

Canadian Plan for Economic Development of Official Language Minority Communities

Framework
2015-2020



In Business Together
EN AFFAIRES ENSEMBLE

A joint initiative of
RDÉE Canada and CEDEC

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MESSAGE FROM THE PRESIDENT OF RDÉE CANADA

A Canadian plan for the economic development of official language minority communities is a hugely ambitious endeavour!

As President of the Board of Directors of RDÉE Canada, I am pleased to present the framework for this 2015-2020 Canadian Plan for Economic Development (CPED) alongside my colleague and partner from CEDEC. We felt the time was right to bring together economic stakeholders to coordinate collective action toward a common goal, that of enhancing the business performance of official language minority communities—essential to the sustainability and vitality of French-speaking and English-speaking communities across Canada.

While the challenges and issues we face are immense, they are also exciting! I am certain that OLMCs are the key to boosting our country's economic influence and prosperity on the international stage.

Hence, the CPED framework is a continuation of what has already been undertaken in our network over the last several years, and lays the groundwork for a longer-term vision for a renewed economy. In fact, this initiative is essential to developing a structured and inclusive Canadian economy for OLMCs.

The CPED framework offers a unique opportunity to conduct a comprehensive analysis of efforts made by our network, taking its specific characteristics into account. It serves to identify the key economic issues that will inform future service delivery models, and sets out the tangible outcomes to be achieved, more specifically on a regional basis.

"Why shouldn't La Francophonie be a catalyst for increased wealth, prosperity, favourable agreements, targeted investments, quality jobs, diversified, innovative and growth-oriented companies, and sustainable economic and human development?"
[TRANSLATION]

Michaëlle Jean, advocate for *Je m'engage pour la Francophonie*, 2014.

In planning this framework, we took into account the expected objectives and outcomes of the various federal programs. A national survey conducted in 2014 and an economic development analysis enabled us to identify the main challenges. The results are presented in the document entitled ***Portrait of the economic development of official language minority communities***.

I would like to acknowledge the hard work and perseverance of the executive directors of RDÉE Canada and CEDEC, who rallied the economic development stakeholders to take action and to work together under the CPED banner.

The pooling of resources, innovative ideas, and actions taken by the private, local, community, and government sectors will help restore the vitality that once characterized the OLMCs—a vitality I often witnessed first-hand. I firmly believe that this document will provide solutions to the challenges raised and will make it possible to take effective action on factors likely to impact the health and economic sustainability of OLMCs in the coming years.

Denis Laframboise
President of the Board of Directors, RDÉE Canada

MESSAGE FROM THE PRESIDENT OF CEDEC

It's time to think big about small business. With our valued partner, RDÉE Canada, CEDEC is proud to present the Canadian Plan for Economic Development of Official Language Minority Communities, which is creating an unprecedented opportunity to create jobs, growth and prosperity and break down barriers to trade within Canada.

Official Language Minority Communities are pivotal resources that can drive new trade and stimulate new economic development opportunities for Canada. Language is about more than cultural identity. It is an essential skill that opens up new markets and opportunities for jobs, business growth, and economic development. Bilingualism presents an important link to commercial trade with French and English-speaking markets across the world as well as right here within Canada.

This Plan represents opportunity for *all Canadians*. Small businesses account for 98 per cent of all firms in Canada and create more than 77 per cent of all jobs in the private sector. Through expanded business networks, we aim to stimulate new partnerships that harness the benefits of bilingualism.

A strengthened network of businesses in Canada's Official Language Minority Communities will play an integral role in brokering partnerships as we work with our governments to expand our reach to new international markets. As we work to build "one nation and one national economy" bilingual businesses will directly contribute to generating new wealth, jobs and prosperity in both internal and international markets.

Underlining all of these efforts is a dynamic collaboration between CEDEC and RDÉE Canada along with government policy makers and numerous stakeholders in the private, community, and education sectors from across the country. Through concerted regional action plans, with one unifying national vision, we will harness this vast economic potential and play an important role in Canada's economy.

As a leading partner and driving force for community economic development and employability, CEDEC is open for business. As part of our direct support for small businesses, we are ready to facilitate new business development and provide help to navigate Quebec's unique regulatory environment, regardless of language orientation.

John Gancz
President of the Board of Directors, CEDEC

EXECUTIVE SUMMARY

The Réseau de développement économique et d'employabilité du Canada (RDÉE Canada) and the Community Economic Development and Employability Corporation (CEDEC) are proud to present the framework for the first *2015-2020 Canadian Plan for Economic Development of Official Language Minority Communities* (CPED). This framework outlines the objectives, priority orientations, and the important steps that RDÉE Canada and CEDEC, in collaboration with their networks and partners, need to take over the next five years to promote the employability, entrepreneurial leadership, and economic development of official language minority communities (OLMCs).

INTRODUCTION

The framework represents the conceptual and strategic foundation on which the CPED is based. It provides the basis for defining the objectives and priority orientations that will help determine the future roles of RDÉE Canada and CEDEC, with the aim of promoting the economic development of OLMCs over the next five years. It also serves as a consensus-building tool, rallying the many economic stakeholders to work together on key business challenges facing OLMCs.

The drivers for developing this framework are threefold: the need to spur more effective government action in local economic development, the strategic need for stakeholders to be able to collectively identify the priority orientations that will chart the road ahead for RDÉE Canada, CEDEC, and their partners, and, finally, the need to establish a harmonized governance model to simplify the reporting process.

This framework was developed following a consultation and discussion, during which a comprehensive analysis of the current situation of OLMCs was performed. To support this effort, RDÉE Canada and

CEDEC retained the services of PGF Consultants to conduct a national survey among 1,064 respondents (took place in 2014). These respondents, who stemmed from across the country, represented the

business community (32%), economic and community development organizations (30%), citizens (20%), educational and research institutions (8%), and government organizations (10%). This study clearly highlights the mobilization of local, regional, and national partners, and their willingness to work together to enhance the communities' vitality and economic sustainability. The results of the national survey and the situation analysis will be presented in the document entitled *Portrait of the economic development of official language minority communities* (see: www.inbusinessstogether.ca)

This extensive consultation allowed us to make key findings from which a consensus emerged regarding the need to spur economic development in official language minority communities.

BACKGROUND

Over the last 10 years, the situation of Canada's official language minority communities (OLMCs) has changed considerably, but often unequally. To provide an accurate overview and a solid anchor for the rest of the document, the CPED framework must be developed further to an *ex-ante* evaluation of the situation.

The CPED framework evolved from the success of the *Pan-Canadian Forum on Economic Development in the Canadian Francophonie* held in 2012. This economic Forum aimed to achieve an unprecedented mobilization of key private-sector, community, and government stakeholders involved in the *Integrated economic action plan for the Canadian Francophonie*. It also aimed to create an opportunity for dialogue to advance greater knowledge. The *Integrated economic action plan for the Canadian Francophonie* (IEAPCF), drafted at this Forum, helped rally the stakeholders around six development strategies for Canada's French-speaking communities. In line with the Forum 2012 approach, the CPED framework proposes to implement two of these strategies, namely entrepreneurship and economic integration (employability).

The CPED framework also takes into account the strategic objectives of the Quebec Community Groups Network (QCGN), an umbrella organization representing more than 40 community groups from across the province, whose main purpose is to ensure the development of English-speaking minority communities, support them, and promote their vitality.

The coherence of the framework is ensured by the fact that it builds on the *Roadmap for Canada's Official Languages 2013-2018*, which was recently renewed with a

commitment to ongoing funding (\$1.1 billion over five years) to increase the vitality of official language minority communities in Canada. It includes 28 initiatives aimed at the enhancement and promotion of linguistic duality, divided into three priority areas: education, immigration, and communities. These initiatives are implemented by 14 federal departments and agencies.

By way of its *Roadmap for Canada's Official Languages 2013-2018*, the Government of Canada committed to ensuring that Canadians get tangible results from the initiatives that are undertaken. Although the Roadmap is crucial to ensuring the vitality of French-speaking and English-speaking minority communities, and despite its objective of long-term stability, its renewal in 2018 remains a major challenge.

The Roadmap assigns responsibility for the Economic Development Initiative (EDI) to Industry Canada and the regional development agencies, as delivery partners. The EDI helps foster the development of new business expertise in official language minority communities. For its part, Employment and Social Development Canada (ESDC) continues to support community economic development and human resource development through the Enabling Fund (EF) for Official Language Minority Communities. The Fund engages community leaders and leverages partnerships to strengthen community capacity in the areas of human resources and economic development.

The Commissioner of Official Languages recognized the Enabling Fund as an example of a positive measure. However, the majority of the Contribution Agreement Signatories indicated that from their perspective the current indicators do not

adequately measure the performance of the Fund.

Moreover, the current federal government's environmental scan, the results of the 2014 national survey conducted by PGF Consultants, and the socio-economic situation all indicate that the most important factor in ensuring successful stakeholder participation in the economic development of OLMCs is their being urged to take concerted action, so they can effectively work together to identify their priority orientations and expected outcomes.

MAIN FINDINGS

Bilingualism of OLMCs: a strategic asset for the Canadian economy

Economic prosperity contributes to the vitality and sustainability of communities. Sharing a common language helps to reinforce a sense of belonging to a culture, promotes understanding, and provides the 'glue' that makes cooperation possible, all of which represent a strong lever for economic growth and development. Accordingly, Canada's linguistic duality is recognized as a key competitive advantage for both the country and local communities, in that it provides added value, new trade opportunities, and better access to diverse markets. The many positive impacts of bilingualism in business are highlighted in the examples below:

- In 2011, 17.5% of Canadians, or 5.8 million people, reported being able to conduct a conversation in both English and French, up from 17.7% in 2001, 15.3% in 1981, and 12.2% (or 2.2 million Canadians) in 1961. This increase in the number of bilingual people over the last 50 years (close to 3.6 million people) corresponds to a growth rate of about 160% [1].

- Official-language minorities (French-speaking population outside Quebec and English-speaking population in Quebec) are more bilingual than the majority [1].
- As for official-language minorities, English speakers in Quebec had a bilingualism rate of 61% (compared with 6% for English-speaking population in the rest of Canada), while French speakers outside Quebec had a bilingualism rate of 87% (compared with 38% for French-speaking population in Quebec) [1].
- Men in Quebec who can speak both official languages earn an average income 7% higher than those who speak only French, and bilingual women in Quebec earn 8% more. Meanwhile, in the rest of Canada, men who know both languages earn an average income 3.8% higher than those who know English only. Bilingual women earn 6.6% more than women who are fluent only in English [2].
- Results of the 2001 census reveal that people with knowledge of English and French benefit from a higher median income than those without such knowledge. In Canada, the median income of people who speak both English and French can be up to 10% higher than that of people who speak English only [3].
- Similar gaps remain when the criterion is average income. In Quebec, the gaps in average income between individuals who have knowledge of both official languages and those who do not are by far the widest in the country. In this province, the average personal income of individuals proficient in both official languages is more than 30% higher than the average income of those who speak French only. Unilingual English speakers earn an average of 10% more than unilingual French speakers [3].

- The contribution of 4.1% of French-speaking workers represented 3.9% of the GDP of OLMCs, or close to \$3.7 billion, in 2006 [4].
- In 2011, exports from the most bilingual provinces (Quebec and New Brunswick) to French-speaking countries were two times more than would be expected considering their share of overall Canadian exports. In fact, knowledge of French in the most bilingual provinces has enabled them to increase trade with French-speaking countries by \$3.4 billion, which is 65% greater than with non-French speaking countries.
- Workers in OLMCs in Canada have lower unemployment rates than those of their respective province or territory.
- The average annual per capita GDP growth among French Canadians in OLMCs is higher than that of their respective provincial or territorial economies, with the exception of Yukon and Nunavut [6].

An evolving socio-economic profile

A number of challenges lie ahead for the survival and vitality of OLMCs. Very little research has been done on the economy of OLMCs in Canada and, as a result, only limited data are available and return-on-investment performance measures are extremely difficult to obtain. Analyses of the socio-economic and socio-demographic variables conducted as part of the *2014 Portrait of the economic development of OLMCs* revealed a number of downward trends that will greatly impact economic development and employability within OLMCs. The key trends include the following:

- While the French-speaking population in OLMCs did show some growth between

2001 and 2006, the rate was much lower than that recorded in Quebec over the same period. Moreover, the majority of OLMCs surveyed as part of the Conference Board of Canada's 2013 study experienced slower growth than the national average. These latest data highlight an important finding—the decreasing ability of French-speaking and Acadian communities to attract and retain a sufficient population—which represents a real problem for the economic vitality and future of OLMCs.

- In 2011, the demographic weight of OLMCs accounted for a mere 6% of Canada's total population, compared to 9% in 1971 [7].
- Older and younger workers face significant barriers to their entry into the labour force; both demographic groups are further disadvantaged in certain French-speaking and Acadian communities.
- Evidence shows that employers within OLMCs need to be made more aware of the benefits of hiring French-speaking immigrants.
- A wide disparity exists between the needs of businesses and the supply of workers with the skill sets required by these employers.
- In Canada, business owners are advancing in age and do not necessarily have a succession plan; this situation is echoed in French-speaking and Acadian communities. Therefore, succession planning in French-language companies is recognized as a high priority for ensuring the sustainability of businesses and of French-speaking and Acadian communities.

- In Quebec, the number of SMEs with a majority of English-speaking shareholders is in free-fall, whereas elsewhere in the country, it is the number of French-speaking independent workers that is shrinking [7].
- Several communities are showing signs of weakness relative to the labour market. Examples include the overall presence of a low-skilled labour force and the unmet need for highly specialized workers. This situation can be a problem when it comes to creating quality jobs in these communities, which can be severely impacted in the long term.
- From 1971 to 2001, the proportion of Quebec residents who declared English as their mother tongue declined dramatically, from 13.1% to 8.3% of the province's total population. It was only in the last census period (2001–2006) that there was a slight growth rate among native English speakers, from 591,365 to 607,165. From 1971 to 2006, there was a total net loss of more than 180,000 persons [8].
- Analysis shows that of the 70% of English speakers (mother tongue) who were born in Quebec and who lived in the province as of 1971, almost 50% had out-migrated to the rest of Canada by 2001. Furthermore, cohort analysis suggests that those who remained in Quebec had a higher jobless rate (8.5%) compared to those who left (4.3%) and that this trend is likely to continue [8].

These examples illustrate a decline in many of the inroads made over the last decade, which could ultimately affect the economic sustainability of OLMCs in the coming years. The results of the 2014 national survey and the comprehensive analysis of the resulting data also call attention to the presence of

factors that may pose a risk to the economic vitality of OLMCs in the near future.

PERSPECTIVES

The government environmental scan, the socio-economic data relating to OLMCs, and the national survey led to three main findings:

- That current socio-economic trends indicate the presence of key issues that will affect the economic vitality and sustainability of OLMCs in the coming years.
- That it is extremely important to gather economic development and community stakeholders around the same table, to create a forum for discussion and for coordinating actions and initiatives designed to maximize the efficiency of past and future investments, and enable OLMCs to generate significant long-term economic spinoffs.
- The Government of Canada's new Roadmap promotes a management approach focused on improving the performance of organizations and programs; accordingly, economic stakeholders will need to develop a structure and procedures for a harmonized collaboration model aimed at achieving concrete, measurable results.

Drawing on the strategic and operational importance of these three findings, the CPED proposes a vision, objectives, and priority orientations for the next five years that will:

- Serve to better define the actions of RDÉE Canada, CEDEC, and their networks and partners, in order to mitigate the impact of socio-economic issues identified, and to be a catalyst for ensuring the vitality and sustainability of OLMCs.

- Provide all economic development and community stakeholders across the country with a more efficient operating model based on a concerted effort, with the aim of implementing agreed-upon priority orientations tied to specific performance measures.
- Guide the priorities of the second Roadmap, as well as the expected outcomes of the Enabling Fund, the Economic Development Initiative, the Integrated economic action plan for the Canadian Francophonie (Forum 2012), and key elements of the strategic plans of community economic development organizations.

In this context, the CPED framework represents a shared, inclusive vision. It outlines two objectives and seven priority orientations that will serve as unifying instruments at the local, regional, and national levels, i.e., between business and community organizations, and between federal departments and agencies.

VISION, OBJECTIVES, AND ORIENTATIONS

Vision

Based on the results of the environmental scans and community consultations, RDÉE Canada, CEDEC, and their partners agreed on the following five-year vision statement in support of the economic development of OLMCs:

A collective action, defined by a network of partners focused on promoting economic development to enhance the long-term vitality of OLMCs.

This national vision is intended to be inspirational since it calls on a range of partners to meet the objectives. It provides for delivery of economic development

services—in partnership with the local communities—to support innovative approaches to economic development.

Objectives

The CPED framework must ensure that mobilization and coordination efforts will generate tangible economic benefits for OLMCs, maximize their vitality, and ensure the sustainability of official language minority communities across Canada. Due to their bilingual nature, OLMCs are ideally suited to play a leading role in contributing to Canada's leadership in various markets and, as such, to the prosperity of the entire country. Two objectives were formulated:

Objective I

Support the creation of innovative, growth-oriented companies owned and operated primarily by individuals who report speaking the official language of the minority population of the province or territory in which they reside [9].

Objective II

Ensure the availability of skilled, productive workers who report speaking the official language of the minority population of the province or territory in which they reside.

Priority orientations

To achieve these two objectives, seven priority orientations were identified: four are linked to Objective I and three are linked to Objective II. These orientations—guided by the priorities of the new Roadmap, the socio-economic analysis, and the national survey—will promote consistency and coordination, as well as consolidate network efforts on the community economic development of OLMCs.

Objective I: With regard to supporting the creation of innovative, growth-oriented

companies owned and operated primarily by individuals who report speaking the official language of the minority population of the province or territory in which they reside, the priority orientations are:

1. Increase participation in community economic development activities and entrepreneurship promotion;
2. Establish development plans, projects, and partnerships in a wide range of promising sectors;
3. Support the creation, consolidation, or development of small-to-medium enterprises (SMEs);
4. Promote investments that will enhance regional strengths.

Objective II: With regard to ensuring the availability of skilled, productive local workers who report speaking the official language of the minority population of the province or territory in which they reside, the priority orientations are:

5. Enhance technical expertise and essential skills;
6. Support the development of skills in management and innovation;
7. Support the creation of wealth and quality jobs.

IMPLEMENTATION

The CPED framework recognizes that economic, government, environmental, and social challenges are interdependent, complex, and ever-changing. To ensure these parameters are taken into account, the CPED will draw on local knowledge and on the specific circumstances in each province and territory:

- It will provide an overview of the challenges, needs, and promising sectors of Canada's OLMCs in regard to economic development and employability.
- It will identify priority projects for economic development stakeholders in OLMCs.
- It will identify key action areas, taking into account shared priorities, feasibility factors, and the likelihood of economic spinoffs, based on evaluation criteria and performance indicators.
- It will propose value-added project leads, including new avenues of funding and business networking opportunities.

Strategies

Drawing on the priority orientations, the provinces and territories will undertake to identify emerging sectors with high growth potential, and to develop strategies and implementation plans. These strategies and implementation plans can be developed on a bilateral, multilateral, regional, provincial, territorial, or national basis, thereby ensuring that their reality, interests, common issues, and current stage of development are taken into account. The implementation plans will help to define the most relevant outcomes, the actions to be taken, and the indicators for measuring success.

The strategies will identify the most promising sectors for OLMCs, and will be linked to the strategic plans of the economic community development organizations. In order to achieve this, the following regional issues and growth drivers must be taken into consideration: business development factors, exploitable assets, and priority sectors.

Governance

The vision and objectives proposed in this CPED framework represent the issues that will hinder the ability of organizations to play a leadership role at the regional, bilateral, multilateral, and national levels. The regional, bilateral, multilateral, and national economic development approaches must be backed by a new governance model—one that is able to strengthen existing partnerships as well as new ones (which will be forged based on these new approaches).

In short, the framework proposes both a renewed vision of the economy of official language minority communities and changes in how they are governed. These changes will take place thanks to the creation of a **Network for Economic Action (NEA)** for official language minority communities, whose mission will be to provide a unique vehicle for collaboration among all federal partners and representatives of French-speaking and Acadian communities, and of English-speaking communities in Quebec (see Table 1.1).

One objective of the NEA will be to measure the impact of economic development priority actions on the country's future prosperity, to the benefit of local and regional economies:

The Network for Economic Action for official language minority communities intends to govern the collaboration between federal partners and economic community development representatives of the French-speaking and Acadian communities, and of English-speaking communities in Quebec. The ultimate aim of shifting from individual work to collective effort is to improve overall performance of the Canadian economy.

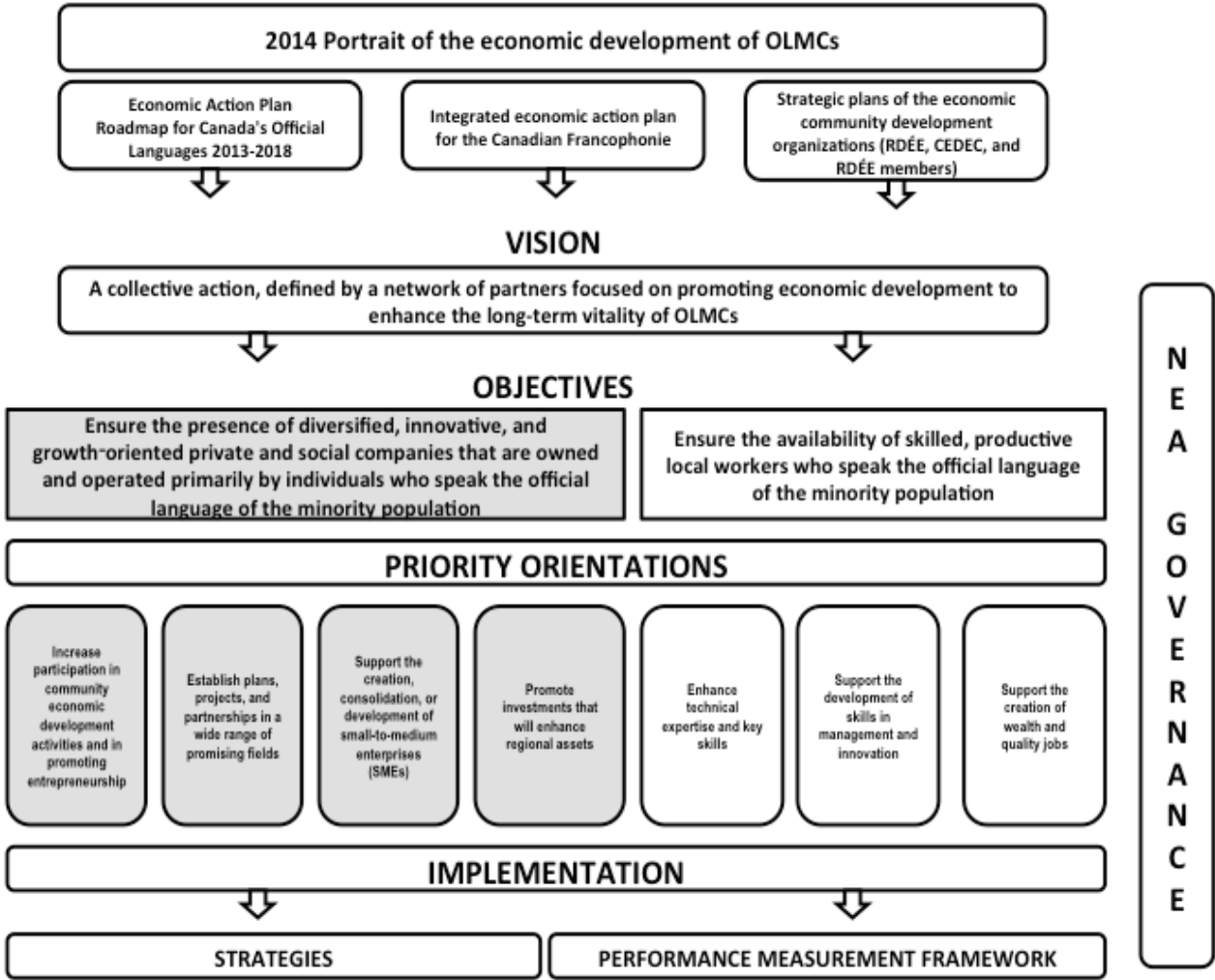
The success of the CPED will hinge on effective governance, the commitment of key economic development stakeholders, the availability of resources to ensure a minimum amount of coordination and communication, and the level of support given to regional stakeholders.

Performance measurement framework

The Roadmap's renewal is the starting point of a management cycle focused on improving the performance of organizations and government programs, effectively creating the conditions for maximizing the Roadmap's economic spinoffs. The actions to be taken in the coming years must be consistent with this ministerial direction and with efforts already undertaken, to ensure that clear performance measurement indicators are established.

Accordingly, a performance measurement framework, in line with the consultation concept and future actions, must be developed and implemented. This framework, based on the measurement of expected outcomes, should allow a more harmonious analysis of the impacts generated by the various economic stakeholders in OLMCs. This performance measurement framework will enable us to, on the one hand, update the performance models currently being used and, on the other hand, prepare for and comply with the requirements of the Roadmap. The sharing of implementation plans will help to provide a complete picture of results achieved across Canada.

TABLE 1.1 - Overview of the CPED framework



CONCLUSION

The CPED framework provides the general guidelines for the economic rejuvenation of OLMCs. It aims to establish common platforms with a view to initiating integration procedures, improving access to free trade, strengthening the private sector, stabilizing the business environment, and integrating and transforming the structure of our economies.

The CPED will be concretely implemented, among other things, around targeted strategies that take into account the role of all stakeholders at every level. This will help build partnerships and strong joint initiatives at the regional, provincial, interprovincial and/or national levels. Each organization can then take a leadership role and develop implementation plans to ensure that the economic development of OLMCs generates added value.

Given that the situation varies widely across provinces and territories, the proposed strategies and implementation plans will focus on the following:

take into consideration the issues and growth drivers identified during the survey conducted among various stakeholders; identify emerging sectors and projects with high growth potential; and define the targets of the chosen strategies as well as the specific growth factors that will support economic development.

The strategies and implementation plans will be developed jointly with each of the provinces and territories, and will be underpinned by the introduction of a performance measurement framework.

Finally, the CPED introduces the notion of expected outcomes and articulates clear national actions, backed by integrated and regionally supported governance mechanisms, which will be overseen by the Network for Economic Action for Official Language Minority Communities.

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- [8] Industry Canada, Portrait of English-speaking communities in Québec
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LIST OF TABLES

TABLE 1.1 Overview of the CPED framework



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Canadian Plan for Economic Development of Official Language Minority Communities

- NEW MARKETS**
- NEW OPPORTUNITIES**
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