



Annual Report on the Operation of  
**The Canadian  
Multiculturalism Act**

2000–2001



**CANADA'S  
DIVERSITY**  
*Respecting our  
Differences*



Canadian Heritage  
**Multiculturalism**

Patrimoine canadien  
**Multiculturalisme**

**Canada** 



This booklet has been published by the Department of Canadian Heritage. It has been prepared to report to Parliament about the implementation of the *Canadian Multiculturalism Act* in federal institutions.

At the same time, this booklet aims to increase awareness about the significance to our lives of the Act. Explanations of its provisions are meant for clarification, and should not be taken as legal interpretations of the *Canadian Multiculturalism Act*.

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Government Services Canada, 2002  
Catalogue No. Ci95-1/ 2001  
ISBN 0-662-66303-9

Secretary of State  
(Multiculturalism) (Status of Women)



Secrétaire d'État  
(Multiculturalisme) (Situation de la femme)

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Excellency:

I am pleased to submit the thirteenth annual report on the operation of the *Canadian Multiculturalism Act* for tabling in Parliament, pursuant to section 8 of the *Act*. This report covers the 2000-2001 fiscal year.

Please accept my best wishes.

Yours truly,

A handwritten signature in cursive script that reads "Claudette Bradshaw".

Claudette Bradshaw

Canada



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## **Part I: Introduction**

### **Canada's Multiculturalism Policy**

On October 8, 1971, Canada became the first country to adopt an official Multiculturalism Policy. The *Canadian Multiculturalism Act*, passed in 1988, reaffirmed multiculturalism as a fundamental characteristic of Canadian society. As we close out three decades of working within this framework, it is important to examine how our policies, practices and programs have adapted and evolved, to acknowledge and reflect the rapidly increasing diversity of Canadian society.

Today, multiculturalism remains central to how Canada defines itself as a country. Now as in the early seventies, the Policy promotes interchange among groups and helps members of ethnocultural communities overcome barriers to full participation in all aspects of Canadian life.

Over the years, it has contributed to the broader social policy agenda by promoting equality and cross-cultural understanding, working to eliminate racism and discrimination, helping institutions become more responsive to Canada's diversity, and ensuring that everyone has a place in Canadian society. By supporting the preservation of our collective and diverse heritage, Multiculturalism has reinforced the notion that we can at the same time be proud of being Canadian, and value our roots. We all share a strong attachment to different aspects of our identity – regional, linguistic, religious, cultural and family. The values we share are more important than our differences.

Multiculturalism today continues to be part of our efforts to create and maintain this sense of country. Federal policy has been driven by the belief that diversity is important to all Canadians, and that we need to express fully who we are both at home and abroad. Connecting Canadians to one another means building bridges across differences and distances, and deepening our understanding of each other and our shared values. Multiculturalism contributes to social cohesion by creating a climate of trust, in which the multicultural heritage of Canadians is preserved as a richness they have in common, where everyone is provided voice and opportunity to contribute freely to our collective development. This is work in progress. It is part of building a dynamic and shared sense of citizenship.

### **Canada's Diversity Over the Years**

From as far as our history can be traced, this land has been inhabited by a diverse group of people, although never as diverse as now. At the time of European settlement, before a Canada ever existed, there were more than 56 Aboriginal nations speaking more than 30 languages. Through the period of colonial settlement, when French and then English speaking populations established





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themselves, many of these communities were culturally diverse. The Black community in Atlantic Canada has roots that trace back to the middle of the 18th century. Since the founding of Canada in 1867, more than 14 million people have immigrated here and called our country home, initially from Europe and then gradually from all parts of the globe, expanding the ethnic, racial and religious diversity of our population.

Patterns of immigration and settlement over the latter half of the 20th century have made Canada a microcosm of the world's ethnic, racial, linguistic and religious diversity. Since the seventies in particular, Canada's diversity has grown significantly, and more rapidly in the last decade, when Census results have highlighted an ever increasing number of Canadians reporting multiple ethnic origins. In 1996, the last published Census, 44% of Canadians reported at least one origin other than "Canadian", or the "traditional" ethnicities of British or French. For Canadians under the age of 25, this proportion increased to 50%.

The picture of present day Canada is more diverse than ever before and this trend is likely to continue and accelerate. We know that, for Canada only to maintain the quality of life it now enjoys, we need a broader than ever base of skills and talents; immigration will continue to play a role in ensuring that we have the necessary resources. In today's competitive global environment, Canada must distinguish itself as a place where people want to live, prosper and, most importantly, establish roots and ties. All Canadians can and should help this to happen, whether they are among those serving the public in any capacity or are active members within their communities.

### **Leadership in Working to Remove Barriers to Full Inclusion**

Canada's diversity, therefore, spans the spectrum from Aboriginal people who inhabited this land before it was ever known as Canada, to the newcomers who need help in integrating and enjoying all the benefits associated with being a resident of Canada; and includes, the second or third generation Canadians who are part of what we consider an established community and yet still face barriers that limit their right to fully participate in our society.

Canada's approach to diversity has evolved over time and is embedded within a broad framework of human rights, citizenship participation, and support of cultural diversity. Under the Multiculturalism Policy, *"all Canadians whether by birth or by choice, enjoy equal status, are entitled to the same rights, powers and privileges and are subject to the same obligations, duties and liabilities."* Government has historically assumed a leadership role in identifying barriers that prevent some Canadians from fully participating in the social, economic, political and cultural aspects of Canada; and we are working to allow all Canadians to reach their full potential as contributing members of our society.





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One way to lead is to collect and disseminate meaningful, reliable data and information related to systemic barriers facing many Canadians; and to encourage decision makers at all levels to use this information to inform and guide policy development.

The Multiculturalism Program within the Department of Canadian Heritage is working with partners both within and outside government to identify gaps in existing research and data, and suggest areas that require targeted studies. The Government of Canada is initiating projects both internally, and with external partners, that seek to strategically connect such research to policy development. Many of these projects are funded by multiple federal departments and bring together expert researchers with federal policy makers, to provide relevant and meaningful data to inform and guide policy development.

We must also improve our ability to measure how respect for ethnocultural diversity benefits Canada, both domestically and around the world. Some point to the high marks Canada receives regarding quality of life on the international stage, as the best indicator. However, we cannot rest on our laurels as long as there are people in our country who continue to face systemic barriers and remain disadvantaged or excluded, perhaps for no other reason than their racial, religious, ethnic or cultural background. If we hope to effect permanent change, we must have indicators that accurately and specifically describe how inclusive Canada really is. It is our belief that to develop a meaningful set of such tools, our federal partners have an important role in sharing how their day-to-day activities have benefitted from policies that promote inclusion and diversity. Departments that work domestically, and those that work primarily in international matters must be part of the discussion.

### **This Report at a Glance**

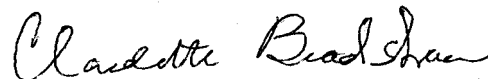
The *Annual Report on the Operation of the Canadian Multiculturalism Act 2000-2001* outlines how some federal institutions have changed and refined their policies, programs and services to respond to the increasing diversity of our population, and how these changes have become a permanent part of the way they conduct their day to day business. While we are proud of this shift in attitude within government, we by no means see this as a fait accompli, we know that targeted action is still needed within federal institutions. The information in this report contains lessons not only for departments, agencies and crown corporations within the Government of Canada, but also other levels of government, non-governmental organizations, the private sector and individual Canadians. Many of the practices in this report can be implemented across all sectors of society. Institutional change is the first important step in eliminating systemic inequality.



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This edition builds on the previous report, where we sought to go beyond simply listing what various departments, agencies and crown corporations have done, to looking at how their actions were making a difference in the lives of Canadians. We continue to encourage federal institutions to capture new information about the impact of their actions in reflecting, respecting, and responding to our ever increasing ethnic, racial, linguistic and religious diversity, and to develop modern policies and programs that support diversity in Canada. We will highlight and share innovative ideas and initiatives, or best practices, that not only address the challenges that a diverse society poses, but also those that seize the opportunity to build a more inclusive and cohesive society in which everyone feels an attachment and sense of belonging.

I am pleased to present this report on 2000-2001 accomplishments across Government of Canada institutions. As the new Secretary of State (Multiculturalism) (Status of Women), I look forward to working with other federal departments and agencies, as well as with the Multiculturalism Program and all areas within the Canadian Heritage Portfolio, to continue to demonstrate the benefits of ethnocultural diversity for Canada, including the ongoing development of appropriate measures of progress over the coming years. It is my hope that the next Annual Report on the Operation of the *Canadian Multiculturalism Act*, which will be tabled for 2001-2002, will take us further in this direction.



Claudette Bradshaw  
Secretary of State (Multiculturalism) (Status of Women)



## **Part II: The Operation of the *Canadian Multiculturalism Act* in Canada's Federal Departments and Agencies – Introduction**

The response by the Government of Canada's departments, agencies and crown corporations to the challenges and opportunities presented by the multicultural make up of our society can best be summed up by the twin themes of good business case thinking and striving for concrete measurable results. Full inclusion of all ethnic, linguistic, racial, cultural and religious communities in all aspects of Canadian society is not only a human rights issue embedded in federal legislation, but also provides Canada with a rich, talented and capable source of human resources that give us a competitive advantage in today's global economy.

To provide good service to our entire population, our institutions must reflect and represent the current multicultural reality of Canada. Multicultural participation and inclusion are seen as basic building blocks of institutional credibility, relevance and performance. Institutions that under-serve or under-represent run the risk of alienating a large section of the population and increasing the chance of failure to deliver on the full range of their institutional mandates.

In recognition of today's reality, progressive leaders are looking for results in quality of service and program measures and in recruitment and retention numbers. The focus is shifting from simply the activities to the result of the initiatives and activities.

Heads of departments, agencies and crown corporations were asked about changes and enhancements to the programs and services offered by their organizations. They were asked about what motivated them to conceive, launch and implement changes to the way in which their organization conduct their day-to-day activities. They were also asked to outline how they proceeded and what was achieved. They were asked if, and how, results were measured. They were further asked to identify what they saw as key success factors, which are outlined later in the Report. The Report will focus on results in four main areas: policies and programs, research, services, and representation. Results are measured over time, but each success brings us one step closer to our goal.

To augment the review and analysis of the submissions received from the departments and agencies of the public service of Canada, several departments and agencies were selected for in-depth study. The Treasury Board Secretariat, and in particular its Embracing Change Coordination Unit, launched in 2000-01 a significant initiative to implement the recommendations of the Task Force on the Participation of Visible Minorities in the Federal Public Service. If successful,



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this effort will change the face of the public service over the next several years to reflect fully the cultural diversity of Canada. Interviews were conducted with representatives of the Embracing Change Coordination Unit and with representatives of organizations connected to the initiative such as the Canadian Human Rights Commission, the National Council on Visible Minorities, and Statistics Canada.

In-depth research, including interviews with organizational representatives, was also conducted on key initiatives undertaken in 2000-01 by the Department of Justice Canada, Citizenship and Immigration Canada, the Canadian Radio-television and Telecommunications Commission, and the Immigration and Refugee Review Board. The experiences of these organizations illustrate the kinds of results that can be achieved through comprehensive approaches to applying the provisions and principles of the *Canadian Multiculturalism Act*.

Through an analysis of the related activities of the federal public service, a picture emerges not only of progress in reflecting and serving Canada's diverse population, but of promise of a future in which Canada's multiculturalism is a fully integrated, and celebrated, part of Canadian society.



### Part III: Results Across the Public Service of Canada

Canada's multiculturalism policy recognizes that a cohesive and inclusive society depends on respect for all ethnic groups and the fullest possible participation of all citizens in civic life. Its guiding principles are contained in the *Canadian Multiculturalism Act*, but its spirit is reflected in several other pieces of federal legislation.

The most important of these is the Constitution, which states that all Canadians will be free from discrimination. It emphasizes the importance of preserving and enhancing our multicultural heritage and recognizes the rights of the Aboriginal peoples of Canada. Other legislation such as the *Official Languages Act*, the *Citizenship Act* and the *Canadian Human Rights Act* also promote and protect the diversity of our citizenry.

Strands from all of these documents intertwine to support the implementation of the Multiculturalism Policy and are reflected in the current Program goals of civic participation, social justice and identity.

**Civic participation** involves developing Canada's diverse people into active citizens with the capacity and opportunity to participate in shaping the future of their communities and their country.

**Social justice** requires that we build a society that ensures fair and equitable treatment and that respects the dignity and accommodates the needs of Canadians of all ethnic, cultural, religious, linguistic and racial origins.

**Identity** means fostering a society that recognizes, respects and reflects a diversity of cultures such that citizens of all backgrounds feel a sense of belonging and attachment to Canada.

This section of the report highlights the progress of departments and agencies across the federal government as they work towards these goals. Achievements in one area are, of course, inextricably linked to those in another; advances in social justice inevitably mean greater opportunities for civic participation, while advances in civic participation do much to enhance a sense of identity. A final section examines ways in which federal institutions are taking stock of their efforts thus far, as well as looking to the future.





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### Civic Participation

#### *Working Toward a Representative Public Service*

If they are to provide truly public service, federal departments and agencies must employ a staff as diverse as the population they serve. Simply put, those from diverse ethnocultural backgrounds will feel more connected to government if it is truly representative of Canada's population. As stated in the *Canadian Multiculturalism Act*, "federal institutions shall ensure that Canadians of all origins have an equal opportunity to obtain employment and advancement in those institutions."

For years, these institutions have been working to find, hire and retain employees from a wide range of cultural backgrounds, focusing in particular on Aboriginal and visible minority candidates. Where those candidates appear to be scarce, many departments and agencies are finding innovative ways to attract them. And, slowly but surely, those efforts are beginning to show results.

The Canadian International Development Agency's (CIDA) *Transformation to Tomorrow Project* created summer jobs for eight Aboriginal students at the Agency. The students were then offered work placements and given the opportunity to contribute to research that supports CIDA programming on issues relating to indigenous peoples.

As part of the *Embracing Change* process, the Public Service Commission began a three-year process that will see the hiring of approximately 12 visible minority employees in Manitoba. In conjunction with Citizenship and Immigration Canada, the Commission introduced the topic of public service employment to new citizens at citizenship ceremonies, distributing a brochure that outlines the benefits of a public service career and describes recruitment programs. The Commission also coordinated a federal employment equity job fair attended by more than 6,000 members of designated groups and provided workshops, counselling services, assistance with résumés and preparation for the federal government interview process to potential visible minority candidates.

The biggest hurdle for many professionals who immigrate to Canada is often having their credentials validated. Atomic Energy of Canada Limited (AECL) uses the University of Toronto's Comparative Education services to verify international education credentials, enabling it to hire immigrants with relative ease. Engineers awaiting accreditation in AECL's home province of Ontario are often hired in a technical capacity during the waiting period.

Both the radio and television services of the Canadian Broadcasting Corporation continue to work at reflecting the diversity of their audiences on air. In Vancouver, an Indo-Canadian columnist comments on issues in that community as part of



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the Radio One morning show, and CBC Television sponsors a new scholarship program aimed at strengthening local talent from designated groups by hiring interns to contribute to local and national programming.

In Ottawa, representatives of ethnic communities are paired with CBC Radio staff to bring new stories to air, and a summer Radio Camp develops freelancers from groups that are often under-represented in the media. In Saskatchewan, the radio performance department helped develop and produce compact discs by artists such as Daniel Kasongo and his African drum group Batimbo. Nationally, the CBC Television program *Showcase* selected three visible minority and Aboriginal writers to have their work performed at the Canadian Broadcasting Centre in Toronto.

In a similar vein, a Parks Canada initiative to promote its national historic sites in ethnic media serendipitously resulted in the recruitment of employees from multicultural backgrounds. The *Young Reporters of Canada* project saw eight visible minority participants from Montreal hired to work in national parks and historic sites in Quebec, Ontario and the Maritimes for 10 weeks. The articles they subsequently prepared for their local ethnic media raised awareness of Parks Canada's services among Montreal's Lebanese, Vietnamese and Haitian communities. An added benefit saw two of the project's participants hired as interpretive guides at historic sites.

The shift in philosophy towards multiculturalism is clear in the training programs of the Royal Canadian Mounted Police. Until recently, diversity, multiculturalism and race relations were seen as specialty issues; now, they are integral parts of every training and development course or program, whether the recipient is a cadet at the training academy or a manager at the Canadian Police College.

The Canadian Centre for Management Development held its first orientation for the initial nine participants in a pilot project aimed at increasing the representation of visible minorities in the executive ranks of the public service. A support group, led by a visible minority consultant, is being offered to participants to help them make the transition from the private sector to government.

More and more departments and agencies are appointing senior managers as champions, whose job it is to keep employment equity issues, including those related to visible minorities and Aboriginal people, high on the organization's agenda. At the Department of Justice, employment equity champions are appointed for each of the designated groups. Among their many responsibilities, they advise senior management, lead employment equity committees and ensure that equity issues are taken into account when any new human resource policy or program is introduced.



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At Natural Resources Canada, an assistant deputy minister who has been appointed Departmental Employment Equity and Diversity Champion performs a similar role. Employment equity champions have also been appointed at the Canadian Food Inspection Agency and the Public Service Commission of Canada.

In the past, efforts to recruit multicultural candidates were often undermined by the likelihood of these candidates leaving the organization at a higher rate than other employees. At the urging of its employment equity steering committee, the Department of Justice is completing the circle of employee input by reinstating its exit interview program. In previous years, exit interviews provided invaluable insight into why visible minority and Aboriginal employees are more likely to leave the department, and may well provide the key to retaining them in the years to come.

Once a diverse work force starts to take shape, many federal institutions survey employees, both to determine the representation of identified groups and to understand their strengths. While the results of such surveys are helpful in determining the general abilities of staff and assessing progress toward employment equity goals, they are invaluable in pinpointing the unique capabilities of those from ethnic backgrounds. Be it fluency in an international language, familiarity with another country's culture, or membership in community organizations, employees with multicultural knowledge often bring a wealth of benefits to their employer. A survey undertaken by that employer ensures that such benefits can be drawn on to serve the Canadian public better.

A survey conducted by Correctional Service of Canada asks employees several demographic questions to determine the diversity of the organization's work force. Export Development Canada will launch its new *Expertise Locator* database in early 2002. The database will store information on a wide range of employee skills, including facility in non-official languages. Telefilm Canada takes an inventory of employees' linguistic abilities, and requires all new staff to fill out a questionnaire indicating such knowledge.

### *Working with Communities*

For institutions serving specific communities, knowledge of those communities is essential for targeting services to the right people, providing culturally and linguistically appropriate material, and meeting the needs of specific groups. These institutions must gather this knowledge across the country, in small northern villages, huge southern cities and everywhere in between.

In 2000, the Multiculturalism Program was asked to lead Canada's preparations for the United Nations World Conference Against Racism (WCAR), which took place in Durban, South Africa, on August 31 – September 7, 2001. The Program established the WCAR Secretariat to provide a focal point for Conference related issues and initiatives leading up to and beyond the actual Conference.





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The Secretariat conducted a cross-country consultation process with more than 1,000 representatives of non-governmental organizations and community groups, other federal departments, and provincial, territorial and municipal government officials. These consultations allowed individuals and groups to participate and provide their recommendations on their particular areas of expertise. The recommendations stemming from this consultation process were carefully considered as Canada developed government positions for a series of international preparatory conferences related to the WCAR. The key messages that emerged were focussed on the need for more effective public education and outreach on issues of diversity and inclusion in Canada. This advice is consistent with the views expressed by various communities in other forums and discussions across Canada in recent years. This collective counsel will be an important contribution to policy development regarding future directions for the Multiculturalism Program of Canada, as the Government marks the 30th Anniversary of the Multiculturalism Policy in 2001-2002.

The Secretariat also facilitated the substantial participation of Canada's youth. The International Youth Forum Against Racism was hosted by the Secretary of State for Multiculturalism, and allowed for youth from 15 western hemisphere nations to develop recommendations to combat racism. This forum was eventually recognized as a Satellite Meeting for the WCAR; results from this conference fed officially into the international conference preparations, and its report was officially recognized by the UN and the Canadian delegation.

The National Parole Board has found several creative new ways to determine exactly whom it is serving, and to stay in touch with them. A statistical report established a cultural profile of the federal offender population, and provided a clearer picture of the diversity of that population, nationally and regionally. The Board has also developed a region-by-region listing of grassroots organizations representing diverse ethnic communities, and a similar listing of Aboriginal communities and organizations by region. These will be used to announce vacancies on the Board as widely as possible and, it is hoped, increase the number of members from ethnic minorities.

In addition, a new committee of Board members and staff has been established to identify and direct specific initiatives related to the African Canadian population in the Atlantic region. Committee members have met with community leaders to discuss issues and concerns and to develop a training session for Board members and staff.

Participants in the Canadian Centre for Management Development's Career Assignment Program spend a day in a First Nations or Inuit community to learn more about the challenges and opportunities its residents face, and how they



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view the role of government. The Management Trainee Program devotes five days to providing participants with a better understanding of Aboriginal peoples, issues, self-government and leadership principles, and a better appreciation of why and how Aboriginal issues influence federal policy development and service delivery.

Institutions that produce widely seen depictions of the people of Canada have a special responsibility to ensure that such depictions are sensitive, accurate and reflective of Canada's multicultural reality. So when the Bank of Canada began to develop new banknotes, its currency development team made sure that Aboriginal groups were consulted.

Each year the Canada Customs and Revenue Agency's (CCRA) Volunteer Income Tax Program recruits volunteers from diverse backgrounds who are trained to help people in their communities prepare tax returns. Several CCRA offices train Aboriginal people to provide the same assistance for people in their communities.

The Solicitor General's Aboriginal Corrections Policy unit is staffed with Aboriginal people with as many different geographic, linguistic and cultural backgrounds as possible. Department officials consult with Aboriginal people in small gatherings on issues such as urban corrections and community healing strategies. In partnership with the government of Saskatchewan, the Correctional Service of Canada and the Federation of Saskatchewan Indian Nations, and after extensive community consultation, the department developed a five-year strategy to improve community corrections among Aboriginal people in Saskatchewan.

More than 400 of the 700 detachments of the Royal Canadian Mounted Police (RCMP) have consultative groups designed to identify common problems between the police and the community and to find solutions; comparable groups exist at the provincial level. At the national level, the Commissioner of the RCMP receives input from both the Commissioner's Advisory Committee on Visible Minorities and the National Aboriginal Advisory Committee.

The Central and Eastern European Branch of the Canadian International Development Agency maintains close links with various ethnocultural communities, both in Canada and in Central and Eastern Europe. Among other valuable results, this has provided considerable insight into the importance of multicultural sensitivity in the ethnically diverse and complex regions of the Caucasus and Central Asia, where opportunities for Canadians to gather first-hand information are limited.

A video conferencing demonstration project by the Canadian Museum of Nature is forging strong links between Igloolik, Nunavut, and Inuit guests and museum staff in Ottawa through a format that includes teaching, formal gatherings and



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sharing information. Staff have assisted with planning and creating a community museum for Igloolik, as well as training three Inuit people in the use of the video conferencing system. Residents of Igloolik take part in the committee for training and planning.

Recognizing that its role goes beyond simply releasing inmates once their term is finished, the Correctional Service of Canada published a manual for inmates from diverse ethnic backgrounds to help them reintegrate successfully into their communities. The book contains financial information, a section on government services and the basics of starting a business.

The International Development Research Centre contributed to a conference called *Linking Indigenous Peoples' Knowledge and Western Science in Natural Resource Management*, held in Chase, British Columbia. The conference brought natural resource managers and scientists together with First Nations knowledge keepers to share perspectives on sustainable ecosystem management in British Columbia's southern interior.

Keeping in touch with diverse communities also means doing business with them. Telefilm Canada's support for the widest possible group of producers means that in 2000-2001, it estimated that more than 40 television and multimedia productions, or more than a third of the total funded by the organization, included a significant multicultural component. Fully one third of the documentaries and 12 of the feature films it funded also featured multiethnic content or participation by people of varied ethnic descent.

Many federal institutions have put special effort into contracting with Aboriginal businesses. Defence Construction Canada, for example, works with the Department of National Defence to fund training for northern indigenous peoples based on plans supplied by the Aboriginal groups involved. The training helps local people obtain work on the Distant Early Warning Line clean-up projects in areas such as environmental health and safety and the operation of equipment.

### **Social Justice**

#### *Managing a Changing Work Force*

As the proportion of public servants from diverse backgrounds increases, there is a concomitant increase in the attention paid to managing a work force that is no longer predominantly English or French in origin. Many government departments and agencies have begun to shift their attention to the new realities of such a work force. In an effort to be a model and a leader in providing equal opportunity to Canadians of all backgrounds, they recognize the importance of both accommodating the needs of those employees and training managers to lead them.



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Efforts to accommodate staff from multicultural communities need not be grandiose to be meaningful. Atomic Energy of Canada Limited established a prayer room for Muslim staff. Canada Post created a calendar that provides information on major national and international multicultural and multifaith celebrations. The calendar was distributed to all general managers in key geographic areas and was added to the corporation's intranet site.

The Correctional Service of Canada has established a Religious Accommodation Advisory Group to assess and meet inmates' religious requirements, and Export Development Canada has created guidelines to allow for staff who wish to observe religious days or practices.

Important as such initiatives are, many federal institutions are realizing that they will only be truly meaningful if managers are equipped with the skills to lead an increasingly diverse work force. To that end, they have begun to emphasize training sessions and educational material for managers to help them recognize, accommodate and celebrate the changing nature of the federal public service.

While diversity-related training is still frequently handled in one-time workshops or seminars, many departments and agencies are building it into basic managerial training. As a multicultural work force becomes the rule rather than the exception, so do multicultural training initiatives.

Leading the way is the Canadian Centre for Management Development. It has incorporated the module *Diversity: Vision and Action* into management trainee programs, giving participants the tools to craft a vision and action plan to create a culture that fosters diversity. Public servants in the Career Assignment Program studied a module entitled *Diversity*, which focused on Aboriginal peoples in 2000–2001, and will shift to visible minorities in 2001–2002. The Canadian Human Rights Commission also provides information and guidance to other institutions seeking expertise in managing in the multicultural workplace.

Canada Post has added a new module, *Managing Diversity*, to its regional supervisory development programs. The Transportation Safety Board of Canada provided a training session entitled *Diversity in the Work Place* to all employees and managers. Natural Resources Canada (NRCan) created *A Manager's Guide to Employment Equity, Diversity and Making NRCan a Workplace of Choice*, which is available on the department's employment equity and diversity Web site. Parks Canada managers attended workshops entitled *An Inclusive Public Service and Cultural Awareness*.

The Diversity Management Branch of the Royal Canadian Mounted Police (RCMP) develops policies and practices to help managers overseeing an increasingly



diverse group of employees. This branch also works with policy centres of various other branches of the RCMP to ensure that diversity priorities are maintained and promoted.

Some institutions are placing even greater emphasis on the importance of managing diversity by making it a contractual obligation. At the Public Service Commission of Canada, employment equity and diversity requirements have been built into managerial accountability contracts.

There is, of course, much work yet to do to increase the diversity of public service managers. Only one in 33 such senior staff is a visible minority, compared with one in nine in the general population, and one in 17 overall in the federal public service. These managers are disproportionately represented in scientific and technical fields.

Canada's recognition of education, skills and work experience obtained outside the country has received a considerable amount of attention. The foreign credentials debate has been gaining prominence as we continue to learn about a number of highly educated and skilled immigrants who are unable to work in their areas of expertise as their credentials are not recognized by potential employers or professional and regulatory associations across Canada.

The Multiculturalism Program is interested in this issue, as we continue our work in support of eliminating barriers that prevent ethno-social groups from fully participating in all aspects of the Canadian way of life – including economic. The Program's key strategies are premised on partnership and horizontality, as it looks to facilitate the creation of effective mechanisms to gain momentum. By participating as a member of a Federal/Provincial/Territorial Group on Access to Professions and Trades, the Program has worked diligently to establish networks and partnerships to address this complex, cross-jurisdictional issue. The Program has worked with Citizenship and Immigration Canada (CIC) and Human Resources Development Canada (HRDC), and is part of the *Barriers to Integration* committee. Partnerships with key stakeholders to eliminate barriers to equitable participation by all members of Canadian society remains a focal point for the Multiculturalism Program.

#### *Speaking the Language of the Public*

While federal public servants are committed to serving the public in French and English, many are also doing their best to accommodate Canadians who are more comfortable using other languages. Whether in our major cities – some of the most multicultural in the world – or in smaller communities where Aboriginal or European languages are the norm, federal institutions are recognizing the importance of providing service in other languages, as well as making government material



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as easy to read as possible. Thanks to dedicated multilingual employees, many Canadians receive service that goes above and beyond the public's expectations.

At the height of fears over the outbreak of foot-and-mouth disease in Europe, the Canadian Food Inspection Agency relied on inspectors from Asian backgrounds to conduct blitz inspections in Vancouver's Chinatown district to ensure vendors were complying with regulations on the sale of meat. The Agency also provided interviews in non-official languages to ethnic media on subjects such as food recalls and bovine spongiform encephalopathy, or mad cow disease.

Recognizing that visitors, particularly those from abroad, would benefit from the use of languages other than English and French in its exhibits, the National Battlefields Commission presented the multimedia exhibition *Canadian Odyssey* in Japanese and Spanish. Export Development Canada's corporate video is available in 11 languages, and its brochures are printed in Spanish, Portuguese and Mandarin, as well as Canada's official languages.

A forum hosted by a Chinese community group in Vancouver led to two recent ventures by the Canada Customs and Revenue Agency. The Asian Customs Services Advisory Committee advises the Agency on how to improve services to businesses and travelers in the Asia-Pacific region. Likewise, Customs Border Services created a unit of officers familiar with the customs and languages of the area to better serve its clientele.

The newly created Communication Canada has produced brochures that have been translated into nine non-official languages, and a series of monthly articles translated into nine non-official languages and distributed to 1,600 access centres throughout Ontario. The Canadian Museum of Nature has expanded its information offerings to include floor plans in Spanish, German, Chinese and Japanese as well as the two official languages.

Canada Post employees speak a wide variety of languages ranging from Punjabi to Portuguese, Slavey to Serbian, Italian to Inuvialuktun, enabling them to serve as many Canadians as possible in the language of the customers' choice. Some post offices do the majority of their business in the language of the local community, be it German in rural Manitoba or Chinese in urban British Columbia.

In the Toronto and Vancouver areas, the corporation has established customer service hotlines staffed with Mandarin- and Cantonese-speaking employees. Canada Post has also developed a card printed in as many as 18 languages to help delivery agents obtain signatures; another such card with translations of the phrase "Know your letter carrier" has been distributed to customers to encourage them to contact their local mail depot.



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If you genuinely wish to consult the public, you must be willing to speak the language of that public, whatever it may be. That philosophy prompted the Canadian Environmental Assessment Agency to produce a guide to the public's role and rights. The guide explains to various ethnic groups how and where to express their concerns during an environmental assessment. Where needed, the Agency also distributes its publications and media releases in Aboriginal languages such as Naskapi, Inuktitut, Innu Eimun and Montagnais, in addition to French and English.

The movement toward using plain language in government communications is an important step in making such material more accessible to all Canadians, but especially to those who may be more familiar with languages other than English or French. Departments and agencies such as the National Energy Board are training employees in the use of plain language, and are reviewing both corporate policies and material intended for the public to ensure they are as direct and clear as possible.

Accessibility was also a concern for a unit within the Multiculturalism and Aboriginal Peoples' Programs Branch of Canadian Heritage, which reviewed the readability of its multiculturalism program guidelines. By determining the level of literacy necessary to understand the guidelines and complete the accompanying application for funding, the Capacity Building and Client Outreach Unit can better target material to its clients.

Communication Canada conducted a study and organized a related forum on government communications and literacy, the first of their kind. The research established the need to consider literacy among multicultural communities when planning government communications, and to emphasize clarity and simplicity in such material.

*Seeing in New Ways*

There is a growing understanding among Canada's federal institutions that the time has come to re-examine many long-held notions of how best to serve the public. Chief among the results of this reassessment is the realization that multiculturalism is not a special consideration, but a fact of life that must be considered when any decision is made that might affect the public.

To that end, several departments and agencies have created a set of guidelines known as diversity tools. Using these tools is rather like putting on a pair of glasses that allows the wearer to see the world through new eyes. The diversity or multiculturalism screen, then, may enable an institution to examine any policy, program or decision in terms of its effect on the widest possible range of Canadians, or on a specific group.



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An example of the latter is a recent effort by the Canadian Environmental Assessment Agency with Aboriginal communities. By working closely with several Aboriginal groups, the Agency can better understand the possible impact of its decisions, and mesh federal processes with Aboriginal community values and goals. The result is that Aboriginal concerns become a seamless part of the decision-making process, as staff incorporate their newly gained understanding into their everyday work.

Through wide collaboration and consultation, the Department of Justice has developed the Integrated Diversity and Equality Analysis Screen, or IDEAS. Staff use the screen to assess the possible impact of justice initiatives on Aboriginal people, visible minorities, people with disabilities and women. The Solicitor General also anticipates using the screen beginning in early 2002.

A recent policy on gender equality demonstrates the ways in which a multicultural perspective is built into the work of the Canadian International Development Agency. The policy highlights the need to consider factors such as race and ethnicity in creating an accurate understanding of the relations between men and women in a given society. These diversity tools, then, enhance efficiency, since only with a solid understanding of such issues will projects achieve their intended results.

In their search for ways to gauge the impact of their work on Canadians from all ethnic backgrounds, these institutions have created several models for ensuring that government truly serves the people to whom it is responsible.

### *Promoting Diversity, Respect and Interconnection*

The Government of Canada, in collaboration with numerous non-governmental organizations and other levels of government, has been working to encourage the widest possible acceptance of diversity in Canada, regardless of race, nationality, colour, religion, language, sexual orientation, mental or physical disability, or age.

No fewer than ten federal departments and agencies have legislation, policies or activities in the area of hate and bias. The Multiculturalism Program fostered interdepartmental discussion of an approach to countering racism, discrimination and hate. This work will inform the development of future strategies in support of inclusion.

In 2000, the Program also organized two roundtable meetings of stakeholders from non-governmental organizations, business, youth groups, police services and governments to identify strategies to combat hate and bias activity. These roundtable discussions resulted in a *Call for Action* in research and data collection, new media – in particular the Internet, implementation and enforcement, public education and community action, and legislation. This *Call*





*for Action* was directed to governments, institutions, community organizations, and individuals at all levels of Canadian society.

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#### *Preserving and Promoting Our Multicultural Heritage*

Our understanding of our nation's past, along with our appreciation of the present, grows richer and deeper as our federal institutions work to preserve the history of multicultural communities. Where we used to assume that history meant the history of French and British immigrants to Canada, we now realize that there are many more threads in our historical tapestry, from an abundance of pre-contact Aboriginal cultures to the vibrancy of modern-day immigrants and refugees from all over the world. If we are to understand and embrace the Canada of today, we must preserve and promote the Canada of yesterday.

The National Archives of Canada has acquired new properties related to a range of ethnic communities. These new acquisitions include interviews with Ukrainian Canadian communists, raw footage of a documentary on a Nazi war criminal and additions to a growing collection of programs from multicultural broadcaster CFMT-TV. These acquisitions augment existing collections, providing further insight for scholars and others wishing to learn more about the diverse peoples of our country.

In its landmark series *Canada: A People's History*, CBC Television featured the stories of those outside the European Canadian mainstream, such as the last Beothuk woman in Newfoundland, Chinese immigrants to Western Canada and Japanese Canadians interned during the Second World War. Presented alongside more traditional material, these stories served to broaden the audience's understanding and introduce them to a new way of looking at our past.

Parks Canada initiated several projects to raise awareness of Black history in Nova Scotia, Prince Edward Island and New Brunswick. These events helped to showcase the organization's promotion of Black history at the Fortress of Louisbourg National Historic Site and its exploration of the story of Mathieu Da Costa, an interpreter and navigator who was the first known Black person to arrive in Canada.

Federally operated museums and galleries have also recognized the importance of showcasing the present-day lives, artifacts and creations of Canadians from a wide variety of backgrounds if they are to reflect the lives of their visitors. The Canada Science and Technology Museum's long-term exhibition *Love, Leisure and Laundry: Why housework just won't go away* looks at the evolution and impact of domestic appliances. It depicts the kitchen of a Chinese restaurant, Italian and Indian kitchen implements, an Italian wine cellar, an array of ethnic



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foods found in Canada, and an album featuring wedding pictures of people from many ethnic communities.

Preschool visitors to the Canada Agriculture Museum had their horizons expanded to East Asia, Bolivia and New Zealand through an exhibition called *Farming in Canada and Around the World*. It showcased the lives of young people involved in agriculture, presenting a broader picture of farming, and the role of children in other countries.

The National Gallery of Canada and the Canadian Museum of Contemporary Photography exhibited the work of artists from a wide range of ethnic backgrounds. An African sculptor, an Inuit printmaker and a Chinese Canadian photographer are just a few of the artists celebrated by these two museums.

At the Canadian Museum of Civilization, visitors took in exhibitions examining the immigration experience as expressed by Canadian artists of Arab origin, contemporary Aboriginal photography, typical Eastern European retail businesses in Winnipeg, and Inuit tapestries. In the Museum's children's division, a youth volunteer program and the Youth Advisory Committee encourage input from and participation by children from diverse backgrounds.

### Taking Stock

#### *International Expertise*

As our federal institutions expand their interactions with the rest of the world, they immediately realize the advantages of having a diverse work force. By the same token, when representatives from other countries visit Canada to learn from our government departments and agencies, the presence of multilingual staff familiar with the workings of other cultures is invaluable.

Over the past decade, Canada Post International Ltd. has helped to modernize the postal systems of more than 50 countries, ranging from Korea, Guatemala and Pakistan to Belgium, Lebanon and Thailand. The organization's success as an international service provider can be directly attributed to its culturally diverse personnel, who facilitate liaisons with other governments and ease communications through their knowledge of other languages.

Departments and agencies as disparate as the Canada Deposit and Insurance Corporation, Atomic Energy of Canada Ltd. and Telefilm Canada all host several foreign delegations every year. They are better able to assist such visitors thanks to the linguistic and cultural diversity of their staffs. Export Development Canada provided employees with training in cross-cultural negotiations and business etiquette to support their work with those from other cultures in countries ranging from Hungary to the Philippines.



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Our unique *Canadian Multiculturalism Act* prompts approximately 15 enquiries a year from other countries to Canadian Heritage, whose staff also take part in at least 10 presentations a year to foreign delegations.

Just as Canada's role on the international business scene grows, so does our participation in initiatives to improve the lives of others around the globe. Of particular note is the participation of many federal institutions in this year's World Conference on Racism (WCAR). Citizenship and Immigration Canada, the Department of Foreign Affairs and International Trade, Indian and Northern Affairs Canada, Canadian Heritage, and the Canadian Human Rights Commission were all leading Canadian participants.

The multiculturalism arm of Canadian Heritage was active well before the World Conference Against Racism, working on anti-racism initiatives with youth in Canada and around the world. This included hosting the International Youth Forum Against Racism in the Canada Pavilion at Expo 2000 in Hannover, Germany, and a similar event in Ottawa for Canadian youth. The forum helped youth prepare a position to present at the WCAR.

The Canadian International Development Agency (CIDA) began a new program to link Aboriginal people in Canada with their counterparts around the world. The Indigenous Peoples Partnership Program will provide \$10 million over four years to support partnerships between Aboriginal people in Canada and indigenous people in CIDA's partner countries. This initiative will also help increase the representation of Aboriginal people among CIDA staff.

The CIDA-supported International Conference on War-Affected Children held in Winnipeg featured 50 youth delegates, half of whom were from war-affected countries and half from Canada. Of the Canadian participants, several were Aboriginal youth, while more than three quarters were youth born in countries of conflict, with ancestry in Asia, Africa, Latin America and the Middle East.

The International Development Research Centre supported the innovative work of the Nunavut Youth Abroad Program, which works to foster leadership, personal development, cross-cultural awareness and international citizenship among the youth of Canada's newest territory by providing life-changing experiences through volunteer work and travel. The experience abroad enables Nunavut youth to acquire concrete skills, and high school credits through work placements in communities across Canada and around the world.

*Supporting Multiculturalism Through Research*

Not all issues related to multiculturalism are as high profile as employment equity or linguistic representation. Key to virtually all these issues, however, is



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solid research on which to base decisions. Several federal departments and agencies have undertaken both qualitative and quantitative analyses that are already helping shape policy.

In its first year of operation, Communication Canada quickly realized that the country's multicultural reality must be factored into its programs. Its research will help determine which types of programs will be most useful in reaching all Canadians, and has already influenced the concept of an Internet portal to the Canadian government for newcomers to the country.

The *Metropolis Project* is an innovative international forum that examines immigration, integration and diversity in our rapidly changing large urban centres. In collaboration with a consortium of federal departments and agencies, Citizenship and Immigration Canada created the Canadian arm of *Metropolis* to improve the link between academic research and policy development and to facilitate the exchange of ideas among decision makers, researchers, governments and non-governmental organizations. Four *Metropolis Centres of Excellence* have been established in Montreal, Toronto, Edmonton and Vancouver.

Research into issues affecting Canada's diverse population is also supported by the Social Sciences and Humanities Research Council. The council is furthering our understanding of multiculturalism and related issues by funding university-based research. A brief survey of some of the titles of candidates' work demonstrates the wide range of subjects they cover: *Entrepreneurship in the Chinese Diaspora*; *Mémoires de Lubumbashi: richesses d'une diversité*; and *Employment equity and the backlash effect: the geography of political culture in B.C. and Ontario*, for example. The Council also funds the four centres of excellence on immigration and integration mentioned above.

Ensuring that research is done by people from a variety of ethnic backgrounds is also important. Since 1998, the Natural Sciences and Engineering Research Council's University Faculty Awards have been encouraging universities to appoint women to tenure-track positions in engineering and science faculties. As of last year, the eligibility requirements were expanded to include all Aboriginal candidates.

### *Long-term Commitments Pay Off*

Many federal departments and agencies are beginning to reap the rewards of years of constant, committed effort on issues relating to multiculturalism. Whether in the makeup of their staff, the success of their programs or the appreciation of the community, they are seeing the results that make their efforts worthwhile.



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From 1994 to 2000, the Canada Council for the Arts saw an 85 percent increase in the number of organizations it funded. A considerable portion of that growth is directly related to the Council's efforts to alert emerging Aboriginal and multicultural artists and arts organizations to the range of services it provides. Cultural diversity has become a core value, not a problem to be solved. Council staff have forged meaningful connections with visible minority artists and arts organizations, expanding the pool of grant recipients, peer advisors, staff and board members.

Thanks to continuing efforts to represent Canadians from a variety of ethnic backgrounds on radio and television, and to tell the stories of a wide range of people, the Canadian Broadcasting Corporation is winning praise. CBC Radio One's "Metro Morning" (Toronto) and "Outfront" (national) programs received the 2001 Diversity Award from the Canadian Association of Black Journalists. The *Réseau de l'information* program "Culture Choc" and the *Radio-Canada* drama series "Tag" received special *Prix Géméaux* for their exploration of Canada's diversity.

A commitment to hiring more visible minority and Aboriginal candidates has had clear results for the Royal Canadian Mounted Police (RCMP). From 1992 to 2001, the number of Aboriginal employees tripled and the number of visible minority employees more than quadrupled. More than 25 percent of the RCMP's work force is now from one of the groups targeted by employment equity programs.

Other results may not be so easily quantified, but are nonetheless helping Canadian public servants redefine their roles for the better. Employees of the Canada Customs and Revenue Agency have noted that it is now easier to carry out their duties because of better communication and collaboration with Canada's diverse multicultural communities.



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## **Part IV: Government-wide Action**

Each department and agency has undertaken to serve Canada's multicultural population according to its own mandate. In addition, the government has taken significant action centrally which applies across all departments and agencies. With the release of *Results for Canadians* the government announced its intention to enhance quality through citizen-focused, results-oriented service delivered by a public service that promotes learning and development and respects diversity. Good service, it is recognized, can only be provided to all Canadians by a public service representing all Canadians.

### **The Embracing Change Coordination Unit: Facilitating the Implementation of the Action Plan of the Task Force on the Participation of Visible Minorities in the Federal Public Service**

Opening up one of Canada's oldest and largest institutions to new ways of conducting business and to participation by a workforce that is fully representative of Canada's diversity is recognized as a significant challenge. Nevertheless the government indicated its commitment to these ends through its endorsement in June 2000 of the five-year action plan of the Task Force on the Participation of Visible Minorities in the Federal Public Service entitled, *Embracing Change in the Federal Public Service*. The action plan contains six main recommendations, as follows:

- Set a benchmark of 1 in 5 for visible minority participation in recruitment and in entry into executive feeder groups and executive levels;
- Through education and recruitment support, help departments and managers achieve the benchmark;
- Through training and development, and leadership, change the corporate culture to include valuing employment equity and diversity as critical to the mission of the federal government;
- Ensure accountability by including *Embracing Change* benchmarks as commitments in deputy heads' performance accords and assigning responsibility for oversight of action plan implementation to the Committee of Senior Officials (COSO) and the Treasury Board Secretariat;
- Provide for advice and independent review by an external advisory group over the life of the action plan; and,
- Provide to departments and agencies incremental financial resources.



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To facilitate the implementation of the action plan the Treasury Board Secretariat established the Embracing Change Coordination Unit (ECCU) which provides guidance, coordination and assistance to departments. Between its establishment in June 2000 and the end of the fiscal year the ECCU provided implementation sessions, executive briefings, and information meetings to thousands of participants in virtually every department and agency to promote knowledge about departmental obligations under *Embracing Change* and to provide strategies for its implementation. At the same time the ECCU distributed several thousand *Embracing Change* tool kits consisting of the action plan, fact sheets, question and answer materials, and practical tips for managers on recruitment, career development and retention of visible minorities.

The ECCU also launched a Web site, and plans were made to host a national learning event in the National Capital Region to bring together managers, human resources specialists, union representatives and members of the visible minority community to share success stories and lessons learned and to examine challenges and opportunities for the future.

Finally, the ECCU managed the distribution of some \$5 million in support of projects undertaken by departments and agencies to help implement the action plan.

### **Support from Other Central Players**

Other Treasury Board Secretariat units play complementary roles in support of *Embracing Change*. The Partnerships and Development Unit brings departmental intelligence into the process, assists the ECCU in departmental outreach, and participates in identifying and developing *Embracing Change* initiatives. The Policy, Planning and Reporting Unit is responsible for data collection, analysis and dissemination, collaborates with bargaining agents, and liaises with the Privy Council Office.

The Public Service Commission (PSC) also plays a key role. In addition to supporting the general government recruitment function through its regional recruitment services offices, the PSC runs special programs such as the Post-Secondary Recruitment Program which plays a key role in supporting the achievement of the 1-in-5 recruitment benchmark. The PSC also operates the Government's primary management development programs – the Career Assignment Program, the Management Training Program, and the Accelerated Executive Development Program – all of which are being used to promote greater cultural diversity in the executive ranks of the Public Service. The PSC also conducts Employment Systems Reviews for departments and agencies that identify barriers to employment opportunities for members of visible minorities (as well as members of other designated groups). Finally, in collaboration with the Treasury Board Secretariat, the PSC developed *Meeting the Recruitment*



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*Challenge: An Action Plan* which sets out as one of its five priorities that “diversity will be a major focus, consistent with the commitment to create a more inclusive diverse public service.”

The Canadian Centre for Management Development, which provides training and development to public service managers, offers several related courses including the highly regarded, three-day course, *Diversity: Vision and Leadership* (accompanied by the e-learning module, *Diversity Leadership in Action*). These programs are vital in the government-wide effort to change corporate culture.

A Committee of Senior Officials (COSO) comprised of the deputy heads of public service departments and agencies is championing initiatives related to recruitment and retention. In July 2000 the COSO Sub-committee on Recruitment issued its report, *Recruitment and Results*, which states:

“The Clerk, as head of the Public Service, will make recruitment and diversity an ongoing commitment for Deputy Ministers, with real targets, as part of their performance contracts. Deputy Ministers and other leaders at the department level will ensure that executive performance contracts include specific accountabilities that complement their own. This will ensure wide accountability that extends to all hiring managers. All Public Service leaders will make use of the special authorities under the *Public Service Employment Act* and *Regulations* to facilitate equity-oriented recruitment. Human Resources specialists will ensure that hiring managers have support to be able to effectively recruit, orient and retain new employees [by] providing specific training on supporting cultural diversity through effective hiring practices.”

The Canadian Human Rights Commission (CHRC) promotes a representative Public Service through its Employment Equity Audits of departments and agencies and through its role in addressing complaints under the *Canadian Human Rights Act*. The CHRC fully endorses and supports the *Embracing Change* action plan.

The National Council on Visible Minorities (NCVM) is the primary voice of visible minority communities among federal public servants. The NCVM consults widely among current and former public servants and external visible minority organizations and communities across all regions. It is looked upon by the Government for advice and counsel on all matters relating to visible minorities. The annual fall symposium of the NCVM attracts top level public service executives and such speakers as the President of the Treasury Board. The NCVM also fully supports the *Embracing Change* action plan emphasizing the





need to achieve the benchmarks and the value of such measures as executive accountability, the creation of pre-qualified pools based on competencies, and appointments to level rather than position.

In sum, the government has acknowledged the imperative to create a public service that fully reflects and represents the population of Canada in all its diversity. This is the only way to ensure that high quality government services are accessible on an equitable basis to every Canadian and, moreover, to guarantee the continued vitality of the public service of Canada. There is a considerable amount of catching up to do. Yet never in the history of Canada's public service has such a comprehensive and complementary array of programs and other support mechanisms been directed towards a single human resources goal. It is thus expected that the the action plan of the Task Force on the Participation of Visible Minorities in the Federal Public Service will be successfully implemented.

#### **Future Developments: Eye on Canada's Multicultural Nature**

One of the fundamental services provided by the Government of Canada with respect to Canada's multiculturalism is reporting on the precise nature of our country's make-up. Understanding ourselves is critical to ensuring that the communities comprising our population are well served. The job of holding up the mirror falls primarily to Statistics Canada, which over the next two years will release results from three major projects.

The census was taken in 2001<sup>1</sup>. On January 21, 2003 ethnocultural statistics based on the census will be released. This represents the first update in five years of the ethnocultural profile of the country. Furthermore, this release will include statistics based on responses to the question of religious affiliation (last asked in 1991) and a new question on birthplace of parents.

In early 2003 the first set of results of the *Longitudinal Survey on Immigration* will be released. Conducted by Statistics Canada and primarily sponsored by Citizenship and Immigration Canada, this survey tracks the settlement patterns of new immigrants to Canada examining such issues as employment, income, housing, and integration into Canadian society.

In the summer of 2003 the results of the *Ethnic Diversity Survey* will be released. This study is co-sponsored by the Department of Canadian Heritage (Canadian Identity Sector). Based on some 40,000 telephone interviews and conducted by Statistics Canada in eight languages, it focuses on such issues as discrimination, civic participation, and language. It is the first survey of its kind and scope in the world.

<sup>1</sup> One of the largest peace time undertakings of the Canadian government, the census of Canada is taken every five years, the last in 1996.



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Taken together the results of these three studies will provide researchers, managers and observers with an unprecedented foundation on which to base future analyses and plans related to multiculturalism in Canada.



## Part V: Department and Agency Approaches – Examples of Best Practices

An important lesson learned through the yearly look at the operation of the *Canadian Multiculturalism Act* is that one size does not fit all. Each department and agency applies the Act in a way that fits its corporate culture and corresponds with its mandate. Service-oriented departments focus on ensuring that service is provided equitably to all Canadians regardless of race or cultural background. This focus drives policy decisions and internal human resources practices. Policy- and program-oriented departments make greater efforts to ensure that policies and programs are non-discriminatory. This often requires extensive consultation with a range of cultural stakeholders. The exact way in which this takes place varies from one organization to the next.

A second lesson is that, no matter where the focus lies, action must be taken on many fronts. Comprehensive approaches featuring a combination of activities have been found to work most effectively. Policies, human resources practices, outreach and consultation, new services and other activities combine and reinforce one another to achieve goals that no single activity, no matter how significant, can achieve.

The following stories describe comprehensive integrated programs of activities undertaken in the past year at selected departments and agencies.

### **Department of Justice Canada: Towards a Fully Inclusive Justice System in Canada**

Ensuring equitable access to, and service from, Canada's justice system is a significant challenge. More often than not the experience of becoming involved with the justice system has negative connotations; the justice system is seen as something to be avoided. Moreover the justice system is complex and difficult to comprehend. The difficulties arising from these issues can be heightened by linguistic, cultural and other barriers.

The Department of Justice Canada has taken a number of interrelated steps to overcome such barriers and to ensure fair treatment by the justice system of all people in Canada. The Department's Diversity and Gender Equality Office has developed the *Integrated Diversity and Equality Analysis Screen (IDEAS)* for use in the assessment of the possible impact of justice initiatives on visible minorities and members of other diverse groups. The Department's National Crime Prevention Centre works to make its policies and programs inclusive of the entire Canadian population. Through the National Strategy on Community Safety and Crime Prevention, the Centre assists diverse communities to address the root



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causes of crime. In collaboration with the province and territories, the Department's Programs Branch launched an extensive research program to develop a long-term legal aid strategy that will ensure equal access to legal aid services across Canada. The Branch also provides financial support to individuals and organizations under the auspices of the "Diversity, Equality and Access to Justice" fund. Recent projects supported by the Department include the following:

- *Creating a Sense of Belonging For Young Newcomers to Canada* is being offered by the Calgary Bridge Foundation For Youth to equip immigrant youth, age 11-15, with essential life skills to participate, contribute and pursue a fulfilling life in Canada. The project aims to prevent anti-social behaviour and criminal activities by providing positive guidance and support.
- *Community Response Team Against Hate and Racism* run by the Abbotsford Community Services is establishing a team to advocate on behalf of victims of incidents of racism, hate or bigotry.
- *Community Mobilization on Court Challenges Issues* of the Black Community Workgroup of the Halifax Co-operative Limited is providing support to African Canadians in Nova Scotia to access funding from the Court Challenges Program of Canada. The Court Challenges Program allows individuals to pursue their rights and fight systemic discrimination through the courts.
- *Centre de jeunes francophones de Toronto "Dropin Centre" of CANORA: Canadiens et Canadiennes d'origine africaine, antillaise, et asiatique* grew out of a survey conducted among 675 young visible minority Francophone youth and 50 parents. The project has established a Francophone youth drop-in centre, assists youth to work on intervention strategies (such as homework study circles for a specific clientele), and organizes fund-raising for the Centre.
- *Changing the Landscape: Working with Immigrant and Visible Minority Women Who are Victims of Violence* is a project of Immigrant and Visible Minority Women Against Abuse. The goal of the project is to enrich the understanding of service providers and equip them with the necessary tools to deliver effective models of service to immigrant and visible minority women who are victims of violence.
- The African Canadian Legal Clinic hosted the *National African Canadian Community Conference* in preparation for the UN World Conference Against Racism.



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- The Canadian Council of Muslim Women hosted a national conference focusing on young Muslim women.

Efforts and accomplishments in providing services and programs to Canada's culturally diverse population are supported by efforts inside the department to make its workforce representative. The Department has put in place a dedicated Employment Equity Unit, appointed an Assistant Deputy Minister as visible minorities champion, established a target of 20 per cent of all new employees to be from designated Employment Equity groups (with 20 per cent from visible minority groups only by 2003), and built accountability for hiring and retaining members of visible minorities into manager performance agreements.

In short, diversity is respected and reinforced in the programs, policies and services of the Department and in the Department's workforce. This comprehensive approach has led to a strengthened focus on Canada's multicultural make-up and a fairer application of the justice system.

### **Citizenship and Immigration Canada: Multiculturalism as Economic Lever**

The idea of multiculturalism is not new to the Department of Citizenship and Immigration Canada (CIC). Section 91 (25) of the *Constitution Act, 1867*, gave the Parliament of Canada legislative authority over "naturalization and aliens." Since the seventeenth and eighteenth centuries what is now Canada has increasingly become a nation of immigrants representing the widest possible range of origins and cultures.

Today CIC is responsible for the administration of the *Citizenship Act*, the *Immigration Act*, and the regulations issued under these acts. The goal of the Department is to ensure that the movement of people into Canada and membership in Canadian society contribute to Canada's social and economic interests while protecting the health, safety and security of Canadians. The proposed new *Immigration and Refugee Protection Act*<sup>1</sup> states as three of its objectives:

- to permit Canada to pursue the maximum social, cultural and economic benefits of immigration;
- to enrich and strengthen the social and cultural fabric of Canadian society, while respecting the federal, bilingual and multicultural character of Canada; and,

<sup>1</sup> Bill C-11, An Act respecting immigration to Canada and the granting of refugee protection to persons who are displaced, persecuted or in danger, was developed and under consideration in FY 2000-01. It was assented to on November 1, 2001.



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- to support the development of a strong and prosperous Canadian economy, in which the benefits of immigration are shared across all regions of Canada.

Current calculations suggest that some 70 per cent of Canadian labour force growth comes from immigration. Therefore, immigration is seen by the Government and people of Canada as a cornerstone to our continued growth and development.

Canada, however, is not the only country that views immigration in this way. Indeed, competition around the world is increasing for immigrants who can contribute to the knowledge-based economy<sup>2</sup>. As a multicultural society with a strong history of respect for, and celebration of, diversity, Canada is well positioned to compete for the best and the brightest among potential immigrants. Consequently the Department links its mandate and approaches directly to Canada's multiculturalism.

CIC actively markets Canada to potential immigrants worldwide. Canada's multiculturalism and respect for diversity are promoted. Emphasis in CIC publications is on the integration of new comers, not their assimilation. In 2000-01 Canada accepted 196,871 immigrants<sup>3</sup>, two-thirds of whom entered as economic immigrants and one-third as family immigrants.

### *Introducing Canada*

Throughout Canada's history, millions of immigrants have helped to build this country. Today, Canada, a country with two official languages, welcomes people from more than 150 countries each year.

As Canadians, we are proud that many different cultural and ethnic groups live and work here in harmony. The *Canadian Multiculturalism Act* recognizes our cultural diversity and states that we are all free to maintain and share our cultural heritage and to participate fully and equally in our national life.

From: *A Look at Canada*, Minister of Public Works and Government Services Canada, March, 2001

The second phase in the immigration process is settlement. Once an individual arrives, the aim is to have that person work towards and attain Canadian citizenship. Citizenship is the most significant indication that immigration services have been effective. In Canada some 85 per cent of immigrants attain

<sup>2</sup> Although the focus here is on the economic aspects of immigration, CIC policies and programs focus on more than economic benefits. Families are seen as the core of Canada's communities and Canada's immigration policies help ensure that families are reunited in Canada whenever possible.

<sup>3</sup> Of a total of 479,300 applicants.



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citizenship. This compares very favourably with the record of other countries. For example, only about 25 per cent of immigrants to the United States of America attain citizenship there.

CIC provides settlement services through three main programs: the Language Instruction for Newcomers to Canada (LINC) program; the Immigrant Settlement and Adaptation Program (ISAP) which focuses on job-search skills training; and the Host Program which connects new immigrants with Canadian families. All three programs have been adapted over time in light of global events and as the composition of Canada's immigrants changes. Research, conferences, working groups and regular consultation with stakeholders and community cultural groups ensure that the circumstances and needs of a full range of cultures are taken into account. CIC works with the Department of Canadian Heritage to develop strategies for social cohesion within the framework of cultural diversity. CIC also works with Canadian employers improving multicultural awareness, reducing discrimination and coordinating language training.

CIC recognizes that the quality of its immigration, settlement and citizenship services must constantly be reviewed and upgraded to maximize the economic and social benefits of migration to Canada. In June 2000 the Department became a lead department for the Government's Service Improvement Initiative. Among other activities this has led to the development of service standards and client feedback mechanisms. Looking to the future, the Department is in the process of developing new tools and programs such as expanded in-school settlement services.

Internally, CIC strives to reflect the multicultural make-up of the country. For example, 12.3 per cent<sup>4</sup> of the Department's workforce is made up of members of visible minorities. This is one of the highest rates in the government. The Department promotes cultural diversity as an essential component of its organizational culture and includes diversity in its human resources strategy. Training is provided to employees including the workshops, *Respectful Workplace* and *Diversity and Change*.

In sum, the Department of Citizenship and Immigration Canada recognizes immigration into Canada as a significant benefit to Canada and Canadians. With immigration, our multiculturalism increases as more individuals representing a wide varieties of cultures become landed immigrants and citizens of Canada. Our multiculturalism – and more particularly, our celebration of our multiculturalism – is used by CIC as a major selling point in attracting the best possible immigrants to Canada. CIC is able to leverage Canada's multiculturalism through an awareness and active incorporation of the realities and principles of multiculturalism into its policies, practices and organizational culture. The result is an immigration program that is the envy of the world.

<sup>4</sup> N.B.: This figure was established three months after the end of the fiscal year, i.e., as at June 30, 2001 based on the Department's self-identification-based demographic survey, *Your Say, Our Future!*



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**Canadian Radio-Television and Telecommunications Commission:  
Broadcasting Canada's Multiculturalism**

A substantial change is occurring in broadcasting in Canada. The process started earlier, and will continue into the future, yet 2000-01 may be viewed as the year during which multiculturalism was given a real voice on Canadian television.

The story begins with the *Broadcasting Act, 1991*, which states:

“It is hereby declared as the broadcasting policy for Canada that the Canadian broadcasting system should through its programming and the employment opportunities arising out of its operations, serve the needs and interests, and reflect the circumstances and aspirations, of Canadian men, women and children, including equal rights, the linguistic duality and multicultural and multiracial nature of Canadian society and the special place of Aboriginal peoples within that society.”  
(Section 3.1.d.iii).

Prior to and throughout the 1990s “reflect[ing] the circumstances and aspirations of ... the multicultural and multiracial nature of Canadian society” was realized largely through specialty ethnic radio and television programming (primarily in third languages). Ethnic broadcasting constitutes a vital part of Canada's overall broadcasting system providing an important service to new Canadians and helping members of cultural groups integrate into Canadian society. Based on country-wide consultations the CRTC recently made changes to its ethnic broadcasting policy designed to “provide more flexibility to the broadcasting industry and to streamline regulatory requirements.” The revised policy defines an ethnic program as “one, in any language, that is specifically directed to any culturally or racially distinct group other than one that is Aboriginal Canadian<sup>5</sup> or from France or the British Isles.”

There are currently 14 ethnic radio stations and two ethnic over-the-air television stations (with a third soon to be licensed in Vancouver) operating in Canada's major cities. As well, the advent of specialty services and, especially, digital specialty services, has created opportunities for numerous small-scale broadcasters. There are five Canadian ethnic specialty services serving Chinese, Italian, Hispanic, South Asian and Greek audiences and, following this year's round of applications and approvals, 42<sup>6</sup> digital ethnic specialty services. Campus and local community channels, authorized foreign programming services, and SCMO<sup>7</sup> services also provide programming to ethnic audiences.

<sup>5</sup> The CRTC has a separate policy on Native broadcasting that encourages, and has led to, a significant amount of programming directed to Canada's Aboriginal peoples, particularly in northern Canada.

<sup>6</sup> As of this writing 42 stations have received licenses, although as yet not all are on air.

<sup>7</sup> Subsidiary Communications Multiplex Operation (SCMO) services are auxiliary radio services transmitted on part of the signal of FM radio stations. Listeners need a special decoder to receive SCMO services. This is an increasingly common way to provide programming to ethnic audiences.





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Ethnic broadcasting not only serves its audiences. Ethnic broadcasting creates management, production and technical jobs for people from a range of ethnic backgrounds. And the CRTC's Canadian content requirement fosters the creation of a variety of new programming across Canada by artists and producers from a diverse range of cultures.

If, however, there is a relative abundance of programming for ethnic audiences, there was a marked lack of programming about, or portraying, ethnic and Aboriginal diversity<sup>8</sup>. In 1999 the CRTC introduced a new policy for Canadian television. The policy states:

“The Commission will expect all conventional television licensees (at licensing or licence renewal), to make specific commitments to initiatives designed to ensure that they contribute to a system that more accurately reflects the presence of cultural and racial minorities and Aboriginal peoples in the communities they serve. Licensees are expected to ensure that the on-screen portrayal of all minority groups is accurate, fair and non-stereotypical.”

“The objectives for the Canadian television system in this area are clear. The system should be a mirror in which all Canadians can see themselves. It should be one in which producers, writers, technicians and artists from different cultural and social perspectives have the opportunity to create a variety of programming and to develop their skills.”  
(Public Notice CRTC 1999-97)

The policy had its first major test at the end of the year when the licenses of Canada's three largest conventional television groups, TVA, CTV and Global, came up for seven-year renewal. The CRTC used this opportunity to work with the networks to generate the means to ensure the full portrayal of Canada's multiculturalism on television. As a consequence, the new licenses of each of the three networks<sup>9</sup> contain three new features, as follows:

- Each network agreed to develop a plan to demonstrate their commitment to the cultural diversity aspects of the policy. Among other elements, each plan was to include:

<sup>8</sup> Canada is not alone in this shortcoming. In the United States of America in the fall of 1999 the six major television networks introduced a total of 26 new programs, none of which featured main characters who were members of visible minorities. The networks themselves were so embarrassed that they immediately sat down together and struck a plan to ameliorate the situation.

<sup>9</sup> While it began prior to March 31, 2001, the licenses renewal process for TVA, CTV and Global did not in fact conclude until the Summer of 2001.



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- the name of an accountable senior executive;
- provisions for appropriate training;
- provisions for the hiring and retention of visible minorities; and,
- mechanisms to:
  - ensure that on-air news readers reflect the diversity of the community each station serves,
  - ensure that stories about ethnic communities do not appear solely within the context of coverage of cultural celebrations or reporting of negative stories,
  - ensure that visible minority actors are cast in leading and recurring roles,
  - ensure that minorities are not portrayed in a stereotypical manner, and,
  - provide ongoing input and feedback from the community with respect to the reflection of cultural diversity.
- Each network agreed to submit annual reports on progress made to achieve goals with respect to the reflection of diversity as set out in their plan.
- The networks, under the coordination of the Canadian Association of Broadcasters, committed to participating in, and financially supporting, an industry task force consisting of members from the three large conventional television groups plus ethnic broadcasters, other conventional broadcasters and specialty broadcasters, on cultural diversity. The task force is to undertake quantitative and qualitative research in both official languages, identify best practices, and help define issues and present practical solutions. The task force's research on the portrayal of diversity will, in fact, break new ground as the first comprehensive study of its kind in Canada.



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As the task force issues its findings, and as the annual reports from the three large conventional networks come in, the CRTC will watch closely to ensure that the multiculturalism measures outlined in the television policy are put into full effect.

Other networks, while not as large as TVA, CTV, and Global, are also being called upon to represent Canada's multiculturalism.

In sum, the CRTC has used its role and authority as regulator to ensure a change in the philosophy and operations of Canada's broadcasters. The goal is that Canada's cultural diversity will from now on be reflected on television as a result.

### **Immigration and Refugee Review Board: The Role of Multiculturalism in Canada's Safe Haven**

Established in 1989, the Immigration and Refugee Board (IRB) is Canada's largest administrative tribunal. Its mandate to "make well-reasoned decisions on immigration and refugee matters efficiently, fairly and in accordance with the law." The IRB employs close to 900 people in Ottawa and in regional offices across the country. The IRB reports to Parliament through the Minister of Citizenship and Immigration.

In 2000-01 the IRB rendered nearly 50,000 decisions, as follows:

- The Convention Refugee Determination Division made approximately 30,000 refugee determinations.
- The Immigration Appeal Division received and finalized approximately 4,500 appeals of Canadian citizens and permanent residents whose family members have been refused permanent residence in Canada.
- The Adjudication Division concluded more than 3,700 immigration inquiries and 11,500 detention reviews.

By virtue of its mandate the IRB deals with and serves an enormously diverse clientele. In its ongoing effort to maintain and enhance the quality and effectiveness of its service, the IRB consults continually with local and national representatives from a wide range of stakeholder and cultural communities.

In directly serving claimants, interpretation services are provided in 46 languages, and information materials are written in plain language.

Regular training on cross-cultural communication is provided to Refugee Case Officers and members of the Convention Refugee Determination Division, as



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well as to other employees. In addition, speakers and trainers in relevant fields provide to IRB staff monthly professional development days. These sessions often focus on cultural issues including cultural mores in such areas as Fiji, Mongolia, Somalia, and the Roma population of Hungary, and on religions such as Islam, Judaism, Hinduism and Buddhism.

Human resources policies and practices are strongly supportive of workforce diversity. Employment equity and diversity issues are integrated into operational policies, and are the subject of ongoing internal communication and promotion. Employees are provided career planning, diversity and employment equity training, developmental opportunities, and review of term positions to indeterminate positions. Employees are also encouraged to participate in events sponsored by the National Council on Visible Minorities. The IRB celebrates special event days focused on diversity recognized by the federal government and the United Nations.

Perhaps not surprisingly the IRB has the highest level of visible minority employment of all federal government departments and agencies<sup>10</sup>; 18.6 per cent of its employees are members of visible minorities.

The IRB has incorporated multiculturalism and respect for diversity into the fabric of its daily operations. Multiculturalism informs how the IRB connects with its publics and clients. Multiculturalism is front and centre in policy development and human resources practices. The IRB has set an example of a comprehensive approach to multiculturalism from which all Canadian institutions can learn.

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<sup>10</sup> Figures taken from the June 2001 Employment Equity Compliance Report on the Immigration and Refugee Board prepared by the Canadian Human Rights Commission. Ranking excludes agencies with fewer than ten employees.



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## **Part VI: Success Factors**

The nature of individual programs and initiatives in federal governments and agencies may vary widely, but their success can usually be linked to one or more conditions common to all. No matter what the content of the actual policy or program, it is much more likely to succeed if certain factors are in place.

### **Diversity as a Core Value**

Perhaps the single most important factor cited by the departments and agencies that have successfully implemented multicultural initiatives is the adoption of diversity as a core value of the organization. Diversity of culture, experience, language, religion and heritage is seen as an advantage, not a hindrance. Employees from a range of ethnic backgrounds are recognized and appreciated for the insights and abilities they offer. Most telling of all, though, is that the presence of such employees is, in fact, unremarkable.

Such a situation can only come about through a genuine organizational belief in the importance of diversity. Without a firmly planted and widely nurtured understanding of the high value placed on support for multiculturalism, the organization's diversity initiatives cannot flourish and grow. When that understanding is clear and widespread, however, the organization's efforts, while not guaranteed, will have an infinitely greater chance of succeeding.

Organizations such as the Canada Council for the Arts and Canada Post have worked to make cultural diversity a simple fact of everyday life, rather than an issue requiring a solution. When diversity is the norm, the public service is well on its way to better reflecting and better serving the people of Canada.

### **Diversity as Good Business**

The creation of a multicultural work force is not simply an end in itself. In the past, where employment equity, accommodation of employees of different faiths or the use of a multiculturalism screen to assess an initiative's impact might have been seen as worthwhile social efforts, they are now also understood to be crucial to the business success of many federal departments and agencies.

By employing people from a wide range of cultural and linguistic backgrounds, those institutions ensure they have a much greater base of knowledge from which to draw, especially when dealing with specific cultural communities or doing business internationally. By being sensitive to the varying needs of such a work force, employers increase their chances of retaining employees from diverse backgrounds, ensuring that their knowledge and experience will continue to benefit the institution, and that senior management ranks will continue to diversify.



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Finally, by looking at the potential impact of a federal program on the widest possible range of clients, the institution ensures better targeting of its efforts, resulting in greater efficiency on the taxpayer's behalf.

For institutions such as Export Development Canada, success in the global marketplace can be linked directly to the expertise and cultural knowledge of employees from multi-ethnic backgrounds. Recent trade missions and international meetings abroad have highlighted the value of having a diverse and representative workforce. Representative Canadian delegations allow leaders from around the world to see that their communities are an important part of life in Canada; and give Canada an advantage in establishing and strengthening links in the international community.

Increasingly, the same is true here in Canada for departments or agencies working in specific cultural communities. A representative workforce ensures stronger links with the overall population, as Canadians see themselves reflected in the public service. The Public Service Commission will have a key role in ensuring workforce diversity. The Commission has suggested that managers and staff should be trained to serve in a cross-cultural environment. The PSC is working to increase representation, particularly of designated groups, at the highest professional and management levels.

### **Committed Managers**

Institutional beliefs in the value of diversity will be meaningless if managers are not both committed to those beliefs and trained in the best ways to make them part of their everyday operations. Courses in managing diversity are becoming standard for many departments and agencies, giving managers the tools they need to translate support for multiculturalism into concrete action.

Courses such as those offered by the Canadian Centre for Management Development are creating a common understanding of what it means to lead a diverse work force. Federal institutions must be proactive in sharing with their managers and staff the importance of an inclusive workplace; Natural Resources Canada's (NRCan) Employment Equity and Diversity Web site includes a guide for managers on making NRCan "a workplace of choice" by supporting employment equity and diversity. The Royal Canadian Mounted Police efforts to develop policies and practices to help managers overseeing an increasingly diverse group of employees is an example of a best practice that can be applied in many institutions. Today's progressive managers are expanding their skills to include sensitivity to various cultures and an appreciation of their value in creating a representative public service.



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### **Advocating from Within**

Since multicultural concerns are no longer outside the public service, but rather an integral part of it, it follows that there needs to be an internal system to ensure continued advocacy on behalf of those from diverse backgrounds. Committees made up of employees and managers, or senior-level champions for employment equity or other multicultural issues, help to keep such concerns at the centre of the decision-making process.

Associate deputy ministers have been appointed as diversity champions at organizations as varied as the Department of Justice, Natural Resources Canada, the Canadian Food Inspection Agency and the Public Service Commission of Canada. Their appointments signal a growing realization that success depends on sustained efforts and internal vigilance.

### **Working with Communities**

By consulting with diverse communities across the country, federal institutions help to create understanding, goodwill and, in many cases, support for their initiatives. The process might be as simple as providing interpretation at a public meeting, or as complex as developing community networks to ensure a pool of visible minority or Aboriginal candidates.

Consultation and cooperation must be genuine, of course, if they are to be of any value in building trust and developing knowledge. Conducting outreach in good faith and treating the results seriously are essential to the success of any undertaking in support of multiculturalism. Conversely, a multiculturalism initiative that does not have the backing of a well-informed community will lead to inefficiency and frustration. It should be noted that the community may well include the organization's staff; consultations with employees not only allow for their input, but also help to build support among those who must carry out the organization's policies and programs.

The National Parole Board's listings of multicultural organizations through which to publicize openings and the Canada Customs and Revenue Agency's Volunteer Income Tax Program to train people to help those in their own community are just two of the many ways in which federal institutions are reaching out to diverse communities across the country.

### **Solid Research**

A final factor that contributes to the success of multicultural initiatives is a clear system of gathering and analyzing relevant data, whether this means surveying the general public or a specific work force or funding university-level research into topics related to diversity. It is only by diligent record-keeping and data



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interpretation that institutions can be sure of where to target their efforts, and whether or not they have succeeded in reaching their goals.

Internal surveys such as those undertaken by Telefilm Canada and Correctional Service of Canada, external data-gathering such as the work of Communication Canada and the academic research supported by the Social Sciences and Humanities Research Council are all contributing to the understanding and promotion of a multicultural society.

Research alone is not enough. *The Metropolis Project* which seeks to link targeted research on issues around immigration and settlement to policy development in government, is an example of the government, academics and community leaders working together to develop new and innovative policies to promote inclusion.

### Conclusion

Canada continues to lead the way by building on the foundation of past successes. In terms of policies and programs, federal institutions have responded by giving multicultural issues an increasingly high priority. Public services have been adjusted and improved through community consultations and recognition of the realities of serving an increasingly diverse Canadian population. Research and consultation have contributed to significant policy, program and service enhancements.

We still face many challenges to meet our shared goal of bringing together peoples with many differences and building a society where no one's identity or cultural heritage is compromised. Members of visible and ethnocultural minority groups in Canada continue to encounter barriers that limit their participation in our social, economic and political life. The Government, with cooperation from all sectors in society, will continue to lead the way by breaking down these barriers to inclusion and promoting the value of a culturally diverse Canada.

Through business case thinking, an openness to different perspectives, accountable leadership, and the development of a variety of enabling mechanisms, the federal government and its institutions have shown leadership in paving the way towards further progress. Continued and increased diligence is called for; the payoff will be immeasurable.





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## Part VII: Looking Ahead, Seizing Opportunity

In his speech entitled *The Canadian Way in the 21<sup>st</sup> Century*, Prime Minister Jean Chrétien said: “The federal government is proposing for Canada and Canadians clear goals and a vision of a modern Canada in which Canada is the most inclusive country in the world, where opportunity is shared among all Canadians.” The effective operation of the *Canadian Multiculturalism Act* is central to the Government’s efforts to reach these lofty goals.

The demographic makeup of Canada is changing at an accelerating pace. Immigration now accounts for 53 percent of Canada’s population growth. Almost half the population reports one ethnic origin other than British, French or Aboriginal. Our visible minority population has doubled over the past decade and is projected to reach 15 percent of the total population by 2005. The rate of change is even greater in our major cities; for instance, visible minorities already make up half of Toronto’s population.

That this transition is occurring without major upheaval is in large part due to the efforts of the federal government, beginning in the early 1970s and continuing through the 1988 *Canadian Multiculturalism Act* and beyond. The work is far from over, and government departments and agencies are rising to the challenges posed by an increasingly diverse society by giving multicultural concerns a high priority. For example, Canadian Heritage has supported research, public education and community action on hate and bias activity. Citizenship and Immigration Canada, along with other partners, are supporting skilled immigrants by working to recognize the credentials they bring with them, as well as helping them settle into Canadian society.

In employment equity, the recommendations of the Task Force on the Participation of Visible Minorities in the Federal Public Service, if implemented, will pave the way for a dramatically changed public service through the far-reaching initiative Embracing Change.

Canadian Heritage continues to work with other federal institutions to link policy initiatives to research and community participation. In the summer of 2003 the results of the *Ethnic Diversity Survey* will be released.

In short, programs and policies to support and encourage diversity have become central to the work of the federal government. If they are to stay that way, however, we must build on past successes while finding innovative responses to an increasingly multicultural society. Government initiatives will focus on the following six key areas.



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### *1. Innovative Projects, Policies, Programs and Services*

This report has highlighted just some of the creative ways in which government departments and agencies are working to better serve and reflect the Canadian people. For instance, Parks Canada's "Young Reporters of Canada" program not only employed visible minority youth for the summer, thereby creating a pool of potential future employees, but also ensured that they would write articles for their local newspapers, in turn raising the organization's profile among their various multicultural communities in Montreal. A new program by the Canadian International Development Agency (CIDA) will support partnerships between Aboriginal people in Canada and indigenous people in CIDA's partner countries. The comprehensive approaches featured by the Department of Justice Canada and the Immigration and Refugee Board demonstrate the value and results that stem from organizations having integrated respect for diversity into their daily operations. This respect shows up in improved programs, fairer and more effective policies and a more representative workforce. Through an awareness and active incorporation of the realities and principles of multiculturalism into its organizational culture, Citizenship and Immigration Canada has been able to use Canada's multiculturalism as a selling point in attracting immigration. And the Canadian Radio-television and Telecommunications Commission's new policy on the representative portrayal on television of Canada's ethnic diversity is changing who we see and how they are portrayed on television.

Such initiatives are becoming more and more common as federal institutions take the principles of the *Canadian Multiculturalism Act* to heart, making diversity an essential part of the decision-making process.

### *2. Canadian Heritage at the Fulcrum*

Staff at Canadian Heritage are uniquely positioned to support the efforts of other departments and agencies looking to heighten their awareness of multiculturalism as it relates to their work. Canadian Heritage employees (Multiculturalism Program) are taking a leadership role in encouraging other federal institutions to think about diversity as new programs are created and new projects undertaken. They will continue to use their expertise to facilitate the goals of the *Canadian Multiculturalism Act* throughout the federal public service.

### *3. Research*

Canadian Heritage continues to support research efforts that will help federal institutions take into account the relationship between ethnic, racial, linguistic and religious identity and a wide range of socio-economic factors such as poverty, educational achievement and health. Such research is invaluable in ensuring that federal policies and programs are as effective as possible for all Canadians.



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A major direction for future enquiry is the recognition of professional and employment credentials earned in other countries. In partnership with Citizenship and Immigration Canada, Canadian Heritage is focusing considerable energy on stemming the losses created when highly educated and skilled immigrants are underemployed because their credentials are not recognized here. The Department continues to support research into ways in which these professional and technical experts can take their rightful place in Canadian society.

Organizations such as the Canadian Race Relations Foundation are particularly noteworthy in their efforts to promote research related to multiculturalism. This year the Foundation began publishing a new non-academic journal entitled *Directions — Research Reviews from the Canadian Race Relations Foundation* to encourage dissemination of research results among academics, libraries, community organizations and all those wanting greater access to research findings on racism and related discrimination in Canada.

While such efforts are to be applauded, more can be done to give all Canadians access to the growing body of knowledge on multicultural and demographic issues. Canadian Heritage continues to support many initiatives to ensure that research results are distributed effectively to other government departments, stakeholders, the news media, academics and the general public. Thanks to collaboration with other federal institutions, such initiatives will be as efficient and effective as possible.

#### *4. Tracking*

Canada's public service has achieved much when it comes to celebrating diversity and creating fully inclusive institutions. To ensure that such progress continues, it is essential to find ways to measure success, thereby ensuring continued diligence and innovation and maximum program effectiveness.

Such measurements are neither simple nor speedy, but will provide invaluable information over the longer term. With the use of existing baseline information, performance can be tracked in several areas:

- participation in education and educational attainment;
- participation in various occupational sectors, including the federal public service;
- participation in voluntarism and charitable giving;
- approved funding for and participation in the arts, museums, festivals and other cultural areas;



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- wage differentials; and
- public opinion polling regarding attitudes toward visible minorities.

### *5. Youth*

In a fitting welcome to the 21st century, Canadian Heritage involved a wide range of young people in groundbreaking national and international anti-racism efforts. The Secretary of State (Multiculturalism) (Status of Women) hosted the International Youth Forum Against Racism in the Canada Pavilion at Expo 2000 in Hannover, Germany. The forum's goal was to build an international youth position to bring for consideration at the United Nations World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance (WCAR) which took place in South Africa in 2001.

Likewise, the National Youth Forum held in Ottawa brought together a broad spectrum of Canadians between 15 and 30 to develop the priorities and positions of Canadian youth for WCAR. The Youth Working Group of the Canadian WCAR Advisory Committee was instrumental in planning this event and ensuring that it was both inclusive and youth-driven. Later in the year, each of the consultations held across the country to prepare a Canadian position for WCAR had a youth caucus to garner the input of Canadian young people involved in combating racism in their communities.

### *6. Linking the Employment Equity and Diversity Agendas*

As awareness builds of the importance of reflecting Canadian society in the makeup of the federal public service, so too does the realization that the best way to achieve results is to coordinate recruitment and retention efforts. Treasury Board, the Public Service Commission, the Canadian Human Rights Commission and Canadian Heritage continue to work to support the creation of a fully inclusive and representative public service.

Remarks by Mel Cappe, the Clerk of the Privy Council, on October 30, 2000 underlined the importance of such work:

The diversity of the Canadian population is a source of great strength for Canada. It makes us a more credible player around the world. And helps make us more competitive as we bring different ideas together. We need to bring that strength into the Public Service of Canada. As we embark on this new century, diversity will ensure that the Public Service of Canada is capable of supporting a high quality of life for all Canadians. It will create stronger policies that lead to programs and services that are relevant to Canadians. Indeed,



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without embracing diversity, public servants will not represent the citizens they serve and we will not achieve the outcomes that are necessary for a strong economy and society.

Along with the current emphasis on *Embracing Change*, initiatives such as the appointment of an employment equity champion in many federal institutions suggest that the directions set out by Mr. Cappe are already being followed in much of the public service. In time these actions are sure to increase the representativeness of the federal public service.

### **Conclusion**

We are learning to draw on the uniqueness of our diverse society to build a more representative public service, a more responsive government and a stronger country. Research combined with creativity and openness will help us sustain our reputation as a model for the world in valuing, promoting and celebrating multiculturalism.



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## **Annex A: Towards Result-based Management in the Multiculturalism Program ... One Year Later**

### **Due Diligence in Grants and Contributions Management**

On December 4, 2001, the Auditor General tabled her Annual Report, which included a follow-up to the findings of her predecessor's 1998 audit of the Multiculturalism Program.

The Auditor General is satisfied with the measures and initiatives implemented by the Department of Canadian Heritage in addressing all the 1998 recommendations and concludes that the Department has made “major changes in the way it processes grants and contributions...and...made good progress in acting on the problems... reported in 1998”. For example the Department finalized a performance management framework for the Multiculturalism Program which is now fully implemented. The Program developed tools and new processes which have been implemented and allow the appropriate collection of information for assessing the merits of proposed projects in compliance with due diligence principles. Each file lists program objectives, spells out the need and links the expected results. Among the tools in use is a complexity assessment that incorporates various possible risks in order to anticipate and document unexpected social or political outcomes.

The Program has a solid foundation for its renewal. It will continue to consolidate its achievements, to innovate and to make appropriate investments in order to build the capacity of the Program staff and of the client groups. A new Capacity Building and client Outreach Unit has been established to help staff and clients meet these new challenges.



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The following departments, agencies and Crown corporations submitted reports on their activities with respect to the requirements of the *Canadian Multiculturalism Act*.

Atomic Energy of Canada Limited	Department of National Defence
Auditor General of Canada	Elections Canada
Bank of Canada	Enterprise Cape Breton Corporation
Business Development Bank of Canada	Environment Canada
Canada Council for the Arts	Export Development Corporation
Canada Customs and Revenue Agency	Foreign Affairs and International Trade
Canada Economic Development	Health Canada
Canada Mortgage and Housing Corporation	Immigration and Refugee Board
Canada Deposit Insurance Corporation	Indian and Northern Affairs Canada
Canada Post	Industry Canada
Canada Science and Technology Museum	International Development Research Centre
Corporation	Laurentian Pilotage Authority
Canadian Artists and Producers Professional	National Archives of Canada
Relations Tribunal	National Arts Centre
Canadian Centre for Management	National Battlefields Commission
Development	National Council of Visible Minorities in the
Canadian Centre for Occupational Health and	Federal Public Service
Safety	National Energy Board
Canadian Commercial Corporation	National Farm Products
Canadian Environmental Assessment Agency	National Film Board of Canada
Canadian Food Inspection Agency	National Gallery of Canada
Canadian Forces Grievance Board	National Parole Board
Canadian Human Rights Commission	Natural Resources Canada
Canadian Human Rights Tribunal	Natural Sciences and Engineering Research
Canadian Intergovernmental Conference	Council
Secretariat	North American Free Trade Agreement
Canadian International Development Agency	Secretariat (Canadian Section)
Canadian Museum of Civilization Corporation	Pacific Pilotage Authority
Canadian Museum of Nature	Parks Canada
Canadian Nuclear Safety Commission	Patented Medicine Prices Review Board
Canadian Race Relations Foundation	Public Service Commission of Canada
Canadian Radio-Television and	Public Service Staff Relations Board
Telecommunications Commission	Public Works and Government Services
Canadian Security Intelligence Service	Canada
Canadian Transportation Agency	Royal Canadian Mounted Police
Canadian Wheat Board	Security Intelligence Review Committee
CBC/Radio Canada	Social Sciences and Humanities Research
Citizenship and Immigration Canada	Council
Civil Aviation Tribunal	Solicitor General
Commission for Public Complaints Against	Statistics Canada
the RCMP	Telefilm Canada
Communication Canada	Treasury Board of Canada Secretariat
Correctional Service of Canada	Transport Canada
Defence Construction (1951) Limited	Transportation Safety Board of Canada
Department of Canadian Heritage	Veterans Affairs
Department of Finance	Veterans Review and Appeal Board
Department of Justice	VIA Rail Canada Inc.