

Language Education in the Regions of Russia and Canada: a Comparative Analysis

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ABSTRACT

This article is focused on the language policy comparative analysis necessity in the sphere of education in the regions of Russia and Canada. The aim of the work is to identify the management risks and to use the studied regions positive experience meeting the challenges facing the policy and language planning in the Russian Federation regions. The comparative description method of the language support programs, the way for the implementation at the various institutional levels are the basis for the analysis in this article. The results showed that “The Tatar State Program”, developed by the Republic of Tatarstan, encompasses all contexts of language management such as regulatory and legal support; organizational and structural support; coordination and arranging of the scientific scholars, maintain resources for language training at all levels in the educational system; national- language environment for the family; public opinion institutions; resource provision. “Plan 2013” is a roadmap for the French language development as the state language of Canada, and it is the tied more to the field of education, which trends to the modal of “bi or multilingual Canadian”. The results presented in the article can be useful as the recommendations to implement the regional language development in the educational sphere. The comparative analysis of the language policy maintained by Russian and North American regions seems relevant as it enables to identify risks of language management and use the positive experience of the studied regions to solve the tasks of language policy and language planning in the regions of the Russian Federation.

KEYWORDS

Multi-ethnicity; model of language policy; language education; language planning; ethnic community; multiculturalism

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Introduction

Urgency of the problem

Globalization that is linked to information openness, corporations and migration directly or indirectly affects the world order and touches almost every state. New models of civil, national and ethnic communities appear. Structural changes in societies and reality offered in the context of biculturalism and multiculturalism make the state to create a model of politically stable and consolidated civil society. The issue of language in bicultural and multicultural communities covers all the layers of social life and is considered at the levels of

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ideology and political process. It often goes beyond particular regions and even countries and becomes the problem of interstate and international relationships. The processes of occurrence, development, extinction and expire of cultures and languages are evolutionary, therefore, they can be regarded as a natural process that accompanies society modernization and nation building. However, in modern globalized world, when the functionality of languages is hardly defined by historical conditions, minority languages become especially vulnerable, and the processes of their development should be controlled by the state. In many state formations (Russia, Canada, European Union etc.), the idea of protecting and keeping cultural and language variety as a national heritage is a priority. V.V. Putin, president of Russia, often emphasizes in his speeches that Russia “has a regional specifics and ethnocultural and religious variety that kept for centuries and did not suffer suppression. Nowadays the protection of this specifics ensures both solid Russian state and [...] great competitive advantage” (Written Record of the Meeting of Council on International Affairs, 2012). In bicultural and multicultural environments, protection and development of native language is an issue of ethnic community’s self-identity, keeping originality and traditions and their transfer to next generations. Established language models become old-fashioned and stop working, as a result, it becomes strategically important in the context of state security to find a conception of language policy appropriate to particular state formation or region. This is confirmed by the creation of *Federal Agency on Ethnic Affairs* in March 2015 pursuant to the President’s decree No. 168. One of its functions is to protect the right to use native language (The Decree of RF President, 2015). There are some ideas and programs for supporting languages and experience of their practical implementation at various levels; however, it is difficult to find clear-cut and efficient models of language policy and planning in the world practice now. Therefore, it is obvious that the analysis, which involves comparison of language situations at the level of state formations and regions and reveal of ideas fit for practical implementation in regions of the Russian Federation, is necessary and relevant. According to quantitative and qualitative indices of functional power of the majority language and Russian language as the state languages, Tatarstan is one of the leading Russia’s regions that offer their conception of language policy. This conclusion is based on the results of complex analysis devoted to functional development of the Tatar language and other regional languages of the Russian Federation, which is offered by D.N. Mustafina (2012). D.N. Mustafina (2012) studies the issues of functional development of Russia’s regional languages. She emphasizes that the Russian Federation does its best to integrate with international entities (including all-European) in recent times. Common standard system is a stimulating and prospective factor for equal cooperation in any field. Common principles of implementing any activities and correspondence between rights and guaranties for their protection in international cooperation establish a favorable basis for successful and long partnership (Mustafina, 2011a). Tatarstan is one of the regions that are most effective in protecting and keeping regional languages. It constantly actualizes the problems of language policy and language planning within the republic as “modernizing the Tatar language and bringing it into line with modern requirements is one of the main goals for the revival and development of the language” (Mustafina, 2011b).

R. Ruiz (1984) identified three basic relations of language - language as a problem, language as a right, and language as a resource. Language as a problem refers to the fact that if the resident doesn’t speak the official languages he will face

unequal opportunities. The likelihood is that such immigrants will not be able to fully access information and knowledge. From this position the right to information is infringed (language as a right). Language as a resource refers to the economic idea of making multilingualism a type of human capital. R Ruiz' (1984) tripartite theory is based on multilingual educational ideas'.

Canada's commitment to the above principles is reflected in an attempt to eliminate cultural and language barriers faced by new citizens - immigrants, unhindered participation in Canada's economic and political life, accession to of at least one of the official languages in the context of the right to education.

To sum up the above, we note that Canadian multiculturalism is not simply an attempt to protect the cultural differences, but actively working on the wording of the submission of a citizen of Canada and the development of social value systems. This is achieved through various means, but mainly through the provision of access to one of the two official languages, either French or English; protection of native (home) language and culture of each citizen and human rights as the foundation for shared values, ethics and law.

The language of instruction in education is the most sensitive issue in the context of the language policy of any multinational state. The aim of the paper is a comparative analysis of the degree of involvement of minority and regional languages in education and in the immersion language training programs in the context of language policies through the analysis of programs for the development of minority and regional languages, and mechanisms for their implementation in the studied regions.

Materials and Methods

The idea that language policy and planning are considered in interdisciplinary field and need understanding and use of multifunctional methods to explain important issues of language status and identification and the use of language in the context of study was crucial for choosing methods of study. A prospective complex of methods is defined by the issues offered for study within this project, namely: method of initial information collecting and processing, method of documents analyze that involves interpretation of data (significant from the viewpoint of researchers), method of comparative description (parallel and successive).

Stages of the study

The study was conducted in two stages. Initially were systematized data on educational normative base of the Russian Federation, Tatarstan and Canada, conducted a content analysis. In the second stage the results were subjected to a comparative description: parallel and serial, and summarized.

Results

This article offers a comparative analysis of Education Area and State Program of the Republic of Tatarstan for Protecting, Studying and Developing State Languages of the Republic of Tatarstan and Other Languages in the Republic of Tatarstan for 2004-2013 (hereinafter: the RT State Program) (The Law of Tatarstan, 2014) and the document titled Plan Twenty Thirteen. Strategies for a National Approach in Second Language Education. Official Languages Support Programs Department of Canadian Heritage (2013), which is implemented in the

territories and provinces of Canada pursuant to The Protocol for Agreements for Minority-Language Education and Second-Language Instruction (Protocol for Agreements, 2009; Protocol for Agreements, 2013). The language of instruction in education is the most sensitive issue in the language policy of any multinational state. The goal of the article is to perform comparative analysis of involvement of minority and regional languages in education and absorption of languages in educational programs in the context of regional language policy through the analysis of programs for development of minority and regional languages and mechanisms of their implementation in the studied regions.

Table 1. Comparing the State Programs of RT and Canada

Programs	State Program of the Republic of Tatarstan for Protecting, Studying and Developing of the State Languages of the Republic of Tatarstan and Other Languages in the Republic of Tatarstan for 2004-2013	Plan 2013. Strategies for a National Approach in Second (Official) Language Education. Official Languages Support Program Department of Canadian Heritage.
Programs development basis	The Law of the Republic of Tatarstan dated July 28, 2004 No. 44-ZRT <i>State Languages of the Republic of Tatarstan and other Languages in the Republic of Tatarstan</i>	<i>The Law on Official Languages</i> of July 7, 1969 where English and French have an equal status in parliament, federal courts and government entities.
State customer	The RT Cabinet of Ministers	Department of Canadian Heritage
Programs basic developer	The RT Academy of Sciences	The Second Language Education Center
Duration of Programs	2004-2013	2003-2013
Goal and tasks of Programs	To create conditions for protecting and developing state languages of the Republic of Tatarstan and other languages of the RT; to provide optimal functioning of the Tatar and Russian languages as state languages of the RT; subsequent implementation of the RT Law State Languages of the RT and other languages in the RT.	To create conditions for developing various functions of official (state) languages in society, education and state services.
Scope and sources of financing	Direct budgetary appropriations from the budget of the Republic of Tatarstan and current financing in line with estimates of appropriate executive bodies of state power of the RT. It was only 121802.7 thousands of rubles that were offered to implement program activities.	Financing from the federal budget and budgets of Canada's provinces and territories.

Therefore, it would be reasonable to analyze only the part of the RT State Program that deals with education area. Review and analysis of problems and strategies in the *RT State Program* (The Law of Tatarstan, 2014:32-33) and in Plan 2013 (Plan Twenty Thirteen, 2014) have shown that they are generally close: 1. discovering common goals aimed at defending regional and co-official languages at

federal and regional levels; 2. defining reasonable strategy for developing education programs strengthened by education curricula, which aims at implementing of communicative competence and developing of true students bilingualism; 3. motivating of students to learn the second (state) language. 4. preparation and improvement of teaching personnel qualification; 5. providing succession and continuity of learning process at various level of education. Table 2 represents various approaches in strategy defining and implementation of mechanisms in teaching the second (state) language in the programs taken in comparison.

Table 2. The second (state) language teaching mechanisms.

RT State Program	Plan 2013
A fairly high level of involvement of state and education institutions, formalized process of language competences acquiring in a teacher-student context (kindergarten, school, high school) and a quite low level of non-formal education.	Together with representatives of education establishments (primary, secondary and higher school), the use of other ways to teach students with public engagement (exchange program in families of second language; tutors - natives speakers of the second language who are not professional teachers; theatrical community; volunteers who provide both financial and organizational aid in various activities; involvement of senior school students with higher level of the second language in teaching students with a lower level etc.).
Development of education complex of teaching one of state languages as native or non-native and implementation of typical, similar teaching models of education standards for every education stage.	Level approach to teaching at each stage of education process; knowledge evaluation upon completion secondary school by defining of the level of the second language; offering bilingual graduates the opportunity to use their skills, material incentives and special education programs.

The RT State Program and Plan 2013 are the stages of language planning road map at the level of the Russian Federation regions (through the example of the RT program for language development) and Canada provinces and territories respectively. 2. Although both programs are aimed at providing conditions for “state languages protecting, studying and developing” (The Law of Tatarstan, 2014:21), the RT State Program pays special attention to supporting of the languages that are not state ones in the Republic of Tatarstan. 3. The RT State Program covers all aspects of language management (regulatory provision; organizational and structural provision; coordination and organization of researches; further learning of languages in education system; national and language environment of a family; institutes of public opinion; resource provision (The Law of Tatarstan, 2014:29-30). The content of Plan 2013 is closely linked to education area, i.e. the result of this project is a bilingual or bilingual Canadian (Plan Twenty Thirteen, 2013) – likely a product of Canada education system created with the support of all other mechanisms of language management.

Discussions

Bilingual education has become a very popular educational option, but this is not a new phenomenon. Prospects for a bilingual society have been affected in the works M.K. Goryachev (1999), M.Z. Zakiev (1992), L.M. Drobizheva (2006), V.Y. Mihalchenko (1994), L.R. Slavina (2014). Bilingual education for several thousand years, it was preceded by the appearance of even the alphabet. He notes that before the Christian era, the three dominant target language Acadian Aramaic and Greek brought constant spread of bilingualism among the speakers of the languages less important. History shows the functional power of the language depends on the support of institutions such as religion, education, government, and professional affiliation. The effectiveness of bilingual education was still in the Roman Empire, where the children of the elite have studied some subjects in Greek, in Western Europe only a few centuries ago, Latin was the language of science.

The subject of major debate of Western experts in sociolinguistics is the question of the effectiveness of bilingual education. The degree of implementation of bilingual education in the Western European and North American countries depends on the mood of the public and the volume of funding in a specific region as well as the final goal of the educational program.

The demographic situation is one of the most important factors affecting the language policy pursued in the country's education. In 2011, Canada's population was 35 million people. From 2006 to 2011 the population increased by 5.9% largely due to immigration. By 2011, 50% of the total number of immigrants were Asians, 20% of immigrants came from Africa and Central Asia, 12% from South America and the United States, and 18% were immigrants from the UK and continental Europe. 18% of the total population were residents who were born outside of Canada. To date, Canada is a multicultural country and Multilingual, which are used to communicate over 200 languages. Ethnic minorities in South Asia and China make up the largest language groups with the demographics of over a million people. The most common languages are Chinese, Punjabi, Tagalog and Vietnamese.

The demographic situation in Russia demonstrates the following features: the Russian Federation's population is about 143 million people. At present, compared with the data of 2005, we observe a decrease by 1% of the population. In Russia, there are more than 180 ethnic groups, including indigenous peoples and minorities, and about 270 languages and dialects. According to the numerical characteristics of the Russian Federation, the ethnic composition of Russian make up the largest ethnic group - 80.9%, other nationalities together constitute 19% of the total population. The second largest ethnic group- Tatars, they hold 3.87% of the total population of Russia. Approximately 5.5% of the population accounts for a total of Ukrainians, Bashkirs, Chuvash, and Chechens. The total share of indigenous peoples and linguistic minorities, 10.48% of the total Russian population. (Slavin, 2014)

Taking into account the changes in the quantitative and the ethnic composition of the population and the demographic potential and level of functional power of language in various spheres in the countries surveyed is possible to determine how justified the promotion of language rights in the educational system of the country. Another important aspect that needs particular attention in linguistic management

is a regulatory framework and legal justification of the constitutional right to use their native language ethnic communities in Canada and in Russia (and in the context of the region under study in the Republic of Tatarstan) on the federal and regional levels, and examine how different models of language rights relate to broader political theories and state ideology.

Conclusion

Such documents reflect a language situation: a reality in which a language exists, main goals, desirable image of future language as well as language policy and tactic tasks of a state. They represent historically objective material for making a complex comparison and analyzing similarities and differences in the conditions of language social functioning in various historical and temporal limits in the context of one region as well as in various territorial spaces. In our opinion, parallel analysis of documents that reflect language policy of federative multinational states can enhance complex comparative analysis of language processes in compared regions. Together with comparing quantitative and qualitative indices of language situation and historical conditions for the development of languages, comparative study of the regulations' content is one of the most perspective areas of modern sociolinguistics. It can offer new ways to optimize processes of language planning.

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