funds get lost in the budget mix and are impossible to track.

The flow of FSL grants from government to schools and support to schools is definitely not transparent. Moreover, there is reason to suspect, in some cases at least, that boards spend substantially less on the delivery of FSL programs than they receive in supplementary FSL grants.

Lack of support for FSL is also evident in the elimination of system-wide curriculum and consultative support staff, though boards still receive FSL grants. Bilingualism is accorded little value in the selection process for immersion school principals.

SCHOOL REFORM

The implementation of educational reforms in the classroom can sometimes prove detrimental to FSL programs. Instructional time in French is key in determining achievement outcomes. In accommodating provincially or locally mandated reforms, instructional time frames may be reduced without any concern for the negative repercussions on either program integrity or learning outcomes. Eliminating early immersion in favour of a later entry point can undermine the universality of the program and the learning outcomes. In Ontario, for example, some boards have opted to cut all core French programs before

Grade 4 because the education ministry has eliminated FSL funding from kindergarten to Grade 3.

Fiscal reform and funding restraints force local authorities to embark on program cuts and school closings, which lead to program consolidation. Transportation cuts, along with program consolidation, reduce accessibility to optional programs such as French immersion. With reduced access, enrolment drops and program erosion occurs. Immersion programs are especially vulnerable to cuts in funding.

PROGRAM PROMOTION

Misconceptions about French immersion still abound. Parents who have experienced French immersion as students are able to make an informed choice. Others require information before they can make the best decision for their children. Action needs to be taken to counteract the myths that have become ingrained in the minds of many. Although multiple studies attest to the success of immersion, research findings are not commonly part of the public consciousness. Young parents are not always well served by district and school authorities who are often reluctant to make information available to them, perhaps because better dissemination of information will increase demand for intensive FSL programs. Yet the linguistic duality of our country ought to dictate that access to intensive FSL programs such as immersion should be a right rather than a privilege accessible to only a minority of Canadian children. Governments need to promote second-language education actively, for the benefit of individuals and the country as a whole.

PAUL CARON

Retired coordinator and head of FSL programs,
Carleton Board of Education,
Orleans, Ontario

The State of FSL in PRINCE EDWARD ISLAND

CURRENT SITUATION

In Prince Edward Island, FSL enrolments are tracked and have been found to be fairly stable, but the limited number of FSL courses in high school could lead to few students taking FSL courses. Late immersion is a popular option on the Island. A recent policy decision was made in one district to remove any limits on late-immersion entries. Core French is mandated from Grade 4 to Grade 9 only.

Provision of transportation is a district responsibility. Transportation is provided, where possible, and at no charge. Where possible, French immersion is offered in rural areas. However, there is a disparity between urban and rural accessibility to FSL programs.

Guidelines for core French and French immersion, along with curriculum documents, have been developed. The findings of current research have influenced the development of support documents. Provincial policies govern entry points, the start of English language arts, and the amount of time to be devoted to French instruction. There is no monitoring of the actual hours of French instruction carried out in FSL programs.

Cross-curricular integration is recommended in immersion, but no information was obtained on the recommended approach to core French. The expectations for core French and French immersion go beyond first-language acquisition. Extracurricular activities are funded, publicized, and organized by the province. Some student bursaries for exchanges are available.

The University of Prince Edward Island provides a small number of courses related to FSL, but enrolment data were not available. The procedures for assessing teacher qualifications are unclear. There is some assessment carried out by the districts, but there are no policies describing the skills and skill levels required of FSL teachers. The province provides teacher education for practising teachers in both core and immersion programs.

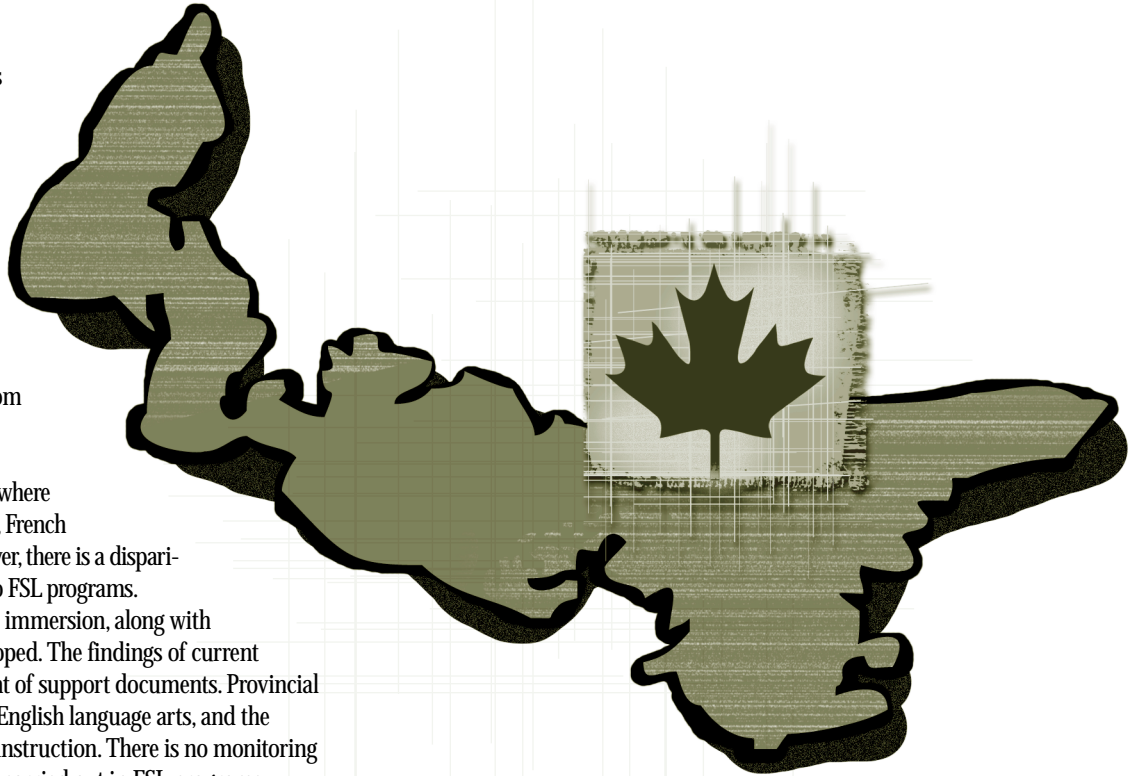
Innovations in FSL delivery, formal assessment of student achievement in FSL, and tracking of student attitudes and motivation are not in evidence.

No reference was found to parental involvement in policy decisions.

FSL funds remain with the Department of Education, presumably because, in Prince Edward Island, the province is responsible for curriculum. The effect, however, is that no per pupil funding for FSL flows to the school districts directly. The extent to which funding is transparent is open to question.

AREAS OF STRENGTH

- Some immersion programs in rural areas
- Written guidelines and provincial policies
- Development of curriculum for FSL programs
- Number of hours of French instruction set out in documents
- Established entry points and consistent start dates for English language arts
- Provincial immersion diploma



AREAS FOR ACTION

- Define the qualifications for FSL teachers
- Increase teacher-education opportunities
- Involve parents in policy decisions
- Provide funds per FSL pupil to school districts
- Convey FSL research findings to school districts

The CPF Branch executive discussion is a capsule summary of the challenges that each CPF Branch sees for its province or territory in moving toward full support for French-second-language learning.

CPF BRANCH EXECUTIVE DISCUSSION—CHALLENGES FOR PRINCE EDWARD ISLAND

- Maintaining a corps of French-immersion teachers combining specialist language qualifications and the highest pedagogical certification
- Certification of French-immersion graduates
- A greater variety of course choices for French-immersion students, clearly advertised and protected against computer-timetabling exclusions

TABLE 12.

PRINCE EDWARD ISLAND FSL ENROLMENT

YEAR	CORE FRENCH	IMMERSION
1993–94	12,053	3,751
1994–95	12,052	3,711
1995–96	11,298	3,752
1996–97	11,298	3,758
1997–98	10,974	3,714
1998–99	10,910	3,209

NOTE. Figures from the annual reports of the Commissioner of Official Languages which are based on data from Statistics Canada and the Council of Ministers of Education, Canada.



A Core of Understanding

I grew up speaking English, and hearing many other languages—Vietnamese, Tamil, Italian, Polish—in the playground, on the bus, or shopping for groceries. But until one day in Grade 4, I never imagined that I could speak another language, too.

That magical day in Grade 4, a mysterious teacher swept into the classroom. She said *bonjour*, and we giggled it back. She handed out *cahiers* instead of humdrum workbooks; they were blank but full of possibilities. And starting then and there, we began to rename the world.

We found ourselves seated in *chaises* at our *pupitres*—and that plain fact became something to remember. Before our very eyes, our pencils transformed into *crayons*. As these experiences multiplied, I realized that the sounds of the languages I had heard all my life meant a lot more to people than I had ever imagined. Because suddenly, I was making those sounds, and they began to mean something to me, too.

I could not care as passionately as I do today about my first language if my eyes, ears, and mouth had not been opened in that core French classroom. My fascination with the origins of words arose when I realized that crayons and *crayons*, like much of English and French, share a common history. My grasp of English grammar is wholly translated from what we learned in French. And my sense of a mystery in the link between words and things was intensified by language study, intensifying in turn my love of literature.

Yet my exposure to French was all but accidental. Growing up in a neighbourhood suffused in the Canadian ideal of multiculturalism did not mean I ever heard a word about the value of learning languages. The only reason another language became part of my life at all was because core French was compulsory to Grade 9—and by then I was hooked.

But I was also disillusioned. At the end of Grade 9, after 6 years—almost half my life—of working through *cahiers*, I could hold only the wobbliest conversation in French, and that with only the most patient of people. And since I had never had the chance, or felt the need, to use French in real life, I did not know how limited my linguistic skills really were.

In high school, the French classroom felt like a game, an arena with rules outside which the game was never played. I never considered the language could actually be *useful*. What a sad surprise it was to learn, a little later, the number of summer jobs I could not hope to obtain because of my inadequate mastery of one of Canada's official languages.

But the worst flaw in my French was my embarrassment whenever I tried to use it. Although I grew up surrounded by those for whom English was a second or third language, whose grammar did not come out of a textbook, I could not get used to making mistakes or to improvising in French. I was convinced that all genuine French speakers would be insulted by my abuse of their language. Now I wonder how much of this self-consciousness flowed from the way core French was taught. Could a core French student like me ever gain the ease in using the language that I see in friends who went through immersion?

Core French is a good name for the program. I know that in me there is a core of understanding of the complex thing called French. I know this mostly because when I finally had the chance, and felt the need, to speak French in real life—while traveling through Western Europe—I could do so. I could say anything I needed to say, and also learn along the way. Most remarkable of all, I could communicate with and learn from those who, like me, were working through French as a second or third language. Someone would start a sentence and someone else would finish it, and maybe it wasn't precisely what we meant, but a core of meaning made its way through. That's when core French became most meaningful to me.

At some point in my school career, I stopped believing I could ever be bilingual. But now that I'm working and living in a fully bilingual milieu, I realize that "being bilingual" is at least partly a state of mind. I've laid aside my old textbooks and *cahiers* and picked up some French *poésie*. I've stopped jumping like a jackrabbit every time I'm addressed as *Mademoiselle*; sometimes, on impulse, I'll even start a conversation in French. I can't always finish it—but at least I've started something, the way that mysterious teacher did for me one day in Grade 4.

LEAH KNIGHT
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Queen's University, Kingston, Ontario

The State of FSL in QUEBEC

CURRENT SITUATION

FSL instruction is compulsory from kindergarten through CEGEP (Collège d'enseignement général et professionnel, Quebec's postsecondary preuniversity institution). Most anglophone parents choose core French or French immersion, offered by English boards of education. Other parents choose, instead, to place their children in French-first-language schools. New Canadians are required by law to send their children to French-first-language schools.

Overall enrolment, including FSL, is monitored, studied, and explained in the ministry of education's *Bulletin statistique*. The newly amalgamated school boards are in the process of rationalizing and harmonizing the various immersion programs offered in their predecessor boards.

Action is being taken to address the concerns of small, rural areas through a special study, an advisory committee, and some extra funding. Technology projects, distance-education pilot programs, and varying the intensity of FSL instruction are among the innovations being studied.

Ministry documents do not appear to emphasize FSL instruction, and the requirement for only one hour per week of French in core programs is a concern. School boards, however, routinely offer FSL programs that far exceed the ministry minimum-time requirement. Frequently core French is integrated with physical education or visual arts. It is not clear whether French immersion is officially recognized by the ministry, although a curriculum guideline for French immersion has been prepared in draft form and should be implemented soon. A large number of entry points and program formats lead to a lack of cohesion in immersion programs and make the creation of meaningful curriculum exceedingly difficult. Immersion students appear to join the French-first-language program in high school.

Provincial French proficiency assessments, both oral and written, are compulsory at Grade 11 (called *secondaire 5* in French). Immersion students appear to follow a French-language-arts program in high school similar to the one for French-first-language students in francophone schools, and they are permitted to take the written version of the provincial French-first-language exam, although they are still required to take the provincial FSL assessments. Descriptions of levels for core French and for French immersion are reported to be in preparation. Student attitudes and motivations are not monitored.

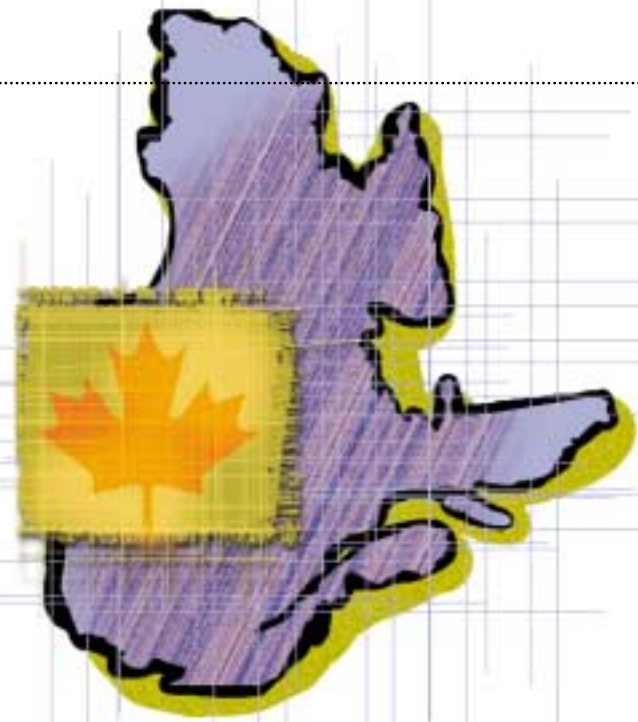
It is not clear whether teacher-education programs in the provinces are meeting the need for qualified FSL teachers. School boards set their own policies and hire their own teachers.

The flow and amount of funding are not transparent. FSL funding to boards of education is not identified as such. Funding appears to be included in the general grants from the Ministry of Education of Quebec. Monitoring would not be possible in these circumstances. Some ministry funding is allocated for professional development of FSL teachers in the areas of curriculum development and implementation.

The ministry funds research. Task forces and studies are used to explore educational issues. The connection among research findings, the setting of policies, and the development of programs is not clear in the materials gathered for this report.

AREAS OF STRENGTH

- Tradition of innovation in FSL programs, for example, FSL program models, the intensity of language use, and the use of technology
- Consideration of extending FSL to small, rural areas
- FSL mandated from Grade 1 to CEGEP (postsecondary)
- Achievement monitored
- Courses in French available at postsecondary level
- Integrated approach to curriculum recommended



- Promotion of parental involvement, in accordance with the Education Act
- Dissemination of information to parents
- Responsiveness to parental requests for increased time allotments by offering more intensive core and immersion programs
- Funding of research

AREAS FOR ACTION

- Increase the minimum time for core programs
- Move quickly to make immersion accessible in small and remote areas
- Make entry points and program formats consistent throughout Quebec
- Emphasize FSL opportunities in official documents
- Make the flow of funding transparent
- Demonstrate that policies are informed by research

Branch challenges were submitted by the CPF Branch in each province and encapsulate their concerns about the supports for FSL learning in their respective provinces. Because the CPF Branch in Quebec is in the process of being revitalized, there are no Branch challenges outlined for Quebec at this time. As the CPF Branch becomes fully functional, they will submit challenges for the future reports.

TABLE 13.
QUEBEC FSL ENROLMENT

YEAR	IMMERSION
1993–94	34,179
1994–95	35,323
1995–96	34,166
1996–97	35,105
1997–98	38,875
1998–99	37,384

NOTE. Figures from the annual reports of the Commissioner of Official Languages which are based on data from Statistics Canada and the Council of Ministers of Education, Canada. Core French figures not available.



Being Bilingual

Bonjour mesdames et monsieurs. Je m'appelle Heather Roxborough. Je suis étudiante en 11^{ème} année à FHS. Depuis 8 années je suis les cours d'immersion française. Ça me fait grand plaisir de vous adresser aujourd'hui parce que pour moi, être bilingue, c'est très important et les langues sont quelque chose que j'aime beaucoup.

What I remember the most about learning French is that it was fun. It involved a lot of singing and a lot of games. For most students this approach worked very well. The teacher that I remember the most from grades 1 to 3 is Mme. Beaulieu. Even though she taught me 8 or 9 years ago one thing she said to her students, which is very relevant to the subject of bilingualism, still stays with me today. She said that she wanted us to continue to learn French and not to toss it away. She said that if one day 4 or 5 years down the road she happened to run into one of her French students, greeting them in French, and that student looked at her funny and answered her in English it would be very disappointing to her. *Moi, je suis fière de savoir si jamais je revois Mme. Beaulieu au magasin je pourrai lui parler en français.*

I believe that the first year of immersion is a critical year for a child when learning a new language. It sets the foundation for the child's experience in learning a new language and it is crucial that the child's first introduction to French be a positive one. In my opinion, it is very important to have a teacher with the appropriate personality and teaching style to introduce a child to a new language. Mme. Robichaud excelled in teaching a first-year immersion class. She taught us without the students' realizing we were being taught and evaluated us without our realizing we were being evaluated.

À FHS j'ai continué mon apprentissage du français. Aujourd'hui je suis le cours de français 111 et je l'aime beaucoup. C'est un bon défi pour moi et je sais que le niveau de français avancé qui est présenté dans ce cours enseigné par Mme. Roy a déjà amélioré la qualité de mon français. Je suis très heureuse que maintenant j'ai l'occasion de suivre un cours comme celui-ci.

Also I take singing lessons. I sing songs in all different languages, English, French, German, Italian, and Latin. My French education has been a great asset to me in learning songs in new languages. Not only do I have the ability to pronounce different vowel and consonant sounds with ease but I feel having been introduced to a second language makes me feel much more comfortable in understanding and communicating other languages through my music. I am very interested in languages. I would like to someday learn to speak another language and my introduction to French will certainly help me to do so.

Un autre slogan que je veux vous raconter est simplement "Le français, c'est une ouverture au monde." In so many ways this is true, for French and for any language, et d'après mes expériences c'est vrai pour moi aussi.

From a speech made in Fredericton, New Brunswick, in November 1999

HEATHER ROXBOROUGH
Student, Fredericton High School (FHS)

The State of FSL in SASKATCHEWAN

CURRENT SITUATION

French is not mandatory at any level. Saskatchewan has no policies regarding the levying of extra fees for transportation to FSL programs, and the province provides transportation funding to school districts.

The Education Act guarantees French-immersion programs if there is sufficient demand. Enrolment is tracked and studied in French immersion, less so for core French where tracking has not been comprehensive. Changes to enrolment have not been studied and explained, except for one study in Saskatoon. There is a concern regarding the lack of access to FSL in rural areas.

There are provincial guidelines for entry points to FSL programs and for the amount of time devoted to French instruction in the programs. An integrated approach to FSL programming is recommended for immersion; that is, students learn in French rather than about French.

The ministry is open to new initiatives in FSL such as distance learning and intensive core French. Written expectations have been developed for both immersion and core French programs. Achievement of outcomes is tracked by assessing samples of work of some students.

There is no uniform time when English language arts start, and the decision can vary from board to board. By policy, though, English language arts must start no later than Grade 3. Schools have the option to provide bilingual certificates for students who have done 50% of their high school courses in French. A paucity of FSL courses at the high school level is noted.

There is a reported shortage of qualified full-time teachers and substitute, or supply, teachers. No information was obtained regarding policies on teacher-education requirements for FSL programs. Two universities prepare FSL teachers, although only the University of Regina provides a specific program for French-immersion graduates. As well, some FSL courses and distance education in FSL are available. A limited number of bursaries is provided for teachers and students.

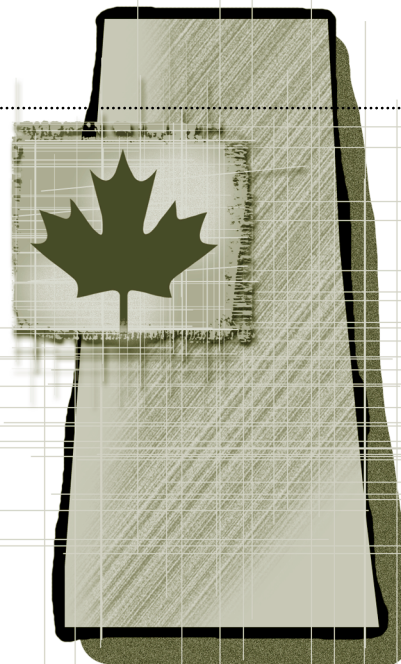
Provincial regulations provide for parents to participate in decision making through advisory councils in boards with immersion programs. Provincial guidelines are available for parents.

A funding formula is used to allocate funds to boards on a per pupil basis. Information on per capita grants is released to the media, and the provincial regulations contain provisions for board administrators to report to their trustees and immersion-program advisory councils how these supplementary funds are used. Most boards, however, do not account for the funds separately, leading to uncertainty about how funds are actually used in most school districts.

No evidence was found that policies and practices are consistently built with research findings in mind, and no current research is reported in Saskatchewan.

AREAS OF STRENGTH

- Education Act guarantee of French immersion
- Transportation funding
- Distance-education project to bring FSL to rural and remote areas
- Tracking of French-immersion enrolment
- Guidelines for entry points and time in French
- Integrated approach to curriculum and use of technology encouraged
- Preparation of FSL teachers available in two universities
- Innovative programs initiated and studied
- Achievement and outcomes monitored
- Openness of funding formula and per pupil allocation
- *Learning Immersion: The Multiple Worlds of French Immersion Students*, Nancy Child, University of Regina



AREAS FOR ACTION

- Take action on the loss of core French students
- Make French compulsory at some grade levels
- Explain FSL enrolment changes. Monitor regularly
- Address changes in enrolment at high school level and in early French immersion
- Develop policy on when to start English language arts in immersion
- Develop policies to ensure a supply of qualified teachers
- Demonstrate the ways in which policies are followed and how they are informed by research

The CPF Branch executive discussion is a capsule summary of the challenges that each CPF Branch sees for its province or territory in moving toward full support for French-second-language learning.

CPF BRANCH EXECUTIVE DISCUSSION—CHALLENGES FOR SASKATCHEWAN

- Lack of appropriate materials
- Lack of qualified, high quality teachers
- Lack of bilingual support staff, for example, librarians, secretaries, or even school administrators
- Lack of accountability for use of funds
- Inadequacy of supplementary funding to cover the extra costs of French-immersion programs
- Lack of sufficient access to FSL programs
- Difficulty in obtaining sufficient courses at the high school level
- Penalization of immersion students at the postsecondary level
- Noncompulsory nature of FSL
- Lack of support for kindergarten

TABLE 14.

SASKATCHEWAN FSL ENROLMENT

YEAR	CORE FRENCH	IMMERSION
1993–94	109,274	12,762
1994–95	110,021	11,026
1995–96	98,489	10,937
1996–97	94,671	10,338
1997–98	88,937	9,962
1998–99	88,542	9,400

NOTE. Figures from the annual reports of the Commissioner of Official Languages which are based on data from Statistics Canada and the Council of Ministers of Education, Canada.

HOW ELITISM Happens



One frigid winter morning in a low-income area of the Prairies I was interviewing a group of articulate, mainly aboriginal, students about what they liked, what they didn't like, and what alterations they'd like to see in their school programs.

One of the students looked at two others and said, "What's the name of that school we used to be in? You know, the one where we spoke French." "French immersion?" I offered. As details emerged I learned that the three students, all boys, moved around a lot and at one point all three had wound up together in a French-immersion school. They took the French as just one of the peculiarities of that particular school and enjoyed learning another language. They even used it outside school. That was in contrast to the frequent finding in research that students in immersion programs do not use French outside the school setting. The students enjoyed the fact that the other students hadn't mastered French either and believed that made them "sort of equal." They believed that French was a part of real life in the way that science and computers were. "You know, some people speak French," they told me. "And we could use it if we ever went away and met someone who spoke it."

They didn't continue with French because they moved and the next school didn't have the program. I asked why they didn't go to the immersion program in their school system, and the response was that they didn't think there was one. Then realizing that my question implied there was one, they asked me, "Is there one?" I answered honestly but cautiously because I knew that immersion programs generally did not accept students who hadn't been enrolled in immersion continuously. These students, who had enjoyed learning French, who were determined to make their way in life, and who came from families living on very low incomes, had

stumbled on an experience that made them enthusiastic and made them feel part of the in-group.

I had encountered those feelings before, in an eastern province where middle and senior high school students, some from low-income families, had explained their immersion programs to me in writing and in great detail. They had mastered the details of how the program worked, were involved in a real-life experience, were part of the in-group. They knew the words, they spoke the language, and this, they felt, was their ticket to employment. Some would stay and use their second language in the tourism industry, where 50% of businesses needed bilingual staff. Others would venture forth to other locales, the number of which was enlarged because they spoke French.

Immersion has been called elitist because the children from middle and high socioeconomic strata are believed to predominate in the program. My observations around Ottawa, where 50% of the students entered early immersion, and around Charlottetown, where a large percentage of students entered late immersion, lead me to believe that immersion can serve students living in low-income families. There is no need for some students to miss out on the immersion experience. School districts must remove policies, practices, and beliefs that make it unlikely that students living in poverty will have access to the immersion experience.

One belief that prevents students living in poverty from enrolment in immersion is that these students need all the time that can be had to learn English. Yet we know that learning one language can support learning a second language simultaneously.

In some programs, as already mentioned, students who've missed a grade are not allowed to go back into immersion. Students living in poverty often move around a lot. Yet what an important lesson students living in poverty could learn by

catching up in immersion.

Immersion programs are not always located in poor neighbourhoods, where they can be accessed by the students living there. Poor people are not usually able to drive their children across town to another school.

Many school districts try not to promote one program over another. But for families living on low incomes who might move often, how are parents to know what services are available for their children if they are not advertised?

Another problem area is the steering of students away from immersion. The purpose of screening programs is laudable. It is to identify special needs of students so that they can be addressed. However, an unwanted and sometimes unanticipated outcome is that students living in poverty often wind up being segregated from better-off students. There is a large body of research showing that students living in poverty do better in mixed environments and that there is no detriment to the students from higher socioeconomic backgrounds. Screening tests specifically for judging which students will do well in second-language settings must be viewed with skepticism, for often the criteria relate more to tractability than to actual language learning. Even the assumption that students slow to develop auditory skills will be hindered by being in immersion is just that, an assumption, not an empirically supported finding.

My encounters with students have led me to believe that for students living in poverty learning another language, whether presented in an immersion or daily-lesson setting, could be an opportunity for engagement in real life which they so value and an opportunity to see themselves as successful.

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Osgoode, Ontario

The State of FSL in YUKON TERRITORY

CURRENT SITUATION

In the Yukon Territory, a second language is not compulsory at any level. A board may choose to offer FSL or one of the aboriginal languages.

Little information was made available at the time of the preparation of the report. It is known that three staff of the Department of Education provide support for FSL and French-first-language programs: a teaching consultant, a librarian, and a coordinator. By practice, some members of the administration in a French-immersion school must be fluent in English and French.

A French-immersion advisory committee can make recommendations to the Department of Education. Recently, the department approved a committee recommendation that French culture be evident and celebrated in French-immersion schools.

The British Columbia curriculum is used as a basis of instruction and territory-wide testing is conducted.

In 1998 a pilot project on FSL took place in eight schools.

CPF is endeavouring to gather more information from the Department of Education for future reports.

AREAS OF STRENGTH

- Following BC curriculum
- Territory-wide assessment, including FSL skills
- Three central staff to support French programs
- French-immersion advisory committee
- Cultural emphasis included in FSL programs
- Professional-development bursaries available for teachers
- Recognition of graduates of FSL programs is approved by the Department of Education.

AREAS FOR ACTION

- Follow up on 1998 eight-school pilot project on FSL
- Investigate the decrease in enrolment of eligible students enrolled in FSL between 1993 and 1998
- Include second-language learning as part of the main curriculum
- Establish accountability mechanisms
- Strengthen the role of FSL, in light of Canada's linguistic duality
- Develop policies regarding FSL and implement them

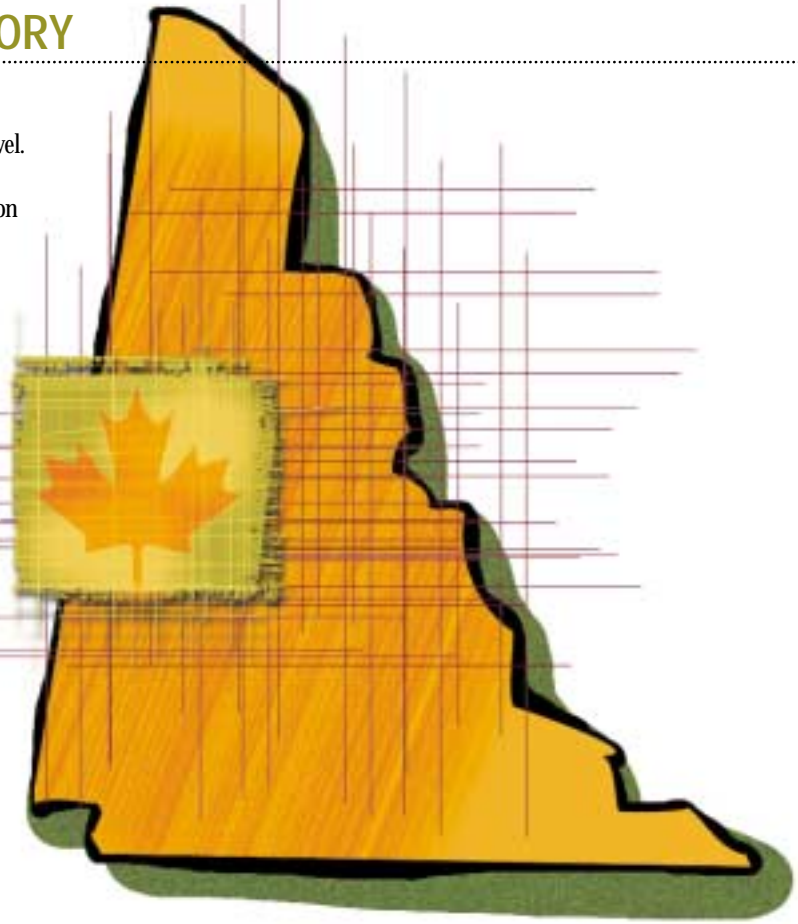


TABLE 15.

YUKON TERRITORY FSL ENROLMENT

YEAR	CORE FRENCH	IMMERSION
1993-94	3,694	439
1994-95	3,705	437
1995-96	3,610	448
1996-97	3,747	450
1997-98	3,596	441
1998-99	3,468	409

NOTE. Figures from the annual reports of the Commissioner of Official Languages which are based on data from Statistics Canada and the Council of Ministers of Education, Canada.

S U M M A R Y

The findings regarding each province and territory, including the opinions of the CPF Branch executive, match the national assessment very well. There appears to be a high degree of consistency of issues across provinces and territories. Areas for Action

are given for each province and territory in this chapter. It is clear, however, that there are recurrent themes in these suggestions. These general Areas for Action are listed in the Executive Summary.

SCHOOLS AND SCHOOL DISTRICTS: WORK IN PROGRESS

This section of the report is very much a work in progress. The plan is to focus on schools and school districts in next year's report by further refining the criteria below and using them to assist school districts and schools in self-evaluating their support to FSL programs. The support descriptions and criteria are based on the research literature, the input of the working group, and focus groups held in Nova Scotia with students, teachers, administrators, and school board members.

See the chapter on **Methodology** for a detailed description of how the support descriptions and criteria have been developed.

SCHOOL AND SCHOOL DISTRICT SUPPORT DESCRIPTION: HOW IT SHOULD BE

FSL programs are free and open to all students. They are available and accessible to all regardless of where students live. Students with learning disabilities or difficulties are not excluded from a program, nor are they encouraged to switch out of the program. Remedial assistance is available, as needed, to assist learners who are experiencing or are at risk of experiencing difficulties. Gifted programming is provided within FSL programs. The English program does not bear the sole responsibility for programming for special-needs students. Policies, practices, and expectations ensure that students who begin FSL programs are supported so that they are able to remain in their chosen program. All FSL programs are promoted in district registration literature and advertisements. Information meetings are held on a yearly basis in each area of school districts, and FSL program-information materials are readily available to parents.

Schools and districts have research-based policies on FSL. Such policies include innovating, integrating language and content, and interacting with the English program. New approaches are evaluated to see whether they achieve their aim.

French is considered an integral part of the main curriculum. All designated federal contributions are used specifically for FSL programs. FSL programs are stable. The percentage of class time in French is in keeping with the expectations for each grade. French outcomes are assessed regularly and research regarding FSL issues is carried out. Provincial guidelines for FSL programs reach teachers, parents, and school board members. Parents are informed and involved in decision making about FSL programs. Parents support FSL programs and are supported in their participation.

District managers are responsible for ensuring the accountability and quality of FSL programs. The costs, enrolments, and quality of programs are monitored. Program integrity is ensured. The regular program is not reserved for students transferring from FSL programs, nor is FSL seen as a substitute for gifted programs. Provision is made for certificates to mark achievement in FSL.

The success of FSL programs is understood to depend in large part on the competence of the teachers who deliver the programs. Decision makers such as superintendents, directors, and board members are both knowledgeable about and supportive of FSL programs. School principals take leadership within their own schools to promote and support FSL learning on the basis of solid knowledge of FSL programs and issues. Decision makers use a competence profile (which includes requirements for French proficiency) for hiring qualified teachers. An adequate pool of substitute, or supply, teachers exists, and professional development is available and accessible to all FSL teachers.

The learning environment supports quality FSL programming through a school culture that recognizes and values FSL learning and incorporates the use of French as a living language within the school. French resources and activities that support and enhance the curriculum and encourage positive attitudes are available. There are complete library collections in French. Parents are welcomed and included as resources to FSL programs. The learning environment is marked by positive student and parent motivation.



SCHOOL AND SCHOOL DISTRICT CRITERIA FOR QUALITY FSL PROGRAMS

ENROLMENT

- FSL programs are available to all students
- FSL options are promoted
- Remedial assistance is available for FSL students
- Students with learning disabilities or difficulties are not discouraged from FSL programs
- Programming within FSL programs is provided for gifted students

QUALITY

- FSL policies exist
- FSL policies are informed by research
- In FSL programs, which are assessed to see if they are achieving their aims, there are experiments and innovation
- FSL curriculum includes an integrated approach
- Research findings are incorporated into FSL curriculum approaches
- FSL high school programs exist, are of high quality, and provide a rich variety of choice
- The FSL programs and the English programs interact
- French classroom resources and learning materials are available
- French library resources are sufficient to meet the students' needs
- Use of the Internet is included in FSL lessons
- Extracurricular activities in French are available and encouraged
- The school culture supports the use of French
- Teachers are available for FSL assignments
- Substitute, or supply, teachers are available
- Incumbent teachers are competent in French
- A competence profile is used in hiring new teachers

- Professional development for FSL teachers is provided
- Principals are knowledgeable about FSL
- Decision makers are knowledgeable about and supportive of FSL
- Parents are knowledgeable about FSL programs
- Parents are supported in their choice to enrol their children in FSL programs
- French is treated as an integral part of the main curriculum
- Research regarding FSL issues is carried out, and the results are reported in the district and to interested parties across Canada

ACCOUNTABILITY

- Parents are involved in supporting, and decision making about, FSL programs
- FSL outcomes are assessed regularly, and action is taken as necessary
- The percentage of class time in French is monitored to ensure that students are receiving the expected amount of French instruction
- The points of entry and types of FSL programs provided are stable from year to year
- Provincial guidelines for FSL programs reach teachers, parents, and decision makers
- All designated federal contributions are used specifically for FSL programs

These criteria and the support description will form the basis of self-assessments by school districts and schools of how well they support FSL programs. By using the assessment tool that will be developed, school and school district decision makers will be able to assess how well they are supporting FSL programs and what needs to be done to strengthen support.

C O N C L U S I O N

The many national and provincial organizations that are part of the FSL system deserve praise for their accomplishments and their longstanding support of core French and French-immersion programs in Canada. Much progress has been made, over 35 years, in ensuring that students have the opportunity to learn both official languages.

The assessments of the support for FSL programs made at the national and provincial levels point the way to future consolidation of action that will advance the state of FSL. The national, provincial, and territorial Areas for Action are explained at the end of the section Executive Summary and Conclusions on page V. 🐾

TO ERR is Human



Everyone knows that making errors is a natural part of learning. Nonetheless, we have a tendency to talk about errors in second-language learning as if they should never occur, and of the correction of those errors as if it were a simple process requiring only that the teacher, or some other knowledgeable person, indicate the problem to the learner, for the correct form to replace the incorrect one magically. Yet, error correction is a much more complex phenomenon.

WHAT CAUSES ERRORS?

There are many different reasons why errors occur. As indicated elsewhere, errors are related to the developmental process of learning a second language; they indicate at what stage the learner is in progressing toward the ability to use a second language with both fluency and accuracy. Some errors are caused by lack of knowledge; that is, the student has not yet learned the appropriate forms in the second language. Other errors are caused because there is interference between the first and second languages, still others because the student is making incorrect generalizations or hypotheses about the way the second language works from what students know already. Errors are also made because students have not noticed differences between their use of the second language and correct usage.

WHAT CAN BE DONE TO CORRECT ERRORS?

There are three steps in error correction: surrounding students with many examples of the correct form in real communication (language input), bringing students' attention to the difference between their production and the appropriate form needed (awareness), and encouraging students to use the form in authentic communication (practice). Surrounding the student with many examples of the correct form also helps the student to internalize it. Bringing the correct form to the attention of the student can be done by any interested person, such as a teacher, friend, relative, or classmate. However, there is a long way to go between awareness of the correct form and its use in authentic communication. There are two different forms of knowledge in this process: facts or declarative knowledge, and habits or procedural knowledge. Once the learner is conscious of the correct form, he possesses factual knowledge, which can be demonstrated in the use of the form in exercises or test questions. However, this knowledge must become subconscious, or procedural, before it will appear spontaneously in the oral or written production of the learner. It is only through much practice in authentic communicative situations that factual knowledge can become available subconsciously. Just as we cannot jump into a pool and swim, we

have to practise many kinds of movements before we can swim. Or drive a car.

HOW LONG DOES IT TAKE TO CORRECT ERRORS?

Obviously, it is impossible for the learner to correct all errors at once. There is a sequence in language learning, which means that some errors cannot be corrected until other forms are known. There is also an individual rhythm in language learning, which means that each student is moving at his own pace, a speed which is influenced by both his capacities for language learning and his motivation. Thus, students differ in their readiness to correct specific errors. Furthermore, since the ability to use the correct form in authentic situations is subconscious, even the student does not have complete control over what form he will produce at any point in time. This is why a learner can correct himself when asked to do so—because he is consciously aware of the appropriate form, but it is not yet readily available to him subconsciously when, for example, he is in the middle of a conversation on last night's hockey game. Therefore, error correction is a long, slow process that gradually occurs as a learner becomes more familiar with the second language and uses it extensively. Correction of errors actually will likely continue throughout the time a second language is used. It is very rare for anyone to develop perfect mastery of any language, whether it be first or second.

WHICH ERRORS SHOULD BE CORRECTED?

A teacher has to make a judgment when correcting errors. There will be a certain number of items teachers can correct which are common to all, or nearly all, the students in a classroom because their level of development is similar. However, error correction has to be based on the competence of the learner, rather than on the language forms the teacher has taught. Some students are at a more advanced stage than others in the same classroom. Therefore, the teacher must correct different aspects of the language with each student, as well as be able to correct more items with some students than with others. However, it is the student who must correct the error; the teacher can only bring it to his attention.

WHAT IS FOSSILIZATION OF ERRORS?

The term fossilization refers to the situation that arises when language growth stops completely and the learner continues to use the same incorrect forms of the language. This phenomenon occurs with those who learn enough about a second lan-

guage to be able to use it to satisfy their immediate needs, and do not desire greater proficiency. However, it rarely happens with second-language learners in the school system.

WHY DO WE HEAR ABOUT FOSSILIZATION OF ERRORS?

In the early stages of French-immersion programs it is possible that not enough attention was paid to error correction, and errors were not brought regularly and systematically to the attention of the learners. However, this is no longer the case; teachers are very much aware of the importance of error correction. Another reason we hear about fossilization is because the techniques that teachers use to correct errors, for example, just repeating a sentence including a corrected form, is often not enough to bring the error to the attention of the student. Roy Lyster of McGill University has done much research to help teachers find the most effective techniques for error correction.^{157, 158, 159} Sometimes teachers forget what a long and complicated process language learning is and expect immediate results from students once an error has been explained. And, unfortunately, we have a tendency to emphasize the mistakes we hear rather than to assess the progress that has been made. When students have been evaluated, they have shown steady progress as they advance through the grades even though that progress may at times be overlooked because it touches on so many different aspects of the language, not just the forms that may have been taught in class. A third reason we hear about fossilization is that when students use French with francophones and others outside the classroom they often are complimented on the speed with which they change from using incorrect forms to correct forms. Attention and motivation are much increased in real-life situations.

HOW MUCH ERROR CORRECTION SHOULD OCCUR?

Accuracy is one of the characteristics of language proficiency; fluency is the other. Communicative competence in a language requires a balance between the two. We have learned through research that an approach that emphasizes accuracy reduces the possibility of developing fluency. What is needed is an approach that emphasizes communication but pays attention to accuracy simultaneously within the context of a message. Therefore, error correction should always be an essential and concomitant part of language use in the classroom, but it should not dominate or be the main focus of instruction.

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See also "What's Wrong With Errors?" on page 23.

This report is not intended to be a once-a-year extravaganza that comes out at the start of the school year and then is put away on a shelf somewhere. Rather it's meant to be something that's useful to readers year round. Now, by readers, just whom do I have in mind?

It's my fond hope that this report will encourage politicians of all political persuasions, at both federal and provincial levels, to assess current policies to determine whether they help or hinder Canadian children's acquisition of their second official language. Are the funds allocated for this purpose being used effectively and for the purposes intended? Are the programs that support French-second-language learning actually helping to bring about situations comparable to the national, provincial and territorial support descriptions presented in chapters 2 and 3 of the report? We've reconfirmed through a national public opinion poll that Canadians consider learning both our official languages to be important and valuable. Are the decision-makers who can affect the quality of programs listening?

Public servants at all levels will, I hope, use the report to assess their own administrative practices in a similar manner. The Areas for Action need to be addressed. Where do they fit with current priorities? The big problems identified: actual and growing teacher shortages; the need for more and better individual assistance that will enable French-immersion students encountering difficulties to stay in the program; the need for a totally transparent process of allocation of funds in support of French-second-language learning; the need to evaluate current teaching methods and curricula and to adopt new ones informed by research; all these and more require attention, resources, and action!

Teachers, administrators, and trustees in school systems throughout the land will, I hope, read the report to compare their programs with those in other jurisdictions and to learn, perhaps, from each other's experiences. Areas of Strength are identified in each province and territory. Can they be replicated elsewhere? Are the Areas for Action similar from one province to another or have some jurisdictions succeeded in finding solutions to persistent problems? Are the support systems that are meant to help teachers anything like the support descriptions in the report? If not, why not?

Personnel responsible for educating and training future teachers of French will, I hope, see that their work is valued and supported by parents and students. Postsecondary educators can have a major impact on what actually happens in classrooms across the country. The research references presented in this report point the way to greater understanding of the learning process and more effective outcomes resulting from teachers' efforts.

The report gives members of the public (many more of whom will, I hope, recognize its value and become members of CPF!) an assessment tool with which to evaluate the kind of learning experience their children are having. Is it all that could be desired? If we don't begin to reach for the most positive learning experience now, will we ever? Parents, and grandparents, who remember their own experience in French-second-language learning, will surely want something better for their children and grandchildren. **It can be better, and we can help make it so.**

CPF Branches and Chapters will be working to ensure that this report is widely read, by the various categories of readers identified in the preceding paragraphs. However, a polite read is not enough. Our members will be looking for action to be taken on the issues that affect their children, and we'll be working hard in the months ahead, at national, provincial and community levels, to find ways of encouraging constructive responses to this report.

Finally, I hope this report will succeed in attracting some attention from those employers across Canada who, at a time of ever-increasing globalization, are far-seeing enough to recognize the value to Canadian enterprise of being able to draw upon a bilingual workforce. This report has been produced with support from individual members of CPF, from foundations, corporations, individual donors, and above all with the support of the Department of Canadian Heritage. All these supporters appreciate and value Canada's linguistic duality. **However, the importance to corporations operating in the global marketplace of having access to a pool of young Canadians who have succeeded in learning their second official language and consequently have the confidence and the skills to learn a third or more, is clear.** With this report in hand, CPF will be working in the year ahead to build partnerships with the corporate sector, with a view to enabling a broader range of resources to be brought to bear on the pursuit of excellence in French as a second language by young Canadians.

ROBIN WILSON
Executive Director, Canadian Parents for French



Photo: David Barbour

GLOSSARY

ACADEMIC STREAM: a selection of secondary school courses designed to prepare the graduating student for university entrance

ATTRITION: the rate at which students drop a school program

BASIC FRENCH: *SEE CORE FRENCH*

COMPACT CORE FRENCH: an FSL program that provides students with a concentrated exposure to the regular core French curriculum during a shortened period of time

CORE FRENCH: a program in which French is taught as a subject for one period each day or several periods each week; also called basic French in Manitoba and FSL in Alberta^{6,145}

CURRICULUM: the program of learning developed for students

DIFFERENTIAL FEES: fees charged by some school boards for participation in or transportation to an optional program

DUAL-TRACK: describes a school in which both French immersion and English programs exist⁵

EARLY FRENCH IMMERSION: a French-immersion program with entry point typically in kindergarten or Grade 1

EFI: *SEE EARLY FRENCH IMMERSION*

ENTRY POINT: the designated starting grade or grades of a program

EXTENDED CORE FRENCH: an FSL program designed to provide more exposure to French than in a core French program; French is the language of instruction for one or more subjects (e.g. social studies, physical education) in addition to core French^{5,145}

EXTRACURRICULAR: describes activities outside the classroom, such as summer language camps, which provide additional experience with the target language

FRENCH-FIRST-LANGUAGE: describes any program designed to teach francophone students in French⁶

FRENCH-SECOND-LANGUAGE: any program (core, extended, or immersion) designed to teach French to non-francophone students; in Alberta FSL refers to core French programs⁵

FRENCH IMMERSION: an FSL program in which French is the language of instruction for a significant part of the school day^{6,145}

FSL: *SEE FRENCH-SECOND-LANGUAGE*

IMMERSION: *SEE FRENCH IMMERSION*

INDICATORS: measures of student achievement that allow the drawing of comparisons and the understanding of trends

INTENSIVE FRENCH: a core French program that provides students with a significant increase in instruction in French over a given period, during which the regular curriculum is condensed

LANGUAGE ARTS: a school subject that focuses on listening, reading, writing, speaking, and viewing skills in a given language⁶

LATE FRENCH IMMERSION: a French-immersion program with an entry point in Grade 6 or later

LFI: *SEE LATE FRENCH IMMERSION*

LONGITUDINAL STUDIES: studies in which data are obtained on the same individuals two or more times during a period of time (usually of considerable length, such as several months or years)⁸²

MAIN CURRICULUM: the subject areas that are treated as essential learning; often mandatory school subjects

MFI: *SEE MIDDLE FRENCH IMMERSION*

MIDDLE FRENCH IMMERSION: a French-immersion program with an entry point in Grade 4 or Grade 5

MULTIGRADE CLASS: a class in which students from two or more grade levels learn in the same classroom; also known as a split or combined class

OFFICIAL LANGUAGES IN EDUCATION PROGRAM: a program administered by Canadian Heritage, a department of the federal government, to fund the provinces and territories to assist them in providing official minority-language and second-language education programs

OLEP: *SEE OFFICIAL LANGUAGES IN EDUCATION PROGRAM*

OUTCOMES: descriptions of what students are expected to learn¹⁴⁵

PER PUPIL FUNDING: a means by which to allocate funds for a program by matching a specific dollar amount to the number of students in the program

PILOT COURSE / PROGRAM / PROJECT: a course, program, or project being tried out for possible future introduction in a school system

POLICY 309: the policy of the government of New Brunswick outlining guidelines for FSL learning

PROTOCOL: the terms of agreement reached between the Council of Ministers of Education, Canada (on behalf of the provinces and territories) and the federal government for distribution of OLEP funds

PROVINCIAL AND TERRITORIAL ACTION PLANS: plans written by provinces and territories to explain how OLEP funds will be used in a province or territory

PROVINCIAL OR TERRITORIAL GUIDELINES: descriptions of ways to organize and deliver FSL programs

REGULAR PROGRAM: the English program in contrast to immersion programs

RESOURCE TEACHER: a teacher who provides assistance to students experiencing learning difficulties

RETENTION: in the context of enrolment, the rate at which students continue in a program; in the context of language proficiency, the long-term maintenance of acquired language skills

SECOND-LANGUAGE EDUCATION: instruction in the minority language (English in Quebec, French outside Quebec) for children of the majority-language group

SHELTERED COURSES: postsecondary courses taught in a student's second language which accommodate the student's second-language-learning needs

SPECIAL EDUCATION: programs designed to meet special learning needs of students

SPECIAL NEEDS: individual learning styles of students, including learning difficulties, disabilities, and giftedness, that affect their rate of learning

SPLIT GRADE: *SEE MULTIGRADE CLASS*

TRANSFER RATES: a measurement of student movement between educational programs

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Several research reviews or summaries cover the years to the late 1980s, so this bibliography covers mainly the 1990s. Some writing prior to the late 1980s is included because it was used specifically in creating this report.

Although this bibliography covers a large body of writing, it is not comprehensive. Inevitably in creating a bibliography some writing is missed. CPF would be grateful to have additional references on issues covered in this report brought to its attention.

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INDEX

accountability (V,VI, 5, 10, 11, 15, 18, 20, 28, 34, 36-38)
action plan (V, 6, 7, 18)
Alberta (4, 11, 12, 13, 19, 22, 27, 39)
areas for action (V,VI, 2, 3, 5, 7, 11, 13, 15, 16, 18, 20, 22, 25, 26, 28, 30, 32, 34, 36, 38)
areas of strength (V, 2, 3, 7, 11, 13, 15, 16, 18, 20, 22, 25, 26, 28, 30, 32, 34, 36)
attitudes (6, 9, 10, 13, 18, 28, 30, 32, 37, 54)
attrition (8, 10, 19, 20, 28, 47, 54)
British Columbia (14, 15, 21, 36)
Canadian Association of Immersion Teachers (IV, V, 7)
Canadian Association of Second Language Teachers (IV, V, 7)
Canadian Education Association (IV, V)
certificates (10, 24, 26, 28, 34, 37)
compact core (V, 2)
core French (III, IV, V, 2, 3, 6-9, 12-14, 16, 18-20, 22-32, 34, 36, 38, 39.)
Council of Ministers of Education, Canada (IV, V, VI, 7, 15, 16, 18, 20, 22, 25, 28, 30, 34, 36, 47, 52)
current situation (2, 3, 11, 12, 14, 16, 18, 20, 22, 24, 26, 28, 30, 32, 34, 36)
Department of Canadian Heritage (V, VI, 5, 7, 18, 40)
Department of Citizenship and Immigration (VI, 7)
development of criteria (1, 2, 4)
Education Indicators in Canada (VI, 7)
elitism (18, 19, 35.)
English language arts (3, 30, 34)
English skills (3, 18)
enrolment (V, 2, 4, 5, 7, 9, 10-16, 18, 20, 22, 25, 28, 30, 32, 34, 36, 38)
errors (7, 23, 31, 39)
evaluation (IV, 1-4, 7, 9-12, 16, 18-20, 22, 24, 28, 30, 32, 36, 38)
extracurricular (5, 9, 11, 12, 14, 16, 18, 20, 24, 25, 28, 30, 34, 38, 54)
funding (V, VI, 2, 5, 7, 9, 10, 11, 12, 13, 14, 15, 16, 18, 20, 22, 25, 28, 29, 30, 32, 34, 54)
graduates (III, 6, 8, 11, 13, 16, 18, 24-26, 28-30, 36, 39)
integrated (9, 10, 13, 14, 24, 32, 34, 38, 54)
intensive core (V, 2, 6, 7, 32, 34)
Internet (5, 38, 54)
learning disabilities (4, 9, 10, 12, 13, 37, 38)
linguistic duality (V, VI, 5, 7, 14, 17, 29, 36, 40)
Manitoba (6, 16, 17)
methodology (1, 4, 14, 15, 37)
motivation (8-10, 13, 18, 30, 32, 37, 39, 54)
multigrade (27, 28)
multilingual (11, 15, 27, 39)
national criteria (5, 10)
national support description (5)
national survey (1, 3, 5, 8, 54)
New Brunswick (18, 19, 27, 29, 33)
Newfoundland & Labrador (6, 7, 20, 21, 39)
Northwest Territories (22, 25, 26)
Nova Scotia (2, 24, 25, 37)
Nunavut (26)
Official Languages in Education Program (V, VI, 6, 7, 24)
Ontario (6, 23, 27-29, 31, 35)
postsecondary (VI, 7, 9, 10, 13-15, 17, 18, 28, 32, 34, 39, 40)
Prince Edward Island (6, 19, 27, 30)
Quebec (19, 21, 29, 32, 54)
remedial (37, 38, 40, 54)
retention (8, 54)
Saskatchewan (34)
Society for Educational Visits & Exchanges in Canada (IV, 7)
special education (4, 8, 16, 54)
Statistics Canada (V, VI, 7, 15, 16, 18, 20, 22, 26, 28, 30, 32, 34, 36)
student achievement (VI, 10, 11, 13, 16, 18, 30)
supply of qualified teachers (VI, 8, 10, 11, 12, 13, 15, 16, 20, 23, 24, 25, 28, 29, 34, 37)
teacher education (8, 11, 13, 14, 15, 20, 23, 24, 27-30, 32)
validity (2, 3)
Yukon (6, 36)

CAUTIONARY NOTE

THE FOLLOWING NOTE ON ENROLMENT FIGURES APPLIES TO TABLES 4 TO 27.

Enrolment figures, given in the tables, were adapted from tables in annual reports of the Commissioner of Official Languages; the report French Immersion Comparability Study (1999) of the Council of Ministers of Education, Canada; and the annual reports called Report on French- and English-language Education in Minority Settings and the Teaching of English and French As Second Languages, also published by the Council of Ministers of Education, Canada. These figures should be taken as general indicators of the trends in the provinces and territories. For general or national usage, available enrolment statistics serve well. The figures are often, however, based on preliminary data and on estimates. As well, the extent to which FSL programs vary across the country is not reflected in the data, making provincial and territorial comparisons virtually impossible. Nor is it possible to extract attrition rates from the available data.

TABLE 16.
TOTAL ENROLMENT IN CORE FRENCH IN ELEMENTARY AND HIGH SCHOOL BY PROVINCE AND TERRITORY

ELEMENTARY SCHOOL

YEAR	AB	BC	MB	NB	NF	NS	NT	ON	PE	QC	SK	YT	TOTAL
93-94	85,547	136,791	49,297	33,905	33,176	41,554	2,496	788,843	5,645		60,496	2,969	1,240,719
94-95	87,026	139,197	49,780	33,619	32,061	41,601	2,588	806,533	5,595		60,765	2,969	1,261,734
95-96	79,802	147,192	46,320	33,288	31,054	39,830	1,869	816,767	5,445		55,616	2,731	1,259,914
96-97	81,056	149,812	46,765	33,091	30,504	40,064	1,931	837,796	5,445		55,566	2,788	1,284,818
97-98	75,870	144,385	46,622	30,530	27,204	36,752	1,803	594,317	5,144		51,824	2,313	1,016,764
98-99	76,311	146,093	46,492	30,154	25,900	36,444	1,796	600,811	5,079		51,418	2,187	1,022,685

HIGH SCHOOL

YEAR	AB	BC	MB	NB	NF	NS	NT	ON	PE	QC	SK	YT	TOTAL
93-94	82,856	107,161	36,388	24,601	31,902	46,121	1,503	208,803	6,408		48,778	725	595,246
94-95	84,074	109,336	36,388	24,140	31,082	45,687	1,503	196,071	6,457		49,256	736	584,730
95-96	64,398	101,526	31,245	24,013	28,545	42,350	1,004	199,010	5,853		42,873	879	541,696
96-97	65,909	104,106	31,477	23,747	28,037	42,409	1,013	183,282	5,853		39,105	959	525,897
97-98	59,202	106,830	28,724	19,822	25,988	39,944	1,046	106,830	5,830		37,113	1,283	432,612
98-99	60,293	106,975	28,908	19,531	24,948	39,813	1,060	106,975	5,831		37,124	1,281	432,739

NOTE. See cautionary note regarding the accuracy of data in tables. Quebec data not available.

TABLE 17.
CORE FRENCH ELEMENTARY AND HIGH SCHOOL ENROLMENT AS A PERCENT OF ELIGIBLE STUDENTS

PROVINCE/ TERRITORY	1993-94		1994-95		1995-96		1996-97		1997-98	
	ELEMENTARY %	HIGH SCHOOL %	ELEMENTARY %	HIGH SCHOOL %	ELEMENTARY %	HIGH SCHOOL %	ELEMENTARY %	HIGH SCHOOL %	ELEMENTARY %	HIGH SCHOOL %
AB	32.5%	37.1%	33.5%	35.1%	31.1%	28.0%	31.5%	27.9%	29.4%	24.4%
BC	42.3%	45.8%	42.6%	46.6%	44.0%	44.6%	44.0%	44.3%	36.5%	49.6%
MB	55.3%	44.9%	54.3%	40.9%	51.8%	38.4%	51.8%	36.6%	54.1%	34.8%
NB	84.4%	67.5%	85.6%	69.5%	84.6%	67.7%	87.5%	56.4%	83.6%	62.1%
NF	59.1%	55.8%	60.3%	54.6%	59.9%	53.6%	58.7%	53.8%	57.2%	52.8%
NS	50.9%	63.2%	49.3%	63.4%	49.2%	62.3%	48.4%	61.2%	46.7%	60.5%
NT	25.0%	26.0%	25.0%	23.5%	19.2%	14.0%	17.8%	14.9%	18.0%	15.3%
ON	69.9%	31.5%	69.0%	29.3%	69.2%	28.9%	68.5%	26.9%	62.0%	47.9%
PE	55.0%	63.8%	54.3%	58.9%	53.4%	57.6%	51.8%	56.6%	51.5%	56.2%
QC										
SK	60.6%	58.1%	56.5%	51.8%	56.6%	49.1%	54.9%	44.4%	54.4%	43.0%
YT	75.5%	66.0%	78.1%	45.7%	76.1%	44.4%	76.8%	43.1%	75.6%	46.2%

NOTE. See cautionary note regarding the accuracy of data in tables. Quebec data not available.

TABLE 18.
FRENCH-IMMERSION AND CORE FRENCH ENROLMENT AS A PERCENT OF TOTAL STUDENTS

PROVINCE	YEAR	TOTAL STUDENTS	TOTAL FI	TOTAL ELEMENTARY CORE	TOTAL HIGH SCHOOL CORE	TOTAL CORE	% IN FI	% IN CORE
AB	93-94	517,898	28,307	85,547	82,856	168,403	5.5%	32.5%
	94-95	521,507	28,802	87,026	84,074	171,100	5.5%	32.8%
	95-96	516,191	27,075	79,802	64,398	144,200	5.2%	27.9%
	96-97	523,879	27,347	81,056	65,909	146,965	5.2%	28.1%
	97-98	530,570	26,382	75,870	59,202	135,072	5.0%	25.5%
	98-99	539,620	27,043	76,311	60,293	136,604	5.0%	25.3%
BC	93-94	589,195	29,898	136,791	107,161	243,952	5.1%	41.4%
	94-95	582,778	30,408	139,197	109,336	248,533	5.2%	42.6%
	95-96	594,247	30,065	147,192	101,526	248,718	5.1%	41.9%
	96-97	607,905	29,996	149,812	104,106	253,918	4.9%	41.8%
	97-98	615,522	29,521	144,358	106,830	251,188	4.8%	40.8%
	98-99	621,788	28,928	146,093	106,975	253,068	4.7%	40.7%
MB	93-94	195,225	19,330	49,297	36,388	85,685	9.9%	43.9%
	94-95	194,686	19,385	49,780	36,388	86,168	10.0%	44.3%
	95-96	195,131	19,096	46,320	31,245	77,565	9.8%	39.8%
	96-97	195,032	18,778	46,765	31,477	78,242	9.6%	40.1%
	97-98	192,212	18,198	46,622	28,724	75,346	9.5%	39.2%
	98-99	197,213	18,143	46,492	28,908	75,400	9.2%	38.2%
NB	93-94	92,607	17,397	33,905	24,601	58,506	18.8%	63.2%
	94-95	91,298	17,752	33,619	24,140	57,759	19.4%	63.3%
	95-96	90,708	18,638	32,288	24,013	56,301	20.5%	62.1%
	96-97	90,127	19,784	33,091	23,747	56,838	22.0%	63.1%
	97-98	89,441	21,090	30,530	19,822	50,352	23.6%	56.3%
	98-99	87,778	20,683	30,154	19,531	49,685	23.6%	56.6%
NF	93-94	118,273	5,075	33,716	31,902	65,618	4.3%	55.5%
	94-95	114,010	5,240	32,061	31,082	63,143	4.6%	55.4%
	95-96	110,456	5,232	31,054	28,545	59,599	4.7%	54.0%
	96-97	106,212	4,999	30,504	28,037	58,541	4.7%	55.1%
	97-98	101,608	4,949	27,204	25,988	53,192	4.9%	52.4%
	98-99	97,962	4,332	25,900	24,948	50,848	4.4%	51.9%
NS	93-94	165,890	10,046	41,554	46,121	87,675	6.1%	52.9%
	94-95	164,008	10,630	41,601	45,687	87,288	6.5%	53.2%
	95-96	163,706	11,767	39,830	42,350	82,180	7.2%	50.2%
	96-97	163,232	12,560	40,064	42,409	82,473	7.7%	50.5%
	97-98	160,909	13,212	36,752	39,944	76,696	8.2%	47.7%
	98-99	162,366	12,158	36,444	39,813	76,257	7.5%	47.0%

Table 18 continues on Page 49

TABLE 18. (CONT'D)

FRENCH-IMMERSION AND CORE FRENCH ENROLMENT AS A PERCENT OF TOTAL STUDENTS

PROVINCE	YEAR	TOTAL STUDENTS	TOTAL FI	TOTAL ELEMENTARY CORE	TOTAL HIGH SCHOOL CORE	TOTAL CORE	% IN FI	% IN CORE
NT	93-94	16,252	423	2,496	1,503	3,999	2.6%	24.6%
	94-95	16,461	484	2,588	1,503	4,091	2.9%	24.9%
	95-96	17,470	471	1,869	1,004	2,873	2.7%	16.4%
	96-97	17,838	516	1,931	1,013	2,944	2.9%	16.5%
	97-98	17,534	503	1,803	1,046	2,849	2.9%	16.2%
	98-99	17,495	484	1,796	1,060	2,856	2.8%	16.3%
ON	93-94	2,035,249	154,996	788,843	208,803	997,646	7.6%	49.0%
	94-95	2,070,594	156,005	806,533	196,071	1,002,604	7.5%	48.4%
	95-96	2,115,512	157,993	816,767	199,010	1,015,777	7.5%	48.0%
	96-97	2,149,472	158,269	837,796	183,282	1,021,078	7.4%	47.5%
	97-98	2,093,881	159,911	594,317	106,830	701,147	7.6%	33.5%
	98-99	2,123,100	155,178	600,811	106,975	707,786	7.3%	33.3%
PE	93-94	24,242	3,751	5,645	6,408	12,053	15.5%	49.7%
	94-95	24,219	3,711	5,595	6,457	12,052	15.3%	49.8%
	95-96	24,422	3,752	5,445	5,853	11,298	15.4%	46.3%
	96-97	24,537	3,758	5,445	5,853	11,298	15.3%	46.0%
	97-98	24,213	3,714	5,144	5,830	10,974	15.3%	45.3%
	98-99	24,017	3,209	5,079	5,831	10,910	13.4%	45.4%
QC	93-94	97,846	34,179				34.9%	
	94-95	97,303	35,323				36.3%	
	95-96	99,402	34,166				34.4%	
	96-97	101,005	35,105				34.8%	
	97-98	100,551	38,875				38.7%	
	98-99	100,184	37,384				37.3%	
SK	93-94	195,967	12,762	60,496	48,778	109,274	6.5%	55.8%
	94-95	197,352	11,026	60,765	49,256	110,021	5.6%	55.7%
	95-96	197,155	10,937	55,616	42,873	98,489	5.5%	50.0%
	96-97	196,391	10,338	55,566	39,105	94,671	5.3%	48.2%
	97-98	192,413	9,962	51,824	37,113	88,937	5.2%	46.2%
	98-99	194,779	9,400	51,418	37,124	88,542	4.8%	45.5%
YT	93-94	5,541	439	2,969	725	3,694	7.9%	66.7%
	94-95	5,753	437	2,969	736	3,705	7.6%	64.4%
	95-96	6,122	448	2,731	879	3,610	7.3%	59.0%
	96-97	6,372	450	2,788	959	3,747	7.1%	58.8%
	97-98	6,370	441	2,313	1,283	3,596	6.9%	56.5%
	98-99	6,215	409	2,187	1,281	3,468	6.6%	55.8%

NOTE. See cautionary note regarding the accuracy of data in tables. Quebec core French data not available.

TABLE 19.
FRENCH-IMMERSION ENROLMENT BY PROVINCE OR TERRITORY AND GRADE, 1993-94

GRADE	AB	BC	MB	NB	NF	NS	NT	ON	PE	QC	SK	YT	TOTAL
K	3,088	2,732	1,971	125	458	446	36	12,304		3,111	1,266	55	25,592
1	3,120	2,487	1,952	958	448	428	35	14,398	298	3,432	1,282	39	28,877
2	2,832	2,486	1,857	913	417	396	33	13,309	294	3,310	1,234	44	27,125
3	2,846	2,486	1,907	914	399	395	26	12,978	276	3,255	1,264	34	26,780
4	2,817	2,440	1,911	1,317	427	392	43	13,526	272	3,708	1,255	35	28,143
5	2,684	2,562	1,814	1,187	364	366	45	15,959	276	3,552	1,217	39	30,065
6	2,493	3,354	1,670	1,148	331	298	55	15,341	262	3,418	1,207	39	29,616
7	2,366	3,032	1,487	2,275	501	2,220	46	15,162	398	2,551	1,094	39	31,171
8	2,085	2,439	1,343	2,040	453	1,721	31	13,671	361	2,708	1,006	37	27,895
9	1,814	2,187	1,192	1,889	429	1,366	27	9,723	467	2,045	676	29	21,844
10	888	1,680	882	1,845	379	920	22	7,266	343	1,742	518	23	16,508
11	706	1,167	713	1,520	285	599	15	5,974	292	1,347	411	16	13,045
12	568	846	631	1,266	184	499	9	5,385	212		332	10	9,942
Total	28,307	29,898	19,330	17,397	5,075	10,046	423	154,996	3,751	34,179	12,762	439	316,603

NOTE. Data were compiled by the Council of Ministers of Education, Canada (1999). See cautionary note regarding the accuracy of data in these tables. Quebec does not have grade 12. Prince Edward Island does not have kindergarten.

TABLE 20.
FRENCH-IMMERSION ENROLMENT BY PROVINCE OR TERRITORY AND GRADE, 1994-95

GRADE	AB	BC	MB	NB	NF	NS	NT	ON	PE	QC	SK	YT	TOTAL
K	2,805	2,726	2,032	113	426	472	53	12,237		3,406	1,111	36	25,417
1	3,040	2,426	1,938	1,115	416	405	39	14,570	257	3,372	1,081	53	28,712
2	2,818	2,426	1,801	950	386	383	36	13,281	271	3,255	988	36	26,631
3	2,665	2,425	1,752	872	381	381	33	12,887	275	3,253	1,007	43	25,974
4	2,669	2,442	1,824	1,308	368	366	79	12,937	275	3,737	1,031	32	27,068
5	2,671	2,304	1,796	1,275	398	371	37	15,374	264	3,637	1,029	35	29,191
6	2,624	3,365	1,743	1,137	330	349	43	15,568	267	3,500	992	38	29,956
7	2,647	3,169	1,509	2,443	547	2,366	48	15,130	384	3,033	951	34	32,261
8	2,388	2,581	1,444	2,112	508	1,867	39	14,149	385	2,506	929	36	28,944
9	2,059	2,245	1,142	1,961	469	1,516	26	9,906	487	2,322	686	31	22,850
10	943	1,913	939	1,813	458	1,060	24	8,509	307	1,776	535	25	18,302
11	843	1,363	787	1,440	325	612	16	5,881	295	1,526	372	26	13,486
12	630	1,023	678	1,213	228	482	11	5,576	244		314	12	10,411
Total	28,802	30,408	19,385	17,752	5,240	10,630	484	156,005	3,711	35,323	11,026	437	319,203

NOTE. Data were compiled by the Council of Ministers of Education, Canada (1999). See cautionary note regarding the accuracy of data in these tables. Quebec does not have grade 12. Prince Edward Island does not have kindergarten.

TABLE 21.
FRENCH-IMMERSION ENROLMENT BY PROVINCE OR TERRITORY AND GRADE, 1995-96

GRADE	AB	BC	MB	NB	NF	NS	NT	ON	PE	QC	SK	YT	TOTAL
K	2,770	2,683	1,968	63	404	486	51	13,376		3,546	1,133	46	26,526
1	2,742	2,490	1,966	1,472	370	439	40	15,035	283	3,438	1,022	39	29,336
2	2,671	2,490	1,803	1,006	366	373	38	13,381	239	3,195	988	51	26,601
3	2,527	2,490	1,651	895	353	374	32	12,807	252	3,041	923	34	25,379
4	2,369	2,007	1,668	1,242	358	391	58	12,287	292	3,685	941	41	25,339
5	2,403	2,290	1,718	1,259	340	345	65	14,748	265	3,414	941	31	27,819
6	2,470	3,045	1,674	1,575	374	351	36	15,145	255	3,290	998	35	29,248
7	2,524	3,102	1,568	2,431	507	2,613	41	15,370	434	2,762	930	37	32,319
8	2,381	2,514	1,392	2,276	516	2,052	44	14,028	272	2,436	892	30	28,833
9	2,050	2,294	1,264	2,002	469	1,691	26	10,272	479	1,955	696	32	23,230
10	938	1,971	903	1,844	526	1,281	24	8,688	426	1,828	607	29	19,065
11	676	1,546	788	1,376	384	818	7	6,948	269	1,576	506	23	14,917
12	554	1,143	733	1,197	265	553	9	5,908	286		360	20	11,028
Total	27,075	30,065	19,096	18,638	5,232	11,767	471	157,993	3,752	34,166	10,937	448	319,640

NOTE. Data were compiled by the Council of Ministers of Education, Canada (1999). See cautionary note regarding the accuracy of data in these tables. Quebec does not have grade 12. Prince Edward Island does not have kindergarten.

TABLE 22.
FRENCH-IMMERSION ENROLMENT BY PROVINCE OR TERRITORY AND GRADE, 1996-97

GRADE	AB	BC	MB	NB	NF	NS	NT	ON	PE	QC	SK	YT	TOTAL
K	2,707	2,642	1,958	72	308	431	50	12,957		3,300	935	46	25,406
1	2,853	2,682	1,974	1,702	365	456	45	14,755	276	3,690	1,025	46	29,869
2	2,530	2,494	1,784	1,350	333	405	39	13,568	253	3,323	898	37	27,014
3	2,600	2,322	1,654	942	329	347	32	12,328	232	3,181	876	47	24,890
4	2,422	2,172	1,543	1,287	321	372	74	11,998	267	3,408	836	33	24,733
5	2,338	1,865	1,547	1,186	336	365	51	14,261	282	3,453	873	41	26,598
6	2,498	3,070	1,599	1,971	323	331	58	14,901	253	3,361	892	26	29,283
7	2,498	2,859	1,526	2,449	543	2,744	36	15,283	373	2,906	861	34	32,112
8	2,281	2,560	1,437	2,257	451	2,241	33	14,479	380	2,586	895	32	29,632
9	2,119	2,301	1,214	2,200	508	1,816	39	10,428	474	2,288	690	31	24,108
10	1,260	2,044	1,053	1,881	470	1,388	30	9,039	408	1,752	620	26	19,971
11	701	1,599	769	1,364	405	926	18	7,271	296	1,857	496	28	15,730
12	540	1,386	720	1,123	307	738	11	7,001	264		441	23	12,554
Total	27,347	29,996	18,778	19,784	4,999	12,560	516	158,269	3,758	35,105	10,338	450	321,900

NOTE. Data were compiled by the Council of Ministers of Education, Canada (1999). See cautionary note regarding the accuracy of data in these tables. Quebec does not have grade 12. Prince Edward Island does not have kindergarten.

TABLE 23.
FRENCH-IMMERSION ENROLMENT BY PROVINCE OR TERRITORY AND GRADE, 1997-98

GRADE	AB	BC	MB	NB	NF	NS	NT	ON	PE	QC	SK	YT	TOTAL
K	2,801	2,701	1,808	69	362	487	46	13,097		4,485	923	46	26,825
1	2,701	2,754	1,918	1,822	281	394	51	14,647	224	4,490	834	47	30,163
2	2,512	2,429	1,776	1,537	336	405	42	13,574	242	3,910	1,002	43	27,808
3	2,343	2,305	1,623	1,261	314	385	34	13,290	224	3,575	765	34	26,153
4	2,309	2,169	1,533	1,337	303	401	49	12,206	255	3,716	788	44	25,110
5	2,138	2,040	1,422	1,201	339	432	54	14,099	252	3,496	800	32	26,305
6	2,302	2,569	1,441	2,472	359	341	49	14,785	256	3,533	862	38	29,007
7	2,302	2,822	1,388	2,457	507	2,711	48	15,318	437	2,835	790	22	31,637
8	2,332	2,397	1,424	2,296	470	2,344	30	14,495	389	2,721	858	26	29,782
9	2,009	2,272	1,230	2,202	387	2,001	32	10,626	560	2,289	713	31	24,352
10	1,139	2,002	1,035	1,996	525	1,463	29	8,803	384	2,061	592	29	20,058
11	841	1,658	888	1,340	405	1,049	24	7,591	251	1,764	551	25	16,387
12	653	1,403	712	1,100	361	799	15	7,380	240		484	24	13,171
Total	26,382	29,521	18,198	21,090	4,949	13,212	503	159,911	3,714	38,875	9,962	441	326,758

NOTE. Data were compiled by the Council of Ministers of Education, Canada (1999). See cautionary note regarding the accuracy of data in these tables. Quebec does not have grade 12. Prince Edward Island does not have kindergarten.

TABLE 24.
TOTAL EARLY-FRENCH-IMMERSION ENROLMENT, ELEMENTARY LEVEL, AS A PERCENT OF TOTAL STUDENTS IN CANADA

YEAR	TOTAL EFI	TOTAL STUDENTS	%
93-94	56,377	5,042,108	1.1%
94-95	57,756	5,109,568	1.1%
95-96	55,209	5,158,440	1.1%
96-97	61,873	5,160,330	1.2%
97-98	60,243	5,215,074	1.2%

NOTE. Early French immersion data are drawn from the French Immersion Comparability Study, published in 1999 by the Council of Ministers of Education, Canada. Figures on total students are drawn from the annual reports (1993-1998) of the Commissioner of Official Languages which use Statistics Canada data.

TABLE 25.
TOTAL FRENCH-IMMERSION ENROLMENT, ALL GRADES, AS A PERCENT OF TOTAL STUDENTS IN CANADA

YEAR	TOTAL IMMERSION	TOTAL STUDENTS	%
93-94	316,603	5,042,108	6.3%
94-95	319,203	5,109,568	6.2%
95-96	319,610	5,158,440	6.2%
96-97	321,900	5,160,330	6.2%
97-98	326,758	5,215,074	6.3%

NOTE. French immersion data are drawn from the French Immersion Comparability Study (1999) of the Council of Ministers of Education, Canada. Figures on total students are drawn from the annual reports (1993-1998) of the Commissioner of Official Languages which use Statistics Canada data. See cautionary note regarding the accuracy of data in these tables.

TABLE 26.
CHANGE IN PERCENT OF STUDENT POPULATION IN CORE AND FRENCH-IMMERSION BETWEEN 1993-94 AND 1998-99

PROVINCE OR TERRITORY	% IN FI	% IN CORE
AB	-0.5%	-7.2%
BC	-0.4%	-0.7%
MB	-0.4%	-5.7%
NB	4.8%	-6.6%
NF	0.1%	-3.6%
NS	1.4%	-5.9%
NT	0.2%	-8.3%
ON	-0.3%	-15.7%
PE	-2.1%	-4.3%
QC	2.4%	
SK	-1.7%	-10.3%
YT	-1.3%	-10.9%
AVERAGE	0.2%	-7.2%

NOTE. Quebec core French figures are not available.

TABLE 27.
ENROLMENT FOR ALL FRENCH-IMMERSION PROGRAMS

EARLY FRENCH IMMERSION (ELEMENTARY)

YEAR	AB	BC	MB	NB	NF	NS	NT	ON	PE	QC	SK	YT	TOTAL
93-94	23,727	pni	15,634	pni	3,490	pni	217	pni	2,123	pni	10,825	361	56,377
94-95	23,694	pni	15,611	pni	3,434	3,241	256	pni	2,058	pni	9,119	343	57,756
95-96	22,189	pni	15,203	pni	3,228	3,276	271	pni	1,930	pni	8,768	344	55,209
96-97	22,069	pni	14,792	8,099	2,959	3,300	264	pni	1,957	pni	8,091	342	61,873
97-98	21,107	pni	14,140	8,701	2,910	3,228	276	pni	1,927	pni	7,622	332	60,243

MIDDLE FRENCH IMMERSION (ELEMENTARY)

YEAR	AB	BC	MB	NB	NF	NS	NT	ON	PE	QC	SK	YT	TOTAL
93-94			144	pni			133	pni	22	pni			299
94-95			103	pni			151	pni	74	pni			328
95-96			89	pni		30	134	pni	74	pni			327
96-97			82	2,037		57	154	pni	78	pni			2,408
97-98			96	2,807		201	127	pni	84	pni			3,315

LATE FRENCH IMMERSION (ELEMENTARY)

YEAR	AB	BC	MB	NB	NF	NS	NT	ON	PE	QC	SK	YT	TOTAL
93-94	604	pni	134	pni	308	pni		pni	248	pni			1,294
94-95	633	pni	125	pni	326	1,861		pni	288	pni			3,233
95-96	668	pni	116	pni	360	1,931		pni	288	pni			3,363
96-97	658	pni	148	3,080	350	2,026		pni	281	pni			6,543
97-98	633	pni	97	2,944	361	2,199		pni	268	pni			6,502

OTHER FRENCH IMMERSION, E.G., EXTENDED OR EXPANDED CORE (ELEMENTARY AND SECONDARY)

YEAR	AB	BC	MB	NB	NF	NS	NT	ON	PE	QC	SK	YT	TOTAL
93-94					110	3,041	46	41,953		pni			45,150
94-95					174	3,153	51	39,150		pni			42,528
95-96					210	3,808	31	48,481		pni			52,530
96-97					118	4,121	42	40,828		pni			45,109
97-98					132	4,248	31	42,191		pni			46,602

ALL FRENCH IMMERSION (ELEMENTARY AND SECONDARY)

YEAR	AB	BC	MB	NB	NF	NS	NT	ON	PE	QC	SK	YT	TOTAL
93-94	28,307	29,898	19,330	17,397	5,075	10,046	423	154,996	3,751	34,179	12,762	439	316,603
94-95	28,802	30,408	19,385	17,752	5,240	10,630	484	156,005	3,711	35,323	11,026	437	319,203
95-96	27,075	30,065	19,096	18,638	5,232	11,737	471	157,993	3,752	34,166	10,937	448	319,610
96-97	27,347	29,996	18,778	19,784	4,999	12,560	516	158,269	3,758	35,105	10,338	450	321,900
97-98	26,382	29,521	18,198	21,090	4,949	13,212	503	159,911	3,714	38,875	9,962	441	326,758

NOTE. Enrolments do not include junior kindergarten for Ontario. Where no number or notation appears, the program is not offered in this province or territory. Where there is a notation "pni," the program is offered but not identified as a distinct program in the records of the province.

TABLE 28.
STRUCTURE OF THE CATEGORIZATION OF RESPONDENTS' COMMENTS ON THE NATIONAL SURVEY

CATEGORY 1—ENROLMENT

Attrition and retention: Comments regarding decreasing enrolments in optional programs and in programs at transition points or when they change from mandatory to optional.

Expansion of programs: Comments regarding the lack of availability of FSL programs and the need for expansion of programs currently in place.

Program accessibility: Comments regarding the need for consistently accessible FSL programs across Canada. This concern is felt at the local level where inequities between urban and remote or rural programs may exist, or at the provincial level where a family moving from one part of the province to another cannot enrol its children in a program that supports their former FSL learning.

Program continuity: Comments regarding the need for FSL programs that are continuous during a student's school career. Programs need to be articulated from kindergarten to high school graduation and beyond. This includes the maintenance of programs which is constantly jeopardized by everything from budget cuts to leaping on the latest bandwagons.

Student recruitment: Comments regarding the need to encourage more students to take advantage of FSL programs.

Other curriculum demands: Comments regarding pulls and pressures from other courses. Certain study areas, such as math, science, and technology, are often given priority over FSL in class schedules and in attitudes.

Other languages: Comments regarding the pulls and pressures of other languages that are felt to compete with FSL. The understanding of the need for French as a second language is not always apparent in school districts. Other languages are sometimes seen to be more important because they are regional languages or because they are perceived to be more economically advantageous.

Political considerations: Comments regarding unease over the role of Quebec in the issue of FSL and the uncertainty of the role of Quebec in Canada. The place of FSL if Quebec secedes is questioned.

CATEGORY 2—FUNDING NEEDS

Funding: Comments regarding insufficient funding as a root cause of many other concerns about the state of FSL education. Chronically insufficient funds are a dilemma in some districts. In other districts slashes to the budget are directed at FSL programs. Federal, provincial, and school-district funding decisions are at issue as well as the distribution of funds at all levels of the education system.

Resources: Comments regarding a continuing need for FSL materials such as lesson plans, textbooks, testing materials, and remedial resources. French-first-language materials are not seen as appropriate for FSL programs. Funds for translation of materials would be helpful. An articulated curriculum with appropriate resources would support continuity in learning from year to year.

CATEGORY 3—QUALITY PROGRAMS

High school programs: Comments regarding the need for a better design of high school FSL, in particular timetabling of subjects, should not cause conflicts that prevent students interested in continuing FSL from doing so. The quality of the high school program should ensure that students have the opportunity to graduate functionally bilingual with a certification of that fact.

Integrated curriculum: Comments regarding the need for an integrated FSL curriculum. In an immersion context this means ensuring the integration of all subject areas into the French-language milieu. It also means integration with French language arts and the English school culture.

Oral French: Comments regarding the quality of FSL students' oral communication in French. More opportunity is needed,

particularly at the high school level, to develop confidence and competence in speaking skills.

Use of technology: Comments regarding the need to integrate technology with the FSL curriculum and classroom. The Internet, e-mail, video conferences, TV, and language software all have a role to play in FSL learning.

Cultural experiences: Comments regarding the need for the FSL curriculum to be supplemented by or integrated with a diversity of extracurricular and cultural experiences. These experiences can take the form of visits to or exchanges with French-speaking communities, speaking contests, music and sports activities, and drama and artistic exhibitions held in French. The aim is to develop French skills in real-life situations outside the classroom.

Student outcomes: Comments regarding the need for demonstrable, predictable student success in FSL.

Student attitudes: Comments regarding the challenge of creating positive attitudes, interest, and motivation of students with regard to French, language learning, and surrounding issues.

Special education services: Comments regarding the need to provide support for learning difficulties and disabilities within FSL learning situations. This category also includes the accommodation of academically gifted FSL students as well as those with behaviour problems.

CATEGORY 4—FSL PROMOTION AND SUPPORT

Program promotion: Comments regarding the need to promote second-language learning, FSL, and an understanding of Canada's linguistic duality throughout various levels of government and community.

Public recognition: Comments regarding the need for greater

public recognition of the value of FSL, as well as recognition of FSL as a program that works and of the benefits of second-language learning in general. General cultural and community enthusiasm for FSL is needed.

Political support: Comments regarding the need for principled

political support of FSL by all levels of government.

Research support: Comments regarding the need for statistics and studies to show the success of FSL. There is also the need to disseminate research findings and to put theoretical findings into practice.

CATEGORY 5—SUPPLY OF QUALIFIED TEACHERS

Availability of teachers: Comments expressing the concern that there might not be a sufficient number of FSL teachers. Teacher shortages are being felt in staffing FSL positions. Teachers qualified in second-language teaching who are also fluent in French might not comprise a large enough group to staff FSL positions. This includes teachers for core French as well as for immersion. Resource and support teachers to assist with students with special needs are in short supply. There are very few qualified substitute, or supply, FSL teachers.

Support staff: Comments regarding the disappearance of resource people such as consultants and coordinators at the district and ministry levels. Current staff tend to have little FSL knowledge or to be covering so many areas that there is little time to provide appropriate support for FSL.

Qualified teachers: Comments regarding the need for specially trained FSL teachers proficient in second-language teaching and French.

Teacher education: Comments regarding the lack of teacher-education institutions with a focus on FSL curriculum. At the local level, professional education and development programs need improvement. Working conditions and support mechanisms to counteract teacher stress and burnout are needed.

CATEGORY 6—SUPPORT TO PARENTS

Parental involvement: Comments regarding the importance of support from parents for FSL programs. Parental interest and involvement is needed at home, in the schools, and in the wider community. Support takes the form of political and personal support through lobbying school districts for the maintenance and improvement of FSL programs and conveying the value of second languages within the family. The interest, enthusiasm, motivation, and attitudes of parents contribute greatly to the success of FSL.

Assistance for parents: Comments regarding the need to provide support for parents. This includes information on the available options before students register for FSL programs, as well as resources for parents who do not speak French but want to help their children with French homework.

