



Canadian Heritage  
**Multiculturalism**

Patrimoine canadien  
**Multiculturalisme**



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

1999-2000



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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Secretary of State  
(Multiculturalism) (Status of Women)



Secrétaire d'État  
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Her Excellency the Right Honourable Adrienne Clarkson  
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Your Excellency:

I am pleased to submit the twelfth 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 1999-2000 fiscal year.

Please accept my best wishes.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Hedy Fry'.

The Honourable Hedy Fry, P.C., M.P.



## Introduction by the Secretary of State (Multiculturalism) (Status of Women)

Today it's more important than ever that we take a closer look at what we do to advance multiculturalism. As we construct a common Canadian citizenship, with respect for diversity, we need to examine what works best and how well our policies are adapting. So, in this Annual Report, we are going beyond listing what's been done to begin looking at how it has made a difference in the lives of Canadians. We are moving to a new level of thoughtfulness about what our activities really mean. We are challenging federal institutions to capture new information about the impacts of their policies, practices and programming in reflecting and responding to increasing ethnic, racial, linguistic and religious diversity in Canadian society.



There are many different views about which outcomes matter most. Measures themselves influence the way policies are implemented and programming is designed and delivered. For example, is it more important to help 100 people get started on a journey or to help 10 people who are most in need to complete it? Certainly, it matters that we reach as many people as possible. But the effectiveness of what we do in reaching them matters more. In the case of multiculturalism, this means attitudes and expectations and a sense of pride and belonging. These are difficult outcomes to measure and even harder to attribute to one government initiative or program.

Regardless, we need to find ways to capture more information that demonstrates the difference multiculturalism makes in daily life in Canada. We need data that show that policies and programs in support of multiculturalism not only constitute the right thing to do, but that they are the most beneficial, prudent and pragmatic course to take. We need to prove that what we do contributes to a shared sense of what it means to be a citizen of Canada.

For most Canadians, accommodation, fairness and equality are core values. Even so, to continue to evolve as a progressive, open and inclusive society we must find ways to demonstrate in concrete terms what the benefits of multiculturalism are not only for ourselves but for the rest of the world as well. We know that legislation alone isn't enough particularly when, as with the *Canadian Multiculturalism Act*, the aim is to encourage and promote change rather than taking a regulatory or coercive approach. This kind of modern legislation needs to be implemented with programs and policies that show leadership, lead to positive social change and for which results can be quantified and documented.

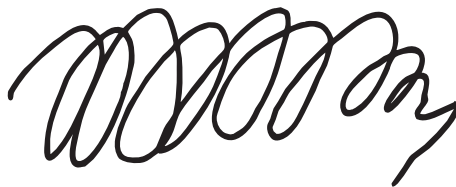
We recognize that there is not only work to be done within our own government institutions, but that multiculturalism policy must also reach other levels of government and, importantly, the communities which these policies serve. As government, we need to lead by example and we must build partnerships that enable Canadians of diverse backgrounds to fully participate in the political, economic and cultural life of our country. We need to recognize the challenges in achieving social and economic justice and in fighting the issues of racism and hate. We are taking these steps by developing tools such as our Federal Action Plan Against Racism, Discrimination and Hate. This year, we also have an important opportunity to share these initiatives with the world, in South Africa, at the 2001 United Nations World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance. Canada is recognized as a country that has valuable information to share both domestically and internationally.

In this report you will learn more about how some government institutions have changed and are changing their programs and policies to respond to the increasing diversity of our population, and how they made these changes a permanent part of the way they do business. These lessons are useful not only for Government of Canada departments, agencies and crown corporations, but other governments, non-governmental organizations, the private sector and individual Canadians. Because diversity is a fundamental characteristic of Canadian society, it's everyone's business and many of the same "best practices" can apply across all sectors of society. Institutional change is a fundamental step in eliminating systemic inequality.

Ultimately, the most important test of the effectiveness of what we do to promote and support multiculturalism is the quality of life of Canadians themselves. As long as there are people in our country who endure racism or who are marginalized or excluded for no other reason than their racial, religious, ethnic or cultural background, we won't have the results we want and need.

A great deal has been done to advance multiculturalism since the *Canadian Multiculturalism Act* came into force in 1988. Every year since then, we have reported on the work of the government to support the goals of multiculturalism – advancing equality and social justice, encouraging the participation of all Canadians in the economic, social, political and cultural life of our nation, and strengthening multiculturalism as part of our Canadian identity.

I am pleased to report that this year, after more than a decade of programming, we can see how these programs and initiatives have delivered sustained results that reflect and respond to the increasing needs of multicultural Canada. It is also a way of evaluating, as we embark on a new century, how far we still need to go to achieve our goals of a cohesive, respectful and equal society.

A handwritten signature in black ink, consisting of several loops and a long tail, representing the name Hedy Fry.

The Honourable Hedy Fry, P.C., M.P.

## Table of Contents

Introduction by the Honourable Hedy Fry	v
Part I: Multiculturalism: Now More Than Ever	1
Part II: The Operation of the <i>Canadian Multiculturalism Act</i> in Canada's Federal Departments and Agencies - Introduction	10
Part III: Results Across the Public Service of Canada	12
Part IV: A Comprehensive Approach: Leading to Results	33
Part V: Institutional Success Factors	46
Part VI: Looking Ahead, Seizing Opportunity	50
Annex A: Towards Results-based Management in the Multiculturalism Program	56
Index of Federal Institutions	59



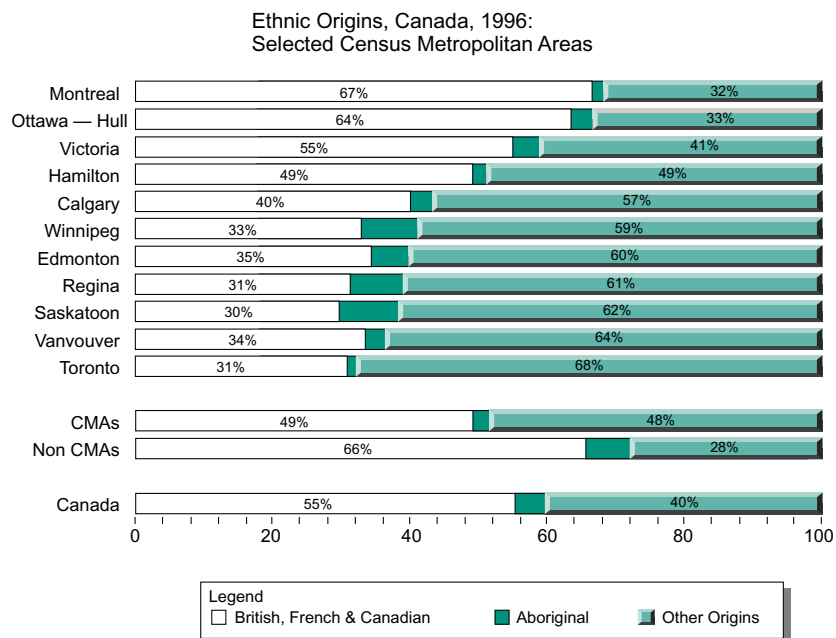


## Part I: Multiculturalism: Now More Than Ever

### A decade of change

Over the past decade, since the passage of the *Canadian Multiculturalism Act*, ethnic, racial and religious diversity in Canada has expanded at an unprecedented rate, dramatically changing the public face of Canadian society. Human cultural diversity has been a characteristic of Canada longer than the country has existed. At the time of European arrival and settlement there was a diversity of Aboriginal nations speaking many languages. There has been a Black population in Atlantic Canada since the middle of the eighteenth century. Moreover, patterns of immigration that began in the last half of the 20<sup>th</sup> century are today rapidly making Canada a microcosm of all of the world's ethnic, religious, linguistic and racial diversity.

At the last census, more than 43% of Canadians reported at least one origin other than British, French, Canadian or Aboriginal. The number of racial minority persons has doubled to 11% in 10 years and now account for up to 30% of the population in most major Canadian cities. In the case of Toronto, ethnic and racial minorities account for more than half the population. According to Statistics Canada, 89% of all immigrants and 94% of visible minorities live in a census metropolitan area. While Toronto, Vancouver and Montréal are home to the largest total numbers of ethnic and racial minorities in Canada, smaller cities such as Edmonton, Saskatoon, Regina, Winnipeg and Ottawa have populations that are also becoming increasingly diverse.



Note: Other Origins do not include Multiple Aboriginal Origins  
 Source: 1996 Census, Statistics Canada





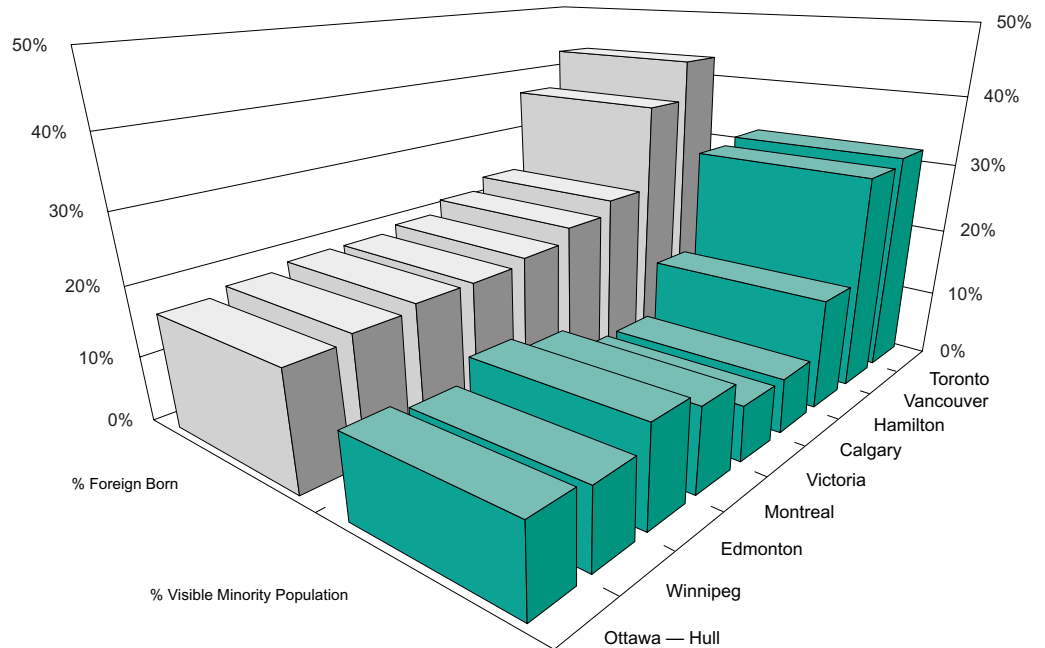
*Respecting our Differences*

Immigrants have always tended to settle in parts of the country where there are significant numbers of persons who share their ethno-cultural heritage and language. This has given each region of Canada unique combinations of ethnic and racial communities. For example, there are large numbers of Canadians of Chinese and South Asian origins in British Columbia, whereas Canadians of Caribbean descent tend to be concentrated in Ontario. Because Quebec attracts many French-speaking immigrants, it has the highest percentage of Canadians of Vietnamese, Haitian and Lebanese origins.

But everywhere in Canada, visible minorities are the fastest growing sub-group in Canadian society. By 2006, they will represent between 14.7% and 20% of the population—nearly one in six persons living in Canada are expected to be members of a visible minority group.

One of the factors leading to this increasing diversity is youth. Canada’s ethnic and visible minority population tends to be younger than the national average. Forty-five per cent of Canada’s children have at least one ethnic origin other than British, French, Canadian or Aboriginal. One of five Canadians aged 18 to 34 are members of visible minorities and one of three aged 5 to 15 have Aboriginal or visible minority origins. In another generation, a single racial group will no longer represent a majority of Canada’s population.

Visible Minority and Foreign Born Population:  
Major Metropolitan Areas, Canada, 1996







**CANADA'S  
DIVERSITY**

### **Multiculturalism: a Canadian value**

Not surprisingly, with increasing ethno-cultural and racial diversity, multiculturalism has become more important to Canadians. As Prime Minister Jean Chrétien noted during a speech in Berlin last summer, “Canada has become a post-national, multicultural society. It contains the globe within its borders, and Canadians have learned that their two international languages and their diversity are a comparative advantage and a source of continuing creativity and innovation.” For a steadily increasing proportion of the public, ethno-cultural and racial diversity is a positive characteristic of Canadian society. Recent public opinion polling shows that more than two-thirds of Canadians believe that Canada’s culturally diverse population is a competitive advantage in the global economy. Surveys conducted by Ekos Research Associates show that a majority of Canadians agree, “Accepting immigrants from diverse cultures strengthens Canadian culture.” Polls conducted by Ipsos Reid (formerly Angus Reid) show that an increasing proportion of Canadians – in 1999 more than 83% – agree that “the multicultural make-up is one of the best things about Canada.” This compares with 78% in October 1998, 80% in June 1996 and 77% in February of 1993. And the most ethno-culturally diverse demographic group in Canada, youth, are the most enthusiastic. A 1999 survey showed that 96% agree with the statement “it is good that Canada has people of different racial backgrounds.”

There is evidence of a stronger connection between multiculturalism and Canadians’ sense of identity. When Canadians were asked in 1999 about what contributes to their sense of identity and makes them different from Americans, multiculturalism came in second after the health care system. The multiculturalism policy itself, which provides a framework for nurturing and valuing diversity, contributes to citizenship acquisition, participation and quality of life, and a strong sense of pride in what Canada stands for internationally. The explicit recognition that diversity within a common citizenship is good, which is what multiculturalism is all about, encourages Canadians to feel committed to Canada, fostering a sense of belonging and attachment to the country and to one another, a collective state of being otherwise known as “social cohesion.” As Canada becomes increasingly diverse, efforts to strengthen social cohesion between and among all the many ethnic, racial and religious groups in Canadian society will be central to our continued progress as a modern, united and democratic society.



## Respecting our Differences

While the *Canadian Multiculturalism Act* applies to the work of all Government of Canada departments, agencies and crown corporations, the Multiculturalism Program is specifically mandated to address ethnic, racial, linguistic and religious diversity within Canadian society. It works in a variety of ways to foster social cohesion so that Canada can capitalize on its diversity advantage. One of its objectives is to help federal institutions develop inclusive policies, programs and practices to meet their obligations under the *Canadian Multiculturalism Act*.

This year, for the first time, the Multiculturalism Program met personally with officials of 19 selected federal institutions to help them frame comprehensive input to this Annual Report, focussing on sustained results and the success factors by which they were achieved.

### Moving towards shared citizenship

Canada adopted its multiculturalism policy in 1971, and in 1988 formally enshrined the policy in legislation with the *Canadian Multiculturalism Act*. Its three main policy goals – Social Justice, Civic Participation and Identity – are as relevant now as they were when they Act was passed; however, their implementation by the Multiculturalism Program of Canadian Heritage has evolved significantly. Multiculturalism programming once responded largely to the needs of specific groups who were excluded by the mainstream, enabling these groups to preserve and celebrate their cultural identities. Identity is still an important policy pillar, but the work of the Program focuses more on assisting marginalized groups to build their capacity to better influence the social, cultural, economic and political institutions mandated to serve their needs, along with those of more established communities in Canada. Building partnerships between community associations and mainstream institutions ensures that collaborative solutions are developed to eliminate barriers to full and equitable participation.

As a result, and as will be highlighted in later sections of this Report, institutions such as schools, arts councils and police services have adjusted their policies and practices to accommodate diversity, and to respect and respond equally well to the needs of *all* Canadians. In short, Canada's approach to multiculturalism has become more inclusive, focussing on the need to foster a shared sense of citizenship across the full breadth of the population.

Many federal institutions have achieved positive results by responding to this inclusive sense of Canadian identity. For example, Elections Canada analysed language statistics from the 1996 Census to determine which languages, other than English and French, are the most widely used among eligible voters. In turn, this inquiry led to the publication of a voter information pamphlet in 26 international languages and five Aboriginal languages.



CANADA'S  
DIVERSITY

### The challenges ahead

Diversity has given Canada many advantages, including links with the rest of the world, a multi-lingual workforce, and a rich and vibrant cultural life. But it has also meant additional pressures, particularly for public institutions such as universities and hospitals, community-serving agencies and governments. They are being challenged as never before to respond to a more complex range of needs associated with integrating ethnic and visible minorities into Canadian society. These institutions need encouragement and support, and opportunities to learn from one another to pursue more open and participatory processes that accommodate and *value* the multitude of differences among ethnic and visible minority groups.

Despite commitments to a more inclusive society embedded in the Charter of Rights and Freedoms, the *Canadian Multiculturalism Act* and employment equity legislation, research available in the Multiculturalism program shows that members of ethnic and visible minorities – particularly members of visible minority groups – continue to experience barriers to participation in the workplace, in political institutions, and in many community-based organizations. A disproportionate percentage of visible minority Canadians suffer from poverty, low wages and under-employment. Many of the organizations that work to represent the interests of these Canadians lack the capacity to press for the changes and resources that their constituencies need (Biles 1998; Siemiatic 1998; and Simard 2000).

Some people continue to see ethno-cultural change as a threat. Most Canadians value ethnic, racial, linguistic and religious diversity, but discrimination, racism and hate crimes persist. All forms of intolerance, from subtle discrimination to racially motivated violence, undermine equality and social cohesion. New communications technologies, particularly the Internet, are providing purveyors of intolerance and hatred with new ways to spread their messages. At national consultations in the Fall of 2000 to prepare Canada's position for the upcoming World Conference Against Racism, Racial Discrimination, Xenophobia, and Related Intolerance (WCAR), individuals, groups and organizations from across Canada pressed for a collaborative national approach to combat racism and intolerance. There was agreement that a great deal more public education is required.

Meanwhile, political leaders, policy makers, public institutions, businesses, community groups, care-givers, teachers and social activists need more information and data on diversity and the lived experience of the millions of Canadians who are the targets of intolerance, discrimination and racism. They need this information and knowledge to be able to design programs and



## Respecting *our* Differences

initiatives, and provide services, in ways that will support equality of opportunity and promote social cohesion. In many cases, the data we have is not sufficiently comprehensive. For example, there has never been a national survey to quantify the prevalence of discrimination and racism in Canadian society as it affects all minority groups. A survey of 800 Chinese Canadians conducted in 1994 found that 40% had personally experienced discrimination; 60% were not able to utilize their talents in Canada, and an alarmingly high 80% disagreed that they felt accepted by other Canadians. We need to know more about what happens in community life—for instance, where does discrimination, intolerance and racism occur and under what circumstances?—to be able to design more effective programs and initiatives that encourage accommodation, promote participation and enable all Canadians to feel accepted for who they are and as equal partners in Canadian society.

There is no generation for which this will have greater impact than Canada's children, who are the most ethno-culturally and racially diverse age group in the country. Canada must be concerned that the potential of its youngest citizens to fully participate in and contribute to society as adults is undermined when they are forced to endure discrimination, intolerance and racism—a form of abuse against which no child in Canada should be expected to have to defend him or herself. In repeated surveys, young Canadians have identified racism and discrimination as key issues which need to be addressed and, as will be highlighted later in this report, have taken a decisive role in many initiatives designed to combat racism.

For the wider society, the failure to recognize and value diversity and utilize all the advantages associated with it constitutes not only a threat to social cohesion, but a significant waste of human capital which, as a knowledge-based economy, Canada can ill-afford. As documented earlier, ethnic and visible minorities account for an increasing proportion of the overall Canadian population. In future, the damage inflicted by persistent inequities in Canadian society and the failure to successfully reflect and integrate ethnic, racial and religious diversity will, if unchecked, affect increasing numbers of Canada's citizens. Canada needs all this talent and ability in all sectors of society and all walks of life if it is to continue to prosper in the global economy, and maintain its quality of life and international standing.



## The Key Issues

Research, documentation and the views of organizations that represent the interests of racial, ethnic and religious groups suggest that there are four major issues that need to be addressed to promote equality of opportunity and social cohesion. These are:

- ***Disproportionate poverty.*** In a recent study of 89 ethno-racial groups in Metro Toronto, the most severely disadvantaged were black with poverty rates ranging from 52.2% to 70% compared to 22.7% in the overall population.
- ***Systemic discrimination.*** A large number of highly qualified immigrant professionals continue to experience difficulties with credentials recognition and accreditation. Visible minority male immigrants earn an average of 15% less than their white counterparts. While there is some improvement among the Canadian-born, visible minority males still earn, on average, 9% less than white males with the same qualifications, skills and experience.
- ***Under-representation.*** Ethnic and visible minorities continue to be under-represented in most institutions and professions, and in the media, where they are also often negatively portrayed.
- ***Victimization as a result of racism and hate-motivated crime.*** Visible minority-Canadians also continue to be the objects of racism and outright discrimination. According to a recent analysis of police statistics, as many as 60,000 hate and bias crimes are committed in Canada's large urban centres annually, of which approximately 61% are directed against visible minorities (Roberts 1995).

## Setting strategic priorities and delivering results.

To help address the challenges of increasing ethno-cultural and racial diversity and support the aims of the *Canadian Multiculturalism Act*, the Multiculturalism Program at the Department of Canadian Heritage supports research, public education, community action and institutional development. In all cases, this work seeks to do at least one of the following:

- combat racism and discrimination;
- enable marginalized groups to participate in decision-making and, ultimately, to influence public institutions to eliminate systemic barriers that prevent them from responding to and reflecting Canada's diversity;







## Respecting our Differences

- generate more information about ethnic, racial and religious diversity in Canada and the best ways that governments and others can support equality of opportunity and promote social cohesion.

As diversity in Canada expands, the Multiculturalism Program is challenged to keep up. The complex and demanding issues associated with ethnic and racial diversity necessitate a strong focus on results.

In 2000, the Program developed a new Performance Framework to help prioritize its work. The Framework is helping to target resources towards initiatives where the need is greatest and from which outcomes can be expected within a reasonable amount of time, but which, at the same time, will help make a lasting difference. A more detailed description of this Framework is contained in Annex A of this Report.

The Multiculturalism Program advances the policy goals of the *Canadian Multiculturalism Act* in several ways. The Program manages a grants and contributions program with a budget allocation of approximately \$16 million. To achieve sustained, long-term results, work with ethno-cultural communities has focused on capacity building and stronger working relationships with public institutions. Work with public institutions has focused on more comprehensive approaches to institutional change, ensuring that their work with communities involves community representatives in needs assessment and in the subsequent development and enhancement of policies and services. And, beyond the grants and contributions program, work with federal government partners has increasingly afforded the Program an opportunity to develop networks of influence between federal institutions, non-governmental institutions and various ethno-cultural communities and communities of interest.

The Multiculturalism Program, together with representatives from other Government of Canada departments and agencies, has begun to look at new ways to ensure that the policies, programs and services of the Government of Canada serve the interests of Canada as an ethno-culturally and racially diverse society. Many of these programs and services were established when Canada was a more homogeneous society. Some may now be out of step with the needs and expectations of an increasingly large segment of the population.

One tool being developed is a diversity lens—a standard set of questions to help policy makers across the government assess their current and proposed policies, programs and services to make sure they respond to the needs and expectations of *all* Canadians. This practical tool would help the Government of Canada to accelerate its efforts to respond more effectively to ethnic, racial and religious diversity, and abide by the principles of the *Multiculturalism Act*.



**CANADA'S  
DIVERSITY**

Finally, while strong, evidence-based, results oriented programming ensures the efficacy of government investments and maintains public trust, government cannot address all the issues associated with ethnic and racial diversity by acting alone no matter how effective its initiatives are. The issues do not fall neatly into categories that are the sole responsibility of the public, private or voluntary sectors. The Government of Canada needs solid evidence and meaningful results to mobilize partnerships and persuade others to participate in collaborative action across all sectors and all jurisdictions, at the national, regional and local levels. As a consequence, partnerships are and will continue to be a major priority within the Multiculturalism Program and across government.

Ultimately, the challenges associated with ethno-cultural and racial diversity affect us all. Racism, for example, is a pervasive problem. It makes no difference to an Aboriginal child whether the racial slur occurs in a public school lunchroom, a community childcare center, or a privately run amusement arcade. The pain for that child is the same. And ultimately, the damage is equally costly to us all.







**Respecting our  
Differences**

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

The response by today's federal public service to the challenges and opportunities presented by Canada's multiculturalism can best be summed up in the twin themes of business case thinking and the search for results. Full inclusion of all ethnic, linguistic, racial and religious groups in all aspects of society and in public administration is the right thing to do, and it also makes good business sense.

To serve well the entire population, institutions must reflect and represent its many communities. Multicultural participation is increasingly seen as a basic condition of institutional credibility, relevance and performance. Institutions which either under-serve or do not employ people from the full range of Canada's ethnic cultures risk failure to deliver their mandates.

In recognition of this reality, today's leaders seek results in terms of service and program measures and in terms of hard recruitment and retention numbers. The lens has shifted towards the results of activities, and not just the activities themselves.

This year's Annual Report was developed in light of this new thinking. Rather than presenting a compendium of the related activities of departments and agencies, the focus is on the results achieved by a selection of federal institutions. 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 what motivated them to launch changes. They were asked how they proceeded, and what was achieved. They were asked if, and how, results were measured. And they were asked to name what they saw as key success factors. Part V of this report summarizes common success factors.

Results are considered in four areas: policies and programs, research, services, and representative involvement. Results are considered over time. Rather than just focusing on 1999-2000, this year's report examines institutional change since the Act came into force in 1988.



## CANADA'S DIVERSITY

Based on responses received, the stories of 19 departments and agencies\* were further explored through interviews with staff. Fifteen of these are used to illustrate one or more aspect of long-term, organizational change. Four are told as comprehensive case studies. In this way it is hoped that a richer, fuller picture emerges not only of progress made but of how that progress was achieved and what we can learn from it as we move together into the next decade.

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\*Departments and agencies featured in the report are: Canada Mortgage and Housing Corporation; Canada Customs and Revenue Agency; Canada Council for the Arts; Canadian Heritage; Canadian International Development Agency; Canadian Radio-television and Telecommunications Commission; Canadian Broadcasting Corporation; Citizenship and Immigration Canada; Department of Foreign Affairs and International Trade; Department of Justice Canada; Health Canada; Indian and Northern Affairs Canada; National Film Board of Canada; Parks Canada Agency; Public Service Commission of Canada; Royal Canadian Mounted Police; Statistics Canada; Status of Women Canada; and, Treasury Board of Canada. Many other departments and agencies have achieved success in promoting multiculturalism. Departments and agencies selected for this report were selected as being illustrative of a broad range of initiatives.





**Respecting our  
Differences**

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

Over the past decade Canadian federal government departments and agencies have taken up the challenge of serving Canada's diverse population with increasing enthusiasm. Issues respecting Canada's multiculturalism have not always been at the centre of the agenda; however, on balance, the policies, programs and services provided by, and the very face of, the Public Service have evolved substantially since the *Canadian Multiculturalism Act* came into force in 1988.

The following pages present a look back over the decade at the progress made by a representative sample of federal institutions. This part of the report highlights results achieved by reviewing performance over time which has yielded sustainable institutional change with respect to Canadian multicultural diversity.

### **Advances in Policies and Programs as Levers of Change**

In 1971, the Government of Canada announced a Multiculturalism Policy which recognized Canada's multicultural diversity as a fundamental and defining characteristic of the nation. This policy was reaffirmed in 1988 with the passage of the *Canadian Multiculturalism Act*. Then, in 1996, a review of the policy further reaffirmed its importance as a key instrument in government's efforts to foster social cohesion and build an inclusive society that is open to, and respectful of, all Canadians.

While the Department of Canadian Heritage does have a central role to play, the Multiculturalism Policy is the responsibility of all federal departments and agencies. Increasingly, Canadian Heritage, and in particular the Multiculturalism Program, has been called upon to provide advice to federal partner institutions in the development and revision of public policies and programs. In this section a number of advances of policies and programs are highlighted.

#### ***Combating Hate and Bias Activity***

It is estimated that there may be as many as 60,000 hate crimes committed against members of ethnic minority and other groups in Canada each year (Roberts 1995). Hate and bias activity has serious consequences not only for its intended targets, but also broader implications for community safety, social cohesion and Canada's international reputation. Research, media reports, the deliberations and recommendations of international and national conferences all point to the need for national governments to address hate and bias activity in a coherent and coordinated manner.



CANADA'S  
DIVERSITY

The government is taking action against hate in four primary ways: through public education; through the legal system; through supporting community initiatives to combat hate; and through supporting research. Canada has strong anti-hate legislation. The *Criminal Code of Canada* and the *Canadian Human Rights Act* make it a crime to incite hate against an identifiable group. Canada has recently strengthened principles for criminal sentencing that guide the courts to consider aggravating factors when there is evidence that an offence was motivated by hate of an identifiable group. The Government has also passed legislation that strengthens the role of victims in the criminal justice system and makes it easier for victims and witnesses to participate in trials. The Government of Canada has also launched a national crime prevention initiative aimed at developing community-based responses to crime, with particular emphasis on children, youth, women and Aboriginal people. Thirty-two million dollars per year has been allocated for this work.

Under the *Customs Tariff Act*, Canada Customs and Revenue Agency examines material at the border for prohibited hate propaganda and is working internationally with the World Customs Organization to share information on transnational movement of hate propaganda. The Canadian Centre for Justice Statistics recently released a national report on hate crime in Canada that, for the first time, gives a national picture of the extent of hate-motivated crime in Canada.

The Multiculturalism Program has held a series of three national, round table consultations on hate and bias activity with stakeholders from other levels of government, other federal departments, police, academia and civil society organizations. As a direct result of the first round table, the federal partners agreed to work with the Multiculturalism Program to develop a more coordinated federal response to the issue. An initial step was to advise Statistics Canada on the addition of a question to the *1999 General Social Survey on Victimization* to capture information about victims of hate crime. A question was also added to the *2000 General Social Survey on Citizen Access to and Use of Information Communication Technology on hate propaganda on the Internet*.

As a further result of participation in the round tables on hate, the Department of Justice Canada has produced four documents as a background to further discussion on hate crime in Canada: a report outlining all relevant national and international statutory provisions on hate; an outline of the arguments for and against the collection of hate crime statistics and the use of legislation to enforce statistics collection; an analysis of media coverage on racially motivated killings; and a compilation of all previous recommendations to governments regarding hate crime legislation.



## Respecting our Differences

The Multiculturalism Program also participates in Industry Canada's interdepartmental committee on illegal and offensive content on the Internet. The committee has just released a new document, *A Canadian Strategy to Promote Safe, Wise and Responsible Internet Use* which addresses, among other issues, the question of illegal and offensive content on the Internet.

At both the 1999 International Metropolis Conference and the Multiculturalism Social Justice Research Seminar, the Multiculturalism Program sponsored and organized workshops on hate crime to encourage research and academic interest in the subject.

Through contracts, grants and contributions, the Multiculturalism Program has directly supported research, public education and community action on hate and bias activity. Over the last three years more than 50 such projects have been undertaken, including for example:

*Combating Hate on the Internet: An International Comparative Review of Policy Approaches/Combattre la haine sur l'Internet: Étude comparative internationale des approches politiques.*

Heather De Santis, January 1998.

*Standing Up to Hate: Legal Remedies Available to Victims of Hate Motivated Activity – A Reference Manual for Advocates / Se défendre contre la haine: Les recours judiciaires dont disposent les victimes d'actes motivés par la haine – Guide de référence pour les intervenants.*

Bill Jeffery, September 1998.

*Racism, Sport and Hate.*

Elimination of Racism in Sport Committee, Regina, 1999.

As a result of the Multiculturalism Program's initiatives in this area, the body of Canadian research on hate and bias activity is growing; tools are now available for community organizations and municipal governments faced with hate organizations setting up and recruiting locally; international links have been made to explore means to deal with hate on the Internet; Internet service providers have been engaged in a discussion about how to limit use of the Internet as a tool to promulgate hate; a number of public education tools on hate and bias activity (e.g., films, videos, handbooks) have been produced and distributed; and, the Multiculturalism Program's annual March 21 "Stop Racism" Campaign now includes messages about hate activity.



CANADA'S  
DIVERSITY

*Accreditation of Foreign Credentials*

Canada's immigration policies seek to encourage the immigration of highly educated and skilled professionals. Unfortunately, on arrival many find that they are unable to work in the fields for which they are trained since their foreign-earned credentials are not recognized by employers or professional and regulatory associations in Canada. This results in economic losses for Canada through unemployment and underemployment of highly skilled immigrants. Additionally, individual foreign-trained professionals face frustration, reduced family and personal income, loss of skills through years absent from their professions and cynicism and loss of attachment to Canada.

While the federal government has a limited mandate in professional accreditation because of jurisdictional issues, responsibility for immigration provides room for some involvement. The Multiculturalism Program has used a variety of means to press for action, to engage affected communities and to inform and influence the policies of government bodies and professional, trade and regulatory associations. The Multiculturalism Program has joined the Federal-Provincial-Territorial (FPT) Working Group on Access to Professions and Trades which is currently co-chaired by Citizenship and Immigration Canada and the Ontario Ministry of Colleges, Training and Universities. The Multiculturalism Program brings to the table the concerns expressed by its stakeholder groups. By assisting in the development of a Business and Communications Plan to advance accreditation issues, the Multiculturalism Program is playing a leadership role in promoting and facilitating access by foreign-trained professionals to fair, comprehensive and portable assessment of their skills and knowledge. In addition, the Program has conducted research into accreditation of foreign credentials and has recently funded a number of related projects, including: a project undertaken by the National Organization of Immigrant and Visible Minority Women examining accreditation of the nursing, teaching and social work professions; and a project by the Association of Foreign Medical Graduates (Manitoba) to address training needs of foreign-trained doctors by providing a comprehensive examination-preparation program and by coordinating identification of opportunities with licensed Canadian practitioners.

As a result of these initiatives: community based organizations have made contact with members of the FPT Working Group on Access to Professions and Trades; the issue of professional accreditation for those educated abroad has recently received more media and public attention; some professional associations (e.g., the College of Physicians and Surgeons) have made efforts to facilitate the more rapid qualification of foreign-trained professionals; and foreign-trained professionals have formed local organizations to advocate for change on accreditation and to begin addressing their profession-specific training and qualification needs.





**Respecting our  
Differences**

***Promoting the Rights of Women***

The mandate of Status of Women Canada is to promote the full participation of all women in the economic, social, cultural and political life of the country. This includes a commitment to integrate issues of diversity into the programs provided by Status of Women Canada.

A guiding principle of the organization is to acknowledge the diversity of women and their experiences. According to one manager, “Diversity is integral to our thinking. We always ask, ‘Who are the women affected?’ when we work on something.”

It is the policy of the Research Fund of Status of Women Canada to ensure that the overall work produced reflects the diversity of women. Research proposals are not considered for funding if diversity is not taken into account in the objectives of the study. Similarly, the Women’s Program requires policies and other indicators that organizations applying for funding are addressing the needs of the diversity of women. In 1998-99 alone the Women’s Program funded 35 initiatives aimed at addressing the concerns of immigrant, ethno-cultural and visible minority women across Canada.

In December 1999, Status of Women Canada held consultations with women from across the country. The purpose was to create a dialogue between the Government of Canada, not-for-profit organizations, labour organizations, academe, voluntary organizations, and the private sector to share information and receive input into key policies on gender equality. Central to the consultations was a clear policy statement: “Women are not a homogeneous group. They face many different realities as a result of factors such as age, race, class, national and ethnic origin, sexual orientation, mental and physical ability, region, language and religion. Equality can only be achieved by acknowledging and respecting this; therefore, Status of Women Canada will seek the diverse participation of women.”

Status of Women Canada and Statistics Canada have produced *Women and Men in Canada: A Statistical Glance*, a booklet of gender statistics in various fields which reflects the importance of diversity through, for example, breakdowns of employment equity groups and other populations. Status of Women Canada has also contributed to the availability of statistical data on immigrant women through its publication *Statistics Canada Data Sources on Immigrant Women*.

***“Diversity is  
integral to our  
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something.”***





CANADA'S  
DIVERSITY

***Broadcasting Policy in Canada***

The *Broadcasting Act* includes a provision stating 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.

The Canadian Radio-television and Telecommunications Commission (CRTC) has put in place a number of instruments to ensure that Canadian broadcasters contribute to this objective:

- *On-air presence:* There is a policy with respect to on-air presence applying to members of visible minorities and other designated groups (women, Aboriginal peoples, persons with disabilities). Radio and television broadcasters with more than 25 employees are required to provide information about the on-air presence of members of the four designated groups when they renew their licences, apply for new licences or seek authority to transfer control or ownership.
- *Prohibition of abusive comment/hate:* Through its regulations, the Commission prohibits licensed broadcasters from broadcasting “any abusive comment that, when taken in context, tends to or is likely to expose an individual or a group or a class of individuals to hatred or contempt on the basis of race, national or ethnic origin, colour, religion, sex, sexual orientation, age or mental or physical disability.” To a large extent these issues are monitored by the Canadian Broadcast Standards Council, a creation of the broadcasters, using a system that was approved by the Commission.
- *Ethnic broadcasting policy:* The Commission has established an ethnic broadcasting policy under which commercial ethnic radio and television stations are specifically licensed to serve culturally or racially distinct groups. Currently, there are 13 ethnic radio stations, two ethnic television stations and five ethnic specialty services serving a variety of ethnic groups. During the review of this policy, a public notice seeking public input was specially targeted to multicultural and minority community groups followed by an informal set of open consultations across the country.
- *TV Policy:* Following on comments made by interested parties during the Commission’s 1998/99 review of TV policy, the Commission requires conventional television licensees to make commitments to initiatives that will result in a more accurate reflection of cultural and visible minorities



## Respecting our Differences

and Aboriginal peoples and to ensure that the on-screen portrayal of all minority groups is accurate, fair and non-stereotypical. The Commission explores such initiatives with all new applicants and during licence renewal proceeding.

- *Notable initiatives:* Over the last year, the CRTC has licenced the first urban music station owned by members of the Black community in Toronto. The Aboriginal People's Television Network was also launched.

Later in this part of the report, the work of the Canadian Broadcasting Corporation in these areas is highlighted.

### *Central Agency Leadership in Employment Equity*

With the amendment to the *Financial Administration Act* in December 1992 and the coming into force in 1996 of the *Employment Equity Act*, employment equity in the federal public service received a legislative base. Treasury Board is required to report annually to Parliament on the employment of members of designated groups in all federal departments and agencies. The first such report pertained to the 1992-93 fiscal year.

While the focus of the *Employment Equity Act* is numbers of members of visible minorities and other designated groups employed in the Public Service, Treasury Board clearly recognizes the need to support recruitment with strong policy and administrative measures aimed at making the Public Service a workplace of choice for all people. Among Treasury Board-led initiatives are the following:

- *Task Force on the Participation of Visible Minorities in the Federal Public Service.* This task force was established by the President of the Treasury Board in April 1999 in response to suggestions from the National Capital Alliance on Race Relations. Its creation further demonstrated the Government's firm commitment to improving employment equity performance in the Federal Public Service. The task force reported in April 2000. The report noted the need for greater efforts in creating a Public Service corporate culture "hospitable to diversity" and recommended focusing more directly on increasing the representation and participation of visible minorities by establishing benchmarks towards the achievement of concrete results. Specifically, the task force recommended the attainment by 2003 of a recruitment rate of one member of a visible minority group in every five new recruits.
- *Interdepartmental Committee on Employment Equity.* This committee meets five times a year, providing a forum for leadership in achieving Employment Equity objectives.



CANADA'S  
DIVERSITY

*“Diversity will be a major focus, consistent with the commitment to create a more inclusive, more diverse public service. This will centre on efforts to increase the appointment of people from equity groups, including at the EX level, by reviewing current practices and processes to address possible impediments to this commitment.”*

*We value diversity because we believe that when we take account of diverse views as we develop policies, and design and deliver services and programs, we get better outcomes.*

- *National Council of Visible Minorities.* In 1999, the Treasury Board Secretariat and the Public Service Commission of Canada started consulting the National Council of Visible Minorities for advice on visible minority employee concerns. The National Council of Visible Minorities is made up of public servants from across Canada. The Council gives a voice to visible minority employees.
- *Employment Equity Positive Measure Program.* This is a four-year program (ending March 31, 2002) with an annual budget of up to \$10 million aimed at supporting departments and agencies in achieving their Employment Equity goals. For example, a mentoring program was developed for junior professionals at Industry Canada under sponsorship from the Program. Mentoring has been identified as a career management tool that will enable Industry Canada to retain employees who can move into successively more responsible roles, including management. Some 24 matches were made during the pilot.

The Committee of Senior Officials (COSO) of the Public Service is composed of Deputy Ministers who advise the Clerk of the Privy Council on human resources issues within the public service. In October 1999, COSO struck three subcommittees to examine issues of key concern in the public service. One of these subcommittees focused on recruitment. One of the subcommittee’s five recruitment priorities is as follows: “Diversity will be a major focus, consistent with the commitment to create a more inclusive, more diverse public service. This will centre on efforts to increase the appointment of people from equity groups, including at the EX level, by reviewing current practices and processes to address possible impediments to this commitment.” The Clerk of the Privy Council, as head of the public service, is committed to “make recruitment and diversity an ongoing commitment for Deputy Ministers, with real targets, as part of their performance contracts.” This commitment was reinforced in the Clerk’s *Seventh Annual Report to the Prime Minister on the Public Service* (March 31, 2000) in which the Clerk stated: “the public service must reflect and embrace different backgrounds, cultures, experiences, interests and styles. We value diversity because we believe that when we take account of diverse views as we develop policies, and design and deliver services and programs, we get better outcomes. A more diverse public service sets an example for others, protects the merit system, creates a greater sense of community, and provides an exciting career option for every Canadian.”



## Respecting our Differences

The Canadian Human Rights Commission (CHRC) has the authority to audit federal departments and agencies for compliance with the *Employment Equity Act*. The *Act* and its regulations give the CHRC power to order departments to appear before a Human Rights Tribunal and to take departments to Federal Court.

### *Fairness in the Administration of Justice*

Fairness in Canada's justice system has always been one of the goals of the federal Department of Justice. Over the past decade efforts to enhance fairness have increasingly been made through the Department's policies and programs. For example, the Department established a Permanent Working Group of senior federal, provincial and territorial officials to share information and collaborate on Legal Aid policy development. One of the tasks of the Working Group, is to explore approaches that assist in identifying and meeting the special needs of multicultural and visible minority communities for Legal Aid. In part based on the advice of the Working Group, the Clinic Funding Program of Legal Aid Ontario now supports three Toronto clinics focused on multicultural and visible minorities. The Metro Chinese and South East Asian Clinic and the Aboriginal Legal Services Clinic are general service Legal Aid clinics. The African Canadian Clinic mainly undertakes test cases.

The Department of Justice also administers a grants and contributions fund in support of short-term projects promoting improvements to the justice system. One of the priority areas for funding is "Diversity, Equality and Access to Justice." Moreover, all applicants are encouraged to demonstrate sensitivity to diversity and gender equality issues to prevent unequal impacts on women and men, and on members of culturally diverse communities.

One such project started in January 1997 when the National Judicial Institute launched a three-year Social Context Education Project. This program includes training for judges designed to improve the capacity of the judiciary to deal in an appropriately sensitive manner with issues, including gender and race, that may arise in matters before the court. To date, some 1,000 federal judges have voluntarily taken Social Context Training. The National Judicial Institute is now working on Phase 2 of the Social Context Education Project, which will focus on integration of social context issues into all of the Institute's programs. The federal Department of Justice has provided funding for both Phase 1 and 2 of the Project.



**CANADA'S  
DIVERSITY**

Recognizing the high proportion of visible minorities resident in Toronto and the issues of racism and discrimination in the legal system, the Criminal Prosecutions Unit of the Ontario Regional Office of the Department of Justice undertook to make diversity training a major issue in the annual training seminars for staff. The Unit also placed emphasis on the recruitment of visible minority lawyers to represent the Government in criminal proceedings. Efforts of the Unit were recognized in a letter from Judge David Cole before whom some of the Unit's staff appeared.

“I write to advise that I was extremely impressed with the quality of those counsel from your Department who appeared before me. They seemed well prepared, knowledgeable and 'tough minded', without being overly rigid or inflexible. Further, I was also pleased with the obvious effort which has been undertaken to ensure that Canada's ethnic and racial diversity is well reflected among those who 'represent' the government of Canada.”

*I was also pleased with the obvious effort which has been undertaken to ensure that Canada's ethnic and racial diversity is well reflected among those who 'represent' the government of Canada.*

#### ***Team Canada Trade Missions***

Another way to measure results is to consider how Canada is viewed by the rest of the world. For instance, do residents of India look favourably on Canada in light of Canada's support and acceptance of the Indo-Canadian community? One of the most tangible expressions of how Canada is viewed by the rest of the world stems from the success of the Team Canada trade mission program. Supported by the Department of Foreign Affairs and International Trade and led by the Prime Minister, the Minister for International Trade, provincial premiers and territorial government leaders, Team Canada trade missions to 13 countries since 1994 have directly contributed to an estimated \$24.4 billion in new business. In preparing for each new mission the Department of Foreign Affairs and International Trade solicits input from a wide range of cultural and business associations in Canada representing the cultural communities of the countries to be visited. In preparation for the Prime Minister's February 2001 mission to China, for example, extensive consultations have been undertaken with the Chinese Canadian community.

#### ***Canada's Role in International Institution Building***

The importance of Canada's multiculturalism experience and expertise is also recognized abroad in activities such as peace-keeping operations in regions of the world with inter-ethnic conflict, and in institution-building initiatives such as a project in Macedonia funded by the Canadian International Development Agency which is helping that government manage its cultural and ethnic diversity. The Canadian Government regularly hosts foreign delegations seeking Canadian advice on managing diversity in general and on representing and





## Respecting our Differences

better serving cultural minority groups in government programs and services, in particular. The Multicultural Program of Canadian Heritage, in cooperation with the International Branch of the Department, hosts some ten foreign delegations each year.

### *Showcasing Canadian History*

In collaboration with the Multiculturalism Program, Parks Canada Agency continues to promote the historic significance of the Underground Railroad and early African Canadian settlements. The Multiculturalism Program has provided funding towards the commemoration of the 150<sup>th</sup> anniversary of the Buxton Settlement. Multiculturalism also continues to provide advice on the importance and best approaches in consulting Black community groups. In partnership with the local community, Parks Canada restored the Nazrey African Methodist Episcopal Church, which is now managed as part of the North American Black Historical Museum.

*“research is about helping to make public institutions more sensitive about issues of diversity and how ethnicity, culture, language and race affect people’s ability to participate in those institutions.”*

In December 1995, February was officially designated as Black History Month in Canada. In recognition of this, the Mathieu Da Costa Awards Program was established on February 13, 1996. The Awards Program, which is managed by the Multiculturalism Program with selected partners, commemorates the memory of Mathieu Da Costa, a navigator, interpreter and the first recorded Black person in Canada. Open to all elementary and secondary schools across the country, the Program offers students an excellent opportunity to explore Black History and the contributions of Canadians of diverse cultural and racial backgrounds to the building of Canada.

## **Research in Support of Multiculturalism Policy, Programs and Services**

### *The Key Role of Research*

Research is playing an increasing role in shaping equitable public policy, and is a tool for informing and framing public debate. According to Fernando Mata of the Canadian Heritage Multiculturalism Program, “research is about helping to make public institutions more sensitive about issues of diversity and how ethnicity, culture, language and race affect people’s ability to participate in those institutions.”

In approving new directions for the Multiculturalism Program in 1997, the government clearly articulated the need for a broader cross-government response to multiculturalism which incorporates issues of ethnicity, race, language and religion into the work of all government departments and which improves the effectiveness of public policy by developing an understanding of the interplay



between socio-economic factors and our accelerating diversity. By providing verifiable evidence of needs, gaps, or ineffective policies or services, research can be a vital tool in influencing and assisting institutions, including the federal government, to better respond to diversity.

There has been an evolution in research away from the ethnographic research of the early 1980s to a focus on factors related to exclusion from, and participation in, Canadian institutions. This change reflects the Department's increased emphasis on the policy goals of social justice, civic participation and identity.

Considerable effort has been made to follow closely the rapid changes occurring in Canada's ethnic, racial, religious and linguistic demographics. To this end, the Multiculturalism Program works closely with Statistics Canada on the Census. Continued attention to demographics is required to understand the impact that these changes are likely to have on Canadian society. For example, we know that racial inequality exists in Canada, and with the rapid growth in visible minority populations it is possible that tensions around racism and systemic discrimination will intensify.

Moreover, most Canadians are unaware of the magnitude of change in Canada's diversity. Attitudes are often based on inaccurate estimates of diversity in Canada and on stereotypes. For example, minority communities are not seen as major contributors to voluntarism, yet recent studies shows similar or higher levels of both voluntarism and philanthropy among the foreign-born in Canada (Mata and McRae 2000).

Finally, research clearly indicates exclusion based on racial, ethnic and religious factors. For example, Blacks in Canada experience more disadvantage than other ethnic/visible minority communities in employment, education, poverty, and wages.

Research is expected to lead to results in the form of greater participation by visible minorities in decision making, informed dialogue and sustained action to combat racism, the elimination of systemic barriers in public institutions, and federal policies, programs and services to responding to diversity. The Multiculturalism Program is developing performance indicators to track these results (see Annex A).

Canadian Heritage liaises with other government departments to ensure that diversity is considered in relevant research proposals. Last year, of 64 proposals on which the Departments' advice was sought, 20 were recommended for funding.





## Respecting our Differences

### *Future Directions in Research*

In partnership with Statistics Canada, Canadian Heritage is developing the Ethnic Diversity Survey to be fielded in 2002. The 2001 census will provide the frame for the sample. The Ethnic Diversity Survey will gather information about ethnicity that will allow an examination of what ethnicity means in people's lives including participation in civic institutions. The questionnaire will be divided into various modules on themes including demographic characteristics, ethno-cultural background, ethnic identity, socio-economic characteristics and language. An advisory committee has been created to guide the project and to establish benchmarks from which to measure future results.

The Multiculturalism Program is continuing to develop a body of research that will provide evidence and information about important aspects of diversity to engage and inform other departments and stakeholders, both within and outside government, and to guide the Department, and in particular the Multiculturalism Program, in its own policy development and cross-government work. Later in the report, as part of a set of promising next steps, a research agenda is presented.

### **Services**

Providing government services to all Canadians has always been the intent, and mandate, of the federal public service. The goal of unbiased and equitable service provision is enshrined in the mission statement of most federal departments and agencies and is required by law through numerous Acts. At a practical level, providing services to all Canadians has, in the past, largely meant serving in both official languages all geographic regions of the country no matter how remote. Today, it is recognized that providing services to all Canadians means reaching out to, and involving, the entire range of cultural groups and Aboriginal peoples to meet their needs in ways that work for them.

### *Citizenship and Immigration Services*

Changing socio-economic conditions in Canada and around the world have shaped changes in the patterns of immigration. There has been a shift in source countries for immigrants and refugees. Today, more people immigrate into Canada from Hong Kong than from any other country. Hong Kong is followed by China, Pakistan and India. Most government assisted refugees come to Canada today from Africa, the Middle East, South America and Asia. Immigrants tend to settle in Canada's cities with Toronto, Montreal, Vancouver and Edmonton receiving the highest number of newcomers.



**CANADA'S  
DIVERSITY**

Recent immigrants and refugees are culturally, linguistically and religiously diverse. The majority of newcomers are members of visible minorities. Social trends and conditions such as labour market discrimination, racial discrimination and the recognition that immigrant youths face integration problems have prompted Citizenship and Immigration Canada to focus on employment opportunities for newcomers to Canada and on youth programming.

Canadian businesses in need of skilled technology workers have been extremely pleased with the Department's efforts to meet their requirements. Since 1997, Citizenship and Immigration Canada has focussed on speeding up the process for accepting skilled workers as immigrants. To encourage these individuals to come to Canada, the Department has developed a project that allows spouses to work in Canada as well.

Citizenship and Immigration Canada has held extensive policy consultations with ethno-cultural groups in Canada. There has been an increase in the use of the ethnic press as a communication tool to share information about immigration policy and service delivery and, in return, gather responses to policies that Citizenship and Immigration Canada has put in place.

The Department plays a key role in bringing together communities, the three levels of government and other stakeholders to better respond to the increasing diversity of Canadians. The Integration Branch has recently developed a policy and research team to look at international and domestic policy issues related to the integration of newcomers.

The *Metropolis Project* continues to be a showcase of success and won the Public Service Award for Excellence in Policy Development in 1999-2000. The project is a six-year (1995-2001) international initiative based on the premise that international migration has a major impact on large cities. The project has brought together non-governmental organizations, researchers, and policy-makers from three levels of government to discuss immigration, integration and diversity. The fora it has created has brought together the expertise of these three diverse world views in the most comprehensive and sustained dialogue on diversity issues ever undertaken. The value of the exercise is under review in preparation for round two of the project.

In the coming year, Citizenship and Immigration Canada will work closely with Canadian Heritage as a part of an interdepartmental working group focussing on discrimination in preparation for the World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance, to be held in South Africa in 2001.



**Respecting our  
Differences**

***“Diversity within CMHC is about recognizing and acknowledging that each of us brings a unique and valuable way of thinking and being that contributes to the growth and development of the Corporation. These differences include our gender, race, age, disability, religion, sexual orientation, management and work style. Collectively respecting and utilizing these different skills, values, and experiences will ensure that both personal and organizational needs for development and success will be actualized.”***

***Canada Mortgage and Housing Services***

Since 1988, Canada Mortgage and Housing Corporation (CMHC) has documented a number of Employment Equity and cultural diversity initiatives including cross cultural training for staff, research documenting housing needs in different communities, efforts to eliminate stereotyping in communications, seminars and programs to support special housing projects in diverse communities, public consultations on housing, and use of employees’ language and cultural skills in meeting clients’ needs.

While effective in their own right, these activities have not been connected to one another. Recently, Canada Mortgage and Housing Corporation developed an integrated model of a diverse and equitable workplace based on a business case for equity. According to the *CMHC Diversity Management Plan 1998-2001*: “Diversity within CMHC is about recognizing and acknowledging that each of us brings a unique and valuable way of thinking and being that contributes to the growth and development of the Corporation. These differences include our gender, race, age, disability, religion, sexual orientation, management and work style. Collectively respecting and utilizing these different skills, values, and experiences will ensure that both personal and organizational needs for development and success will be actualized.” Equity and diversity activities are conducted under five Diversity Pillars: Communication, Learning, Workplace Equity, Research, and Diversity Measurement.

Today, the corporation has provided diversity awareness training to approximately 80 per cent of its staff. The training was highly rated and the sessions were also used as a vehicle to recruit interested, capable people to become Diversity Committee members.

The corporation has introduced the Diversity Champions Campaign, with awards presented in November 2000 to ten people from across the organization who have “demonstrated extraordinary leadership in embracing the principles of diversity.” A new Diversity Database allows employees to fill in questionnaires and access diversity tools and information on diversity initiatives. This year, CMHC is moving into Phase II of Diversity Awareness, which will focus on behaviours and competencies on the job.

***Statistics Canada: Canada’s Mirror***

Under the *Statistics Act*, Statistics Canada is required to collect, compile, analyze, abstract and publish statistical information on virtually every aspect of the nation’s society and economy. Canada’s first official statistician, Jean Talon, conducted the first census in North America in 1665-66. Today, the census is taken every five years with the next scheduled later in 2001. A question on ethnicity has been asked on the census since 1871. Country of birth has been



## CANADA'S DIVERSITY

asked since 1901. In 1981, 1986 and 1991 information on the visible minority population of Canada was derived from responses to the ethnic origin question in combination with responses to place of birth and mother tongue questions. In 1996, the ethnic origin question was replaced with the question: “Is this person: White / Chinese / South Asian (e.g., East Indian, Pakistani, Punjabi, Sri Lankan) / Black (e.g., African, Haitian, Jamaican, Somali) / Arab/West Asian (e.g., Armenian, Egyptian, Iranian, Lebanese, Moroccan) / Filipino / South East Asian (e.g., Cambodian, Indonesian, Laotian, Vietnamese) / Latin American / Japanese / Korean / Other – Specify?” Starting in 2001 birthplace of parents, workplace language and religion will also be asked.

### *Diversity of Language*

In addition to Canada’s two official languages, federal government departments and agencies respond to numerous international languages across the country. Increasingly services are provided in more than two languages to better serve Canada’s citizens. Employees of the Compliance Programs Branch, Canada Customs and Revenue Agency, are fluent in more than twenty languages. Heritage presentations have been developed by the Parks Canada Agency in a number of languages including Mandarin, German, Italian, Spanish and Japanese. Parks employees with diverse language skills make presentations to cultural groups, in the language of their choice. Linguistic and cultural skills of Canada Mortgage and Housing staff are being used in an increasingly systematic manner. In Ontario, CMHC services are delivered in 16 languages. In British Columbia, culturally appropriate approaches are being used to provide housing information to the Mandarin-speaking population. In CMHC’s Workforce Questionnaire, employees are asked to identify their language capabilities so that the Corporation can continue to meet the needs of diverse clients. This may include greeting and providing information to clients, reading and responding to correspondence, and greeting and possibly giving presentations to international delegations on their arrival in Canada. Statistics Canada considers effective contact with all Canadian communities essential to its mandate. Accordingly, in consultation with visible minority, Aboriginal and new Canadian communities, Statistics Canada continues to add to the number of languages in which it interviews Canadian residents for the purpose of the Census. In 1991, in addition to English and French, interviews were conducted in six Canadian Aboriginal languages and 26 international languages. In 2001, interviews will be conducted in 18 Canadian Aboriginal languages and 41 international languages.

### *Reducing and Preventing Family Violence*

The federal government launched its first national Family Violence Initiative (FVI) in 1990. During the first five-year initiative, the Multiculturalism Program recognized that the Government’s messages on violence were not reaching all Canadians. In particular, some members of minority communities who spoke neither official language were untouched by the initiative. As a result of its



## Respecting *our* Differences

interventions with the FVI, the Multiculturalism Program was invited to become part of the coordinating Interdepartmental Committee, and thus to influence decision-making in matters of legislation and enforcement to ensure the inclusion of the needs, concerns and interests of Canada's ethno-cultural communities.

The Committee initiated an allocation of funds, administered by the Multiculturalism Program, for family violence prevention programming for ethnic and racial minority communities. This programming complements other federal prevention activities by ensuring that the Government's message about prevention of wife, child and elder abuse reaches Canadians with limited official language fluency.

The Multiculturalism Program's family violence strategy is responsible for a number of tangible outputs, including:

- international language radio and television programs about family violence developed by partner organizations resulting in some 55 television programs and 66 radio programs being produced and aired to date;
- a 30-second public service announcement produced in 14 international languages (Arabic, Cantonese, Farsi, Greek, Italian, Korean, Mandarin, Polish, Portuguese, Punjabi, Somali, Spanish, Tamil and Vietnamese) as well as English and French, targeted to reach an audience of some three million Canadians;
- a series of articles dealing with family violence developed for distribution to some 450 ethnic print media in Canada;
- an information kit about family violence developed for use by teachers of English as a Second Language and French as a Second Language programs across Canada; and
- a national stakeholder advisory committee to advise the Multiculturalism Program on further initiatives.

As a result of these and related efforts, information on family violence is being made widely available within ethnic and racial minority communities. Community leaders have been engaged in a discussion of family violence within their communities, and victims of family violence have been made aware of their legal rights in Canada. Interventions have also been made with other departments to ensure that diversity issues are considered when changes are made to policies on legislation, enforcement and service delivery to victims of family violence.





## CANADA'S DIVERSITY

### **Representative Involvement in Public Administration**

A public service that reflects the make-up and diversity of the population as a whole implies shared and equitable opportunities to influence public policy decisions. When members of distinctive groups become public officials they gain status as legitimate actors in the political process with the ability to shape public policy, programs and services. Moreover, a Public Service reflecting of Canada's demographic composition will benefit from a greater spectrum of opinions, perspectives and preferences and will be more responsive in agenda-setting and decision-making to all of Canadian society. Canadians can become involved in public administration as public service employees, as advisors and as consulted citizens.

### ***Diverse Participation in the Canadian Broadcasting Corporation***

The Canadian Broadcasting Corporation (CBC) is mandated to reflect the multicultural and multiracial nature of Canada. The *Broadcasting Act* directs that programming be predominately and distinctively Canadian, reflect Canada and its regions to national and regional audiences, and contribute to the flow and exchange of cultural expression.

The CBC is committed to providing Canadians with relevant news and information, to supporting and contributing to Canada's rich cultural capital and to building bridges between communities and regions. Success in regional programming depends on understanding and reflecting the local cultural profile and evaluating programming from that perspective. This means, for example, reflecting First Nations cultures in Saskatchewan, Chinese and Sikh cultures in British Columbia, and Francophone and pluri-ethnic cultures in Quebec. Meeting local and regional needs is dictated by cultural diversity, not quotas.

Today, the CBC reflects our rapidly changing cultural mosaic identifying local and regional needs and evaluating effectiveness by soliciting the views of audience members and the community. Following are examples of some of the CBC's recent program innovations:

- The *New Voices* initiative was designed to showcase talent including members of visible minorities previously not heard on the CBC's English Radio Network. The initiative has attracted more than 3,000 new freelancers, interviewers and guest hosts since its inception. Between 60 and 70 per cent of these were members of Aboriginal, visible minority and other designated groups.
- The *HELP (Help Energize Local Projects) Fund* has been an essential tool enabling candidates from designated groups to gain the knowledge and work skills necessary to successfully compete for CBC job vacancies, or for employees to acquire new skills through development





Respecting our  
Differences

*“In terms of  
hosts and  
anchors, adding  
diversity in  
positions of  
on-air  
prominence is  
success in  
itself.”*

assignments. Internships are typically in on-air production roles such as producers, reporters and editors. Placements supported by the *HELP Fund* bridge the gap between the knowledge and skill sets of young graduating students and CBC job requirements. The *HELP Fund* was also used in some instances, with union support, as a means of maintaining designated group members in jobs which otherwise might have disappeared as a result of budget cuts.

- *Culture Shock/Culture Choc* is a program broadcast simultaneously in English on CBC Newsworld and in French on Radio-Canada's RDI. Hosted by Gregory Charles, a young Black journalist, the program explores the lifestyles and the values that make up Canada's cultural diversity. Young bilingual journalists, equipped with video cameras, travel the country experiencing the reality of living in different milieus.
- Also on CBC Newsworld is *The Passionate Eye*, a documentary showcase hosted by Michaëlle Jean, an award winning reporter, host and film maker. Born in Haiti, Ms. Jean settled 1968 in Quebec with her family.
- *Canada Now* (Toronto) is a news program produced on location, featuring a different ethnic community in Toronto each week. The program explores stories with the intent of showcasing Toronto's multicultural scene.
- Newsworld's *Newscentre* in Toronto is anchored by Ben Chin, of Korean ancestry (born in Switzerland), and the national edition of *Canada Now* is anchored by Trinidad-born, Ian Hanomansing.

According to Don Knox, Senior Director, CBC News and Current Affairs and Newsworld: “In terms of hosts and anchors, adding diversity in positions of on-air prominence is success in itself.” There are more voices of people from different backgrounds coming across the airwaves. Viewers and listeners are responding positively, by mail, phone-ins and the Internet. A letter from an East Indian man in Fredericton said: "Thank you for giving us a voice we've never had before.”

#### *Lessons Learned From Indian & Northern Affairs Canada*

At Indian and Northern Affairs Canada there is a unique interface between the departmental mandate and the requirements of the *Canadian Multiculturalism Act*. There are more than 600 First Nations communities in Canada that belong to between 60 and 80 Aboriginal nations, and this is the primary context in which the Department works with diversity and cultural differences.



More than a decade ago, the Department established the Committee for Advancement of Native Employment (CANE). Kumik, or the Council of Elders, was launched on the advice of CANE in 1990. The Lodge that houses Kumik is on the ground floor of the Department's headquarters. A visitor entering the building is immediately struck by the images on the walls, and in particular by the symbol above the entrance to the Lodge. The symbol consists of four arms: one brown, one yellow, one white, and one black with hands clasped at the centre of the circle. It symbolizes, among other things, four races of peoples working together.

Aboriginal Elders provide culturally relevant psychological and spiritual counseling and support to employees who are affected by problems arising from cultural differences. The Elders advise on how traditional beliefs, spirituality and ceremonies can be rendered compatible with requirements of the contemporary workplace. The Elders also provide opportunities for departmental employees at all levels to become knowledgeable about the historical context and role of the Aboriginal peoples in Canada and their contemporary situation and aspirations. The presence of Elders at headquarters, and the integration and education about Aboriginal peoples into staff orientation programs, has created an organizational culture that recognizes the importance of diversity.

The Department has learned from its experience and modeled its Visible Minority Consultative Group, established in 1993, on CANE. As a key component of the Department's Employment Equity Plan, the Group acts as an advocate for improving the recruitment, retention, training, and advancement of visible minority employees. The Group is working on an action plan for February 2001 that will outline ways to ensure that visible minorities are recruited, retained and encouraged to advance in key areas. A full-time liaison officer has been hired to work with the Group. The Department recognizes the importance of advocacy groups for implementing employment equity. Providing full-time staff to the designated group committees and the opportunities for the committees to work together has contributed to the success of the initiatives.

#### *Department of Justice Canada*

One of the Department of Justice's corporate priorities pertains to term employment and, in particular, the requirement to take immediate concrete action to reduce reliance on term employment. A term conversion policy has been developed that incorporates the need to ensure that designated group members receive fair shares of indeterminate appointments with the goal of reducing term employment for designated group members from 39 per cent to 17 per cent.



## Respecting our Differences

### *National Film Board*

In the face of severe cutbacks, the National Film Board (NFB) has accepted the challenge as an opportunity to migrate from existing hierarchies to a more horizontal, team-based approach to the work. Responsibility for equity is shared by all producers. During a period of 30 per cent fiscal reduction, the NFB exceeded its employment equity goals with respect to Aboriginal peoples and members of visible minorities. In 1999-2000, 29 per cent of new recruits were Aboriginal, visible minority, or people with disabilities. In support of these initiatives, mentoring programs, and technical workshops to develop film making and production skills have been put in place for Aboriginal people and artists of colour.

### *Government Recruiting*

As part of its general recruitment strategy, the Public Service Commission of Canada maintains an inventory of some 2,000 culturally based non-governmental organizations across the country to whom it faxes recruitment notices.

### *Statistics Canada*

Statistics Canada has implemented an internship program in an ongoing effort to provide training for Aboriginal peoples and enhance statistical capacity within the Aboriginal community. The program, which is two years in duration, provides Aboriginal interns with a broad base of skills and practical experience related to statistics through formal training and work experience.





## Part IV: A Comprehensive Approach: Leading to Results

Public servants point to a number of challenges, and a number of strategies for overcoming these challenges, on the road to becoming a truly multicultural Canadian institution. One of the conclusions that can be drawn from an examination of success factors is that substantial gains often come from the integration of a comprehensive set of strategies – advancement on many fronts at the same time. Following are four stories from today’s federal departments and agencies which illustrate a comprehensive, integrated approach and which together paint a compelling picture of progress. Some elements of these approaches are also further discussed below in *Part VI: Institutional Success Factors*.

### Canada Customs and Revenue Agency: Consulting with Communities

The Canada Customs and Revenue Agency (CCRA) has worked over the past ten years to ensure that diverse multicultural communities have access to employment, to information about revenue and customs regulations and to appropriately delivered services and programs.

The CCRA continues to be driven by a clear business need to address multiculturalism and diversity. The demographics of travellers have become increasingly diverse, and the first encounter visitors have with Canada and the federal government is with the Customs Branch. It has become clear that the workforce and the services provided need to reflect the diversity of Canada’s population. The CCRA serves more than 110 million travellers a year and feedback from these service users has further prompted the CCRA to examine how it can better serve visible minority groups in Canada. In addition, customs managers have recognized that they can carry out their duties more effectively if their staff reflect, and involve, ethno-racial communities. The residents of Canada who pay taxes are also racially and culturally diverse, and this requires the CCRA to communicate and collaborate with multicultural communities to conduct their business more effectively.

To improve services to visible minority and ethnically diverse Canadians, the CCRA has taken action to consult, employ and involve members of these communities. In 1998, the Agency conducted nationwide consultations on how to improve the customs and trade administration programs. The Minister was particularly committed to consulting with visible minority communities. As a result, these consultations included focus groups specifically for visible



**Respecting our  
Differences**

minority travellers to ensure that their priorities would inform changes made to the programs. A number of the initiatives undertaken as a result of these consultations have improved services to visible minority communities.

The Customs Branch has taken a proactive approach to identifying barriers and potential problem areas in its service delivery. Customs officials regularly conduct outreach with minority groups and provide information to travellers in multilingual format. As a result of a forum hosted by the Vancouver-based United Chinese Community Enrichment Services Society in 1999, the Customs Border Services in the Pacific Region established a unit of officers with the cultural knowledge and language skills needed to serve Asian Pacific clientele. Most significantly, the Asian Customs Services Advisory Committee was created. This committee advises CCRA on how to improve services to businesses and travellers in the Pacific Region.

***“The CCRA has achieved representation at the national level through a corporate cultural change.”***

Continually improving communication with multicultural clients and creating strong partnerships with visible minority communities have also been goals for the Revenue and Taxation Branches. For example, each year the Community Volunteer Income Tax Program recruits volunteers from diverse communities who are trained to prepare tax returns for individuals of their communities. Several offices organize special training for Aboriginal people to assist their communities to complete income tax returns. Effective client outreach activities prove to be of great value to clients, and have resulted in a positive profile for the Taxation Branch of the Agency. Other activities include multimedia interviews (radio, newspaper and television) in languages other than the two official languages, and presentations and information sessions delivered in partnership with multicultural organizations to specific community groups.

Key to improving services and effectively meeting the business needs of the CCRA has been the employment of visible minorities. Having become an Agency in November 1999, and therefore responsible for its own human resource functions, the CCRA has taken significant steps to meet its Employment Equity goals. As Elaine Courtney, Acting Chief of Employment Equity, describes it, “The CCRA has achieved representation at the national level through a corporate cultural change.” As part of this changing corporate culture, the CCRA supports a core competency called Supporting Employment Equity and Diversity (SEED), which is required of all managers and employees. This competency underscores the significant contribution all employees must make towards an inclusive, equitable environment. Managing for Employment Equity is also part of the Assistant Commissioners’ Accountability contract.





The CCRA has achieved national representation and continues to address pockets of under-representation at the occupational level and geographic areas. This success can be attributed in part to the fact that the CCRA works with its unions and its employees' designated group representatives. These groups are consulted on all Employment Equity activities, from the development of action plans to the implementation process. The CCRA also has an extensive Employment Equity network of dedicated stakeholders at the employee and the management level.

Based on the results of the 1999 Employee Survey of all federal departments on employee satisfaction, the CCRA is addressing and acting on harassment and discrimination reported by a few of its employees.

Moreover, complaints from clientele have been reduced significantly. Customs Border Services in the Pacific Region recently completed an evaluation of the Asian Client Services Unit by surveying both external and internal clients. The evaluation concluded that the Unit provides a useful service to its clients and should continue. Anecdotal feedback from customs officers has also been positive. Employees indicate that it is easier to carry out their duties now that there is better communication and collaboration with the diverse multicultural communities of Canada.

The CCRA demonstrates the benefits of integrating multicultural diversity into every aspect of the business of the institution. The keen interest of the Minister in 1998 in consulting with visible minority communities has encouraged collaboration and consultation with visible minority communities throughout the organization. The CCRA recognizes that this collaboration is essential to improving its service delivery and increasing the efficiency of its programs. Finally, through these efforts, the CCRA has recognized that the linguistic abilities and cultural strengths of staff are a great benefit to the institution, and that partnerships with visible minority communities result in gains to Canadian businesses, residents, and the federal government itself.

### **Health Canada: From Censure to Success**

Employee complaints at Health Canada were taken up by the National Capital Alliance on Race Relations and brought before a Canadian Human Rights Tribunal. In March 1997, the Tribunal found that Health Canada “engaged in certain staffing practices contrary to Section 10 of the *Canadian Human Right*





## Respecting our Differences

*Act*” i.e., that Health Canada systemically discriminated against visible minority employees. The Tribunal imposed on Health Canada 25 corrective measures.

These covered three main areas:

- *Staffing*. Through various recruitment and resourcing measures Health Canada was ordered to achieve gains in the numbers of members of visible minorities employed by the Department. For example, “Health Canada shall commence the appointment of visible minorities into the permanent EX/Senior Management category at the rate of 18 per cent per year (twice the rate of availability) for five years in order to reach 80 per cent proportional representation of this designated group into this category within this time frame.”
- *Career Development and Training*. A number of measures were imposed with a view to improving the career prospects of members of visible minorities. These measures included the implementation of career planning and mentoring programs and management and leadership training for visible minorities. Also, training was ordered for all departmental managers and employees in such areas as bias-free employment interviewing techniques and the general benefits of diversity.
- *Monitoring and Reporting*. Several measures were imposed in monitoring and reporting. These included the establishment of an internal review committee reporting quarterly to the Deputy Minister and regular reporting back to the Canadian Human Rights Commission. Also, the Tribunal ordered “an annual performance assessment of Health Canada’s executive/senior managers including Assistant Deputy Ministers, Directors General, Directors and Division Chiefs regarding full compliance with this order.”

In 1997, Health Canada was in the process of developing diversity management guidelines; however the Tribunal order was more than a set of guidelines, it was a legally binding document requiring full compliance.

The way in which Health Canada responded to the Tribunal decision provides lessons to the public service as a whole not only in how a representative workforce can be attained but also in how such measures relate to improved programs and services for all of Canada’s multicultural communities. The Department has developed numerous policies and programs in support of multiculturalism and diversity. These include: *Policy on the Establishment of Statements of Qualification*; *Revised Guidelines on the Performance Discussion Process*; National Capital Region and regional mentoring programs; *Policy Guidelines for Composition of Selection Boards*; and, *Strategic Learning*



**CANADA'S  
DIVERSITY**

*Policy.* Training and development programs and workshops include: *Staffing for Delegated Managers and Selection Board Members* (bias-free training); *Building Diversity at Work*; *Communicating without Frontiers*; *Manager's Checklist for Helping Employees Develop a Career Action Plan*; and *Diversity Mentoring*.

The Department has also developed a variety of tools to assist managers. These include: *Power is People – A Guide for Managers*; semi-annual workforce analysis data (comparing the Department's representation to the Labour Market Availability); inventory list of Outreach organizations; *Career Handbook* for managers; *Kaleidoscope*, the Department's twice yearly diversity newsletter; and the Department's Multicultural and Interfaith Calendar. Messages concerning the benefits and value of diversity to the organization are prominent throughout all these policies and programs.

While responding to the requirements of the Tribunal order, Health Canada has simultaneously been engaged in a full-scale revision of its services. A significant element in this effort is a recognition of Canada's multicultural diversity and the need to respond accordingly if Health Canada is to fulfil its mandate to serve equitably all Canadians.

***On January 2001,  
Health Canada  
was composed of  
10.1% Visible  
Minorities, 7.0%  
Aboriginal  
Peoples, 4.8%  
Persons with  
disabilities and  
66.5% Women.***

Progress in terms of workforce representativeness is measured in terms of visible minority and other designated group participation in the workplace and uptake of programs and workshops. On January 2001, Health Canada was composed of 10.1% Visible Minorities, 7.0% Aboriginal Peoples, 4.8% Persons with disabilities and 66.5% Women. This is among the highest percentage in the public service. Significantly, the percentage of Visible Minority persons in the Executive category was also ten per cent, while the percentage of those in the Scientific & Professional category was 12 per cent.

Meanwhile Health Canada has broadened its service reach into Canada's ethnic communities. For example, more than one fifth (21%) of *Community Action Program for Children* programs serve people of specific cultural groups. Programs serving Aboriginal peoples account for 12 per cent of *CAPC* programs while those serving people of other specific cultural groups, such as the Chinese or Kurdish communities, make up nine per cent of all programs. Remaining *CAPC* programs include a cultural component and have participants from many cultures. Multiculturalism is considered a central issue in everything from the 1997 national consultation on AIDS/HIV to the publication in numerous languages of departmental health promotional material – on everything from seniors' and women's health issues to nutrition, fitness, smoking cessation, and family violence.



## Respecting our Differences

An examination of initiatives undertaken by Health Canada during the period between 1988 and 1997 provide an interesting reflection of the Department's emerging awareness of the challenges of service delivery in response to a changing population. In 1988, Health Canada produced *After the Door has Been Opened*, a report on mental health issues facing new immigrants. This report and its recommendations led to a number of further initiatives including funding for research into multicultural health, and preparation of written materials as health resources for people whose first language was not English or French. The years 1992 and 1993 brought funding of numerous programs for seniors from ethno-cultural communities including *Ventures in Independence*, *Shared Wisdom*, and *Info-Exchange*, as well as multicultural family violence initiatives.

At the same time there was an increasing effort to employ people with language ability for provision of services including, for example, Chinese speaking food inspectors. It was at this time that the Medical Services Branch first advertized in First Nations media, and targeted Aboriginal communities for student recruits.

In 1993-94, there was a greater emphasis on Health Protection issues. A number of breast cancer initiatives were launched and the Department sought multicultural representation for all its activities. A major effort was put into the development of resources for the providers of health care to diverse communities and the Department started seeking out under-represented groups in the external hiring process.

During 1995-96, all divisions of Health Promotion Branch were directed to focus on minority groups as a priority and provide culturally sensitive delivery in all Health Canada delivery models. Many delivery partnerships were formed with ethno-cultural organizations.

The 1997 Tribunal order, then, fell on fertile ground. However, the Department's success results from several additional factors. The Tribunal order provided a framework for change. Targets were set and the means to achieve them laid out.

Senior management support was ensured through the Tribunal order. However, senior managers at Health chose not just to comply with the letter of the order but to embrace it in spirit. Hence, diversity has become a theme around which virtually all human resources initiatives and program and service discussion revolve. Diversity – what it means to the Department and what it means to employees – is talked about openly. Executives consult employees in an effort to improve further.



**CANADA'S  
DIVERSITY**

Health Canada acknowledges that more work is needed. Future efforts will focus on improving the organizational culture and making Health Canada a place where employees genuinely feel welcome and valued, and a place where employees want to work.

### **RCMP: Better Policing in Nova Scotia**

From the early days of Black settlement in Nova Scotia – going back to the eighteenth century – relations between the province's Black and White communities have at times been strained. The situation came to national attention in 1996 in the form of a series of incidents involving Black and White students at Cole Harbour District High School.

The community asked for better policing and, specifically, for “police of our own colour.” In response the Community Constable Pilot Program was established introducing six Black Nova Scotians from the local community into the Cole Harbour Detachment of the RCMP. The Multiculturalism Program of Canadian Heritage provided \$300,000 over three years to assist with the development of this program. In addition, Multiculturalism program officers brought together other government departments and agencies and community associations to collaborate in the implementation of this program. Community Constables received four weeks of training at the RCMP training centre in Regina followed by three months of field training in Cole Harbour. Once trained, Community Constables worked alongside regular members assisting with crime prevention, crisis intervention, investigation, and public relations and education work.

*“For the first  
time in my life  
I have heard the  
term ‘our police’  
being used in  
North Preston.”*

The primary goal of the program was to improve relations between the RCMP and the local Black communities and thereby improve service. By all accounts the program was an unqualified success. According to Henry Bishop, Director of the Black Cultural Centre of Nova Scotia: “Blacks used to look at law enforcement officers in fear. Now we see the RCMP as an important and positive force in our community.” A resident noted: “For the first time in my life I have heard the term ‘our police’ being used in North Preston.” Regular RCMP members were equally enthusiastic: “I was one of the people who was against this program at first. I had apprehensions about it working, but I can honestly tell you that I am now one of its greatest supporters.”



## Respecting our Differences

The program has had a positive effect on the Community Constables themselves. A second goal of the program was to develop the skills of the participants with a view to seeing some going on to become constables. To date, two Community Constables have become full-fledged RCMP officers. Even those not pursuing a career in the RCMP have gained useful job skills and confidence.

Participants' families have gained greater respect in the community. Children and youths have come to see the Community Constables as role models. Better policing has led to benefits for local business and a climate of greater safety which has recently resulted in the building of a new recreational centre. Even tourism has been positively affected. Some 4,000 Black American tourists visited the Black Cultural Centre last year. Many were reportedly impressed by the Wall of Honour – a project funded by Canadian Heritage – showcasing Black members of the RCMP.

The greatest benefits of the program may be yet to come if it leads the way to more members of visible minorities joining the RCMP. A future Commissioner could well be a graduate of the Community Constable program.

The Community Constable program exists within a supportive organizational culture. The RCMP is participant in the diversity committees of the Canadian Association of Chiefs of Police, the Canadian Centre for Police-Race Relations and other associations. The RCMP regularly contributes to initiatives of the B'nai Brith, a non-governmental human rights organization. Across the country, in partnership with Canadian Heritage, the RCMP provides cultural training. For example, in Saskatchewan and Alberta cultural training creates a better understanding among police of Aboriginal communities. In Alberta, cultural training sessions are normally conducted by the elders of the community. Feedback from both RCMP members and the community regarding these programs has been very positive.

The RCMP also runs numerous complementary programs such as the Summer Student and Youth Programs. At least half the positions in these programs are occupied by visible minority or Aboriginal youth. As a measure of success, these programs enjoy a very high re-application rate.

However, the main factor in the success of the Cole Harbour Community Constable program stems from the RCMP's overarching commitment to community service which led the Force to consult with and listen to the needs of the Cole Harbour community. The program came about in response to a request by the community, not a measure dictated by the RCMP. Today consultation continues via the Cole Harbour Community Consultative





Committee and the province-wide Visible Minority Advisory Committee, both of which have direct access to decision makers. At the national level the Commissioner has advising him the *Commissioner's Advisory Committee on Visible Minorities and the National Aboriginal Advisory Committee*. National responsibilities for overseeing the implementation of related measures is held by the Diversity Management Branch and the Community, Contract and Aboriginal Policing Services Directorate.

Leadership at the top level has played a key role in the promotion of diversity in the RCMP dating back to 1992 when Commissioner Inkster established the *RCMP Principles and Commitment to Diversity*. Successive Commissioners have maintained the momentum. Today, every member is issued a pocket card stating the mission and values of the RCMP. Among other messages, the card proclaims: "We will provide the highest quality service through dynamic leadership, education and technology in partnership with the diverse communities we serve. The employees of the Royal Canadian Mounted Police are committed to our communities through unbiased and respectful treatment of all people, and cultural sensitivity."

Nationally, the RCMP still has some distance to cover. While the number of Aboriginal and visible minority members has increased by a factor of nearly 225 per cent since 1990, visible minorities remain under-represented in comparison to the population at large. More significantly, only 1.8 per cent of Commissioned Officers are Aboriginal and only 0.6 per cent of Commissioned Officers are members of visible minorities. However, since they have joined the RCMP in large and growing numbers only in recent years, this problem will begin to be resolved as they gain the experience to be promoted to higher ranks.

The RCMP is working to entrench successful programs such as the Community Constable program throughout the country and to recruit from visible minority communities across Canada. Nationally, of a total of some 650 recruits, the current cadet class has in it more than 100 who are members of visible minorities. In Nova Scotia, some 50 new members are recruited each year. A target of eight new visible minority members per year has been set to bring the level of visible minority members to a critical mass in which visible minorities are represented in the RCMP in rough proportion to the percentage of visible minorities in the communities served by the RCMP.

The challenge for the RCMP is to maintain momentum in visible minority recruitment and related programs while shifting focus towards retention and promotion of visible minority members into the Commissioned Officer ranks.





Respecting *our*  
Differences

## Redefining “Art” at the Canada Council for the Arts

We have lost the authority of values in our lives  
mettle batters against the rin dim din  
persistent frenzy of peddled desires  
where everything becomes  
men in starring roles  
mostly a nightmare  
being woman and black

from “OJ,” in *Psychic Unrest*, by Lillian Allen, 1999

By doing business as usual, an organization can exclude some of the constituency it purports to serve. Twelve years ago, the Canada Council for the Arts was just such an organization. Its funding criteria narrowly identified aspects of Canadian culture defined as art, and arts granting programs were not serving well visible minority and First Nations artists. Pressure from artist constituencies, and effective leadership inside have turned this organization around. The Canada Council for the Arts is embarked on substantial organizational change, not just a shift in the ways it provides a few services.

Pressure from the Council’s constituency of artists has been crucial in advancing equity in the organization. In 1957, an Act of Parliament created the Council as an arms-length agency to “foster and promote the study and enjoyment of, and the production of works in the arts.” Artists apply to the Council to support their work. Decisions about who and what to fund are made by panels of three to seven artists who sit on each of the Council’s many juries. These peer assessment committees ensure that the Council has public credibility in its distribution of money, and provide a forum for artists to influence how the Council works. By the mid eighties both the artists on the assessment committees and the applications were beginning to come from more diverse communities. Pressure increased to broaden definitions of what constitutes works in the arts. The Council has used informed constituency pressure to help it change, and in the course of that change, extended further the influence of its constituency on its operations.

Pressure from constituencies was met with internal commitment to equity. In 1989, then Executive Director Joyce Zemans established an Equity Office with an Advisory Committee for Racial Equality in the Arts consisting of artists and Council staff.



**CANADA'S  
DIVERSITY**

In the mid-nineties, the Canada Council experienced a 50 per cent cut in its human resources funding, necessitating a major restructuring and review. While the downsizing was painful, the interim collapse of old structures created fertile ground for new ways of doing things that advanced equity. Despite the turbulence, the Advisory Committees, and the Equity Coordinator position were maintained.

Equity continues to be an important structural consideration. When the federal government committed an additional \$25 million per year (1997-2001), \$1.5 million was targeted for diversity, and \$1.5 million for First People's equity. As a result of the Advisory Committee's 1999 Report, the Equity Coordinator and the First People's Coordinator report direct to the Director of the Council, Shirley Thompson. And the Equity Advisory Committee is now an integrated committee with three artists, two staff, and two active board members extending the reach of the Committee into all aspects of the Council's work. In fact, the Equity Office, the Director, and the Board representatives on the Advisory Committee recommended to the Prime Minister's Office the importance of a culturally diverse Canada Council Board. As of June 1998, the Board does have at least one visible minority appointee, and one First Nations board appointee.

The Council has also advanced equity through its human resource practices and organizational culture. "Knowledge of culturally diverse practices, and commitment to cultural equity" have been added to the performance appraisal template. This new language appears in all job descriptions and postings. Council staff now include 11 per cent people of colour in an area with an 8.4 per cent availability rate. Artists or staff persons from visible minority groups sit on all hiring committees.

Sustained outreach activities bring artists in for lunch-hour presentations and interactions with staff to educate, and to develop a vision of a diverse Canadian arts culture. This learning is strengthened through staff and artist links on the Equity Advisory Committee and through the work of the peer assessment committees. Staff are also active in the field, targeting information sessions to diverse communities, extending personal and organizational connections with artists and the multiple art forms they are developing.

As a result of a new Peer Assessment Policy in January 1997, the number of visible minority artists serving on these Peer Assessment Committees has increased to 20 per cent. This means, for example, that in the fiscal year 1996-1997, of 755 peers from across Canada who served on committees, 155 were from racially diverse or First Nations communities. This extends the influence of diverse communities on the Council, and helps the Council ensure that it continues to expand its vision of a diverse Canadian artistic culture.



## Respecting our Differences

More resources are getting to artists from diverse communities and about \$5.7 million went last year to First Nations artists. The Council is also working to increase the profile and contracts of diverse artists. Its 1998 *Showcase of Aboriginal and Culturally Diverse Music Artists* featured about 275 artists and paid for agents and event coordinators to attend, resulting in follow-up work for many of the artists. At the recent *Native to Canada* at the Berlin Worldwide Music Expo, all five artists and groups who performed received follow-up work and contracts.

There are many other creative ways the Council is extending resources to diverse communities. All program guidelines now include a step-by-step description of how grant proposals are assessed, listing factors used to determine peer assessment committee composition including representation of culturally/racially diverse artists. A general information document geared to first-time applicants is available in Mandarin, Spanish, Punjabi and Inuktitut. The *Spoken and Electronic Words Program* supports innovative literacy projects not based on conventional book or magazine formats (e.g., dub, rap poetry, poetry performance). *Mentorship in Writing and Publishing* supports the work of emerging writers. And the Council is exploring different kinds of residencies for culturally diverse curators.

Many challenges remain. Like most federal departments, the Council's senior management is not diverse. Change advocates must educate new employees coming from organizations with no experience of equity. And the labour-intensive work of getting scarce resources to underfunded artists and their organizations continues. The federal government sets the climate for the efforts of individual organizations. Active policies and an increased Aboriginal and visible minority influence on public priorities could make organizational change projects like the Council's look normal. As artist Lillian Allen says, "We need good will, and political will."

There is much to learn from the Canada Council's work. A 1999 evaluation of its cultural equity work identified the elements of its equity model as combining the following:

- well positioned leadership strength that has access to resources and authority;
- close links to the culturally diverse communities across Canada with access to consultative and participatory processes so that the equity agenda remains grounded in reality, and informed and guided by those who are most directly affected;



**CANADA'S  
DIVERSITY**

- a framework, for taking actions to implement and manage change, that explicitly values human relationships and thoughtful discourse;
- a critical mass of creative energy inside and outside the institution that facilitates risk-taking, is open to change, is curious about difference, is committed to continuous learning, to the criticality of self-development and to the unrelenting labour of democratizing democracy;
- a corporate flexibility that will venture beyond institutional hierarchy and will encourage collective input and communication while maintaining institutional accountability;
- sufficient resources to respond to gaps or accelerate the pace of change when necessary;
- inclusive approaches that integrate meaningful representation of difference and racial diversity at essential decision-making levels.

Truth and beauty seek expression through the soul. The act of writing is also the act of naming; of calling into being  
Poetry brings into sharp focus the camera of one's mind's eye. The poet sees with the soul.

from "The Poetry of Things," in *Psychic Unrest*, by Lillian Allen, 1999





**Respecting our  
Differences**

## **Part V: Institutional Success Factors**

The preceding stories describe only some of the activity occurring in support of Canada's multiculturalism in federal institutions today. However, they represent the range of policy, program, service and research initiatives taking place across the public service. These are success stories in institutional change – some small, some large. As such, lessons can be drawn from these experiences in aid of the work of other institutions. What are the lessons learned? Four main factors of success emerge.

### **Change is tied to a business case**

Public service organizations today must be efficient and effective in executing their mandates. Citizens and politicians will accept nothing less. Most public managers have risen to this call, and today we see many examples of high quality programs and services. It is as if, like in private business, the survival of public institutions depended on adding measurable value to society, the benefits of which outweighed the costs.

Institutions successful in responding to Canada's multiculturalism link related policies, programs and services to their business success. In most cases this means success in effectively fulfilling their mandate to serve all Canadians.

In Cole Harbour, Nova Scotia, the Community Constable Program stemmed from the RCMP's demand of itself to provide good policing services to each and every community it served. The diversity programs of the Canada Customs and Revenue Agency stemmed from the Agency's focus on providing excellent service to its clients.

To do a better job serving the people of Canada by reflecting Canadian society, Statistics Canada is conducting the 2001 Census in 61 languages.

Health Canada, whose change program was mandated by law, has succeeded not necessarily because of the Canadian Human Rights Tribunal order but because the Department chose to use the order as a framework guiding it towards overall improvements in serving its diverse clientele.





**CANADA'S  
DIVERSITY**

### **The community is genuinely involved**

In virtually every instance of successful institutional change, constituents are fully consulted. Involvement in program development of those affected by a program is always important. In programs related to multiculturalism it is critical. It is unrealistic and presumptuous for members of one group to attempt to predict the responses of members of another to given issues – especially if the issue is new or has not been effectively addressed in the past.

In light of this, successful institutions involve members of the community fully in the development of policies, programs and services. Community members sit on boards of directors or advisory panels, participate in focus groups and town hall meetings, and provide feedback and input via the Internet. Team Canada extensively consults cultural associations before planning an international mission. Status of Women Canada consulted exhaustively in 1999 in the development of a gender equality policy. Citizenship and Immigration Canada held extensive policy consultations with ethno-cultural groups in developing programs for immigrants. Indian and Northern Affairs Canada has relied on the advice of its Committee for the Advancement of Native Employment for more than a decade.

### **Managers are held accountable**

Increasingly, institutions engaging in change in response to Canada's multiculturalism have come to recognize the importance of management accountability. Canada's public managers are competent individuals capable of delivering results against agreed-upon standards. The absence of standards in any one area, however, diverts attention from that area, particularly in the face of competing priorities. What gets measured and rewarded gets done.

In the case of the RCMP, three successive Commissioners have put providing good policing services to Canada's diverse communities at the top of the management agenda. Middle managers have responded accordingly and the results, particularly in the rapidity of progress made in the last decade, have proven the importance of this kind of firm leadership.

Health Canada, facing binding recommendations, set out to fulfill the requirements of the 1997 Tribunal order. Health Canada managers – right up to the Deputy Minister level – face penalties for non-compliance. To their credit, departmental managers have treated the order with professionalism and simply did what was needed to achieve the required results.



## Respecting our Differences

### Enabling mechanisms are widely used

There is a variety of enabling mechanisms, as illustrated in the preceding stories, without which advancement would be impossible. The appropriate combination of mechanisms depends on the circumstances in which the institution finds itself, the needs of its clients, and the nature of the desired change. Enabling mechanisms include:

- *Research.* Accurate information and objective data analysis are essential to good public policy. The Multiculturalism Program relies on research provided by Statistics Canada, independent researchers and the Program's own research staff to support policies, programs and advice given to other government departments and agencies. Health Canada had started to make changes to aspects of its service delivery in the early 1990s on the basis of a study by an independent scholar.
- *Procedural Guidelines.* The Canada Mortgage and Housing Corporation has benefited from a detailed set of guidelines for effective diversity management as laid out in the CMHC Diversity Management Plan. Health Canada similarly benefited from the framework provided by the 25 measures outlined in the 1997 Canadian Human Rights Tribunal order. Many standard guides exist, including the Canadian Heritage publication, *Toward Full Inclusion: Gaining the Diversity Advantage – A Guide to Planning and Carrying Out Change in Canadian Institutions.*
- *Training.* Most federal institutions provide a variety of related training, including diversity training and leadership training. Health Canada has incorporated diversity messages into virtually all its training, from coaching workshops to staffing courses.
- *Partnerships.* Canadian Heritage has extended its influence and its impact in areas related to cultural diversity largely through partnerships. Staff from the Multiculturalism Program sit on numerous joint committees and share in jointly funded and managed projects with, for example, Citizenship and Immigration Canada, Health Canada, universities, and other levels of government. Partnerships lead to sharing knowledge and use of the best of what each partner has to offer.
- *Symbols.* In Nova Scotia RCMP facilities, pictures of Black police officers are displayed prominently in rooms and hallways. RCMP officers of the Sikh faith wear turbans. Artifacts of Aboriginal cultures are common in RCMP facilities in the West. Symbols convey a subtle but important message to visitors that you are welcome here.



**CANADA'S  
DIVERSITY**

- *Frank Discussion.* In successful cases of comprehensive change, such as those of Health Canada and the RCMP, key players claim that differences of race, culture, and religion are discussed openly. When people of different colours, genders or religions can speak frankly with each other about diversity in their work experience and objectives, progress usually follows.

***The “Repeat Principle”***

According to Thomas Paul, Director General, Human Resources Branch, Indian and Northern Affairs Canada, the Repeat Principle is essential to creating support for diversity and multiculturalism. “Say it over and over again – make it part of every agenda, every presentation.”





Respecting our  
Differences

## Part VI: Looking Ahead, Seizing Opportunity

In his recent speech on The Canadian Way in the 21<sup>st</sup> Century, Prime Minister Jean Chretien 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 an important aspect of the Government’s response to these issues.

The demographics of Canada’s multicultural society are changing at an accelerating pace. Immigration now accounts for 53 per cent 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 ten years and, by 2005, will reach an estimated 15 per cent for the country as a whole. The city of Toronto already has a population of which half are visible minorities.

***“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.”***

We are all waking up to a new, multicultural Canada in which changes have taken place over a single generation. The federal government began responding to this 30 years ago. The coming into force of the *Canadian Multiculturalism Act* in 1988 lent strength to this movement and produced a decade of significant progress and results.

In terms of policies and programs, federal institutions have responded by giving multicultural issues an increasingly high priority. For example, the Multiculturalism Program has directly supported research, public education and community action on hate and bias activity. Citizenship and Immigration Canada has focused on speeding the process for accepting highly skilled workers and recognizing their accreditation.

Public services have been adjusted and improved, in some cases drastically, through community consultations and a recognition of the realities of serving all Canadians. Through an Interdepartmental Committee, funds were allocated to support a major Family Violence Initiative reaching minority communities through international language radio and television programs and public service announcements and articles for print in the ethnic media. In Ontario, the Canada Mortgage and Housing Corporation delivers its services in 16 languages.

In Employment Equity, the recommendations of the *Task Force on the Participation of Visible Minorities in the Federal Public Service*, if implemented, will markedly change the face of the public service of Canada over the next



decade. The examples of the RCMP, Health Canada, the Canada Customs and Revenue Agency and other institutions pave the way to a fully inclusive public service.

Although much remains to be done, research to date has led to significant policy, program and service enhancements. Canadian Heritage manages liaison with other government departments to develop a diversity lens for use in research and in policy and decision making. In partnership with Statistics Canada, the *Ethnic Diversity Survey* is being developed to be fielded in 2002.

Canada is positioned to build on the foundation of past successes. It is critical that momentum be maintained while innovations and new and better ways to respond to our multicultural riches are found. Following are six areas of promise towards which federal institutions are directing their attention.

#### ***Innovative Pilot Projects, Policies, Programs and Services***

Diversity policies and programs are spread throughout the public service and Canadian society. Growth in related activities has been significant over the past decade and shows no sign of slowing. This is to be applauded and encouraged. As noted in this Report, results have been and continue to be achieved in all areas of the *Canadian Multiculturalism Act*.

One trend worth supporting in particular is the practice of pilot testing. In Vancouver a two-week pilot project was conducted by the Canadian Broadcasting Corporation. English-language television news was transferred to the CBC Website and video streamed with a Chinese translation. Stories taken from major Chinese newspapers were added and translated into English. The CBC elicited feedback from 600 individuals gathering advice, interests and areas of sensitivity. Feedback was received on the manner in which the mainstream media covered so-called illegal Chinese immigration. Feedback was also received on how material was translated and the overall concept. Results of the pilot project are now being used in the development of future programming.

#### ***Canadian Heritage at the Fulcrum***

The Multiculturalism Program within Canadian Heritage has moved over the past decade from a role on the fringes to a more central role in influencing and enabling other government departments. As multiculturalism and diversity become more of a focal point for federal government institutions, the advice of the Program in the development of their policies and programs is increasingly being sought. Canadian Heritage is a centre of expertise in this area. The Program continues to support and contribute to the work of federal partners.





## Respecting our Differences

### *Research*

The Canadian public remains poorly informed about the nature of Canada's multicultural diversity and about the extent and impact of demographic change. Increasingly, the research exists, yet effective dissemination remains a challenge. As a consequence, public dialogue on multiculturalism, immigration, diversity and racism is frequently based on misinformation and stereotypes.

Federal institutions lack sufficient evidence-based information to ensure that their decisions take into account the impact of ethnic, racial, linguistic and religious diversity. Most government research, polling and survey work is undertaken without adequate sampling to ensure that data is available to consider and compare issues on the basis of ethnicity, race, language and religion.

A growing body of research on multiculturalism clearly shows that there is a critical interplay between ethnicity and race issues and socio-economic factors such as poverty, wage disparity, educational attainment, health and unemployment. Enormous gaps exist in our understanding of this interplay and the impact of ethnicity, race, language and religion on the effectiveness of public policy in these areas.

With limited resources, the Multiculturalism Program has been able to stimulate a wide array of research, as noted earlier. However, more research is required. Accordingly, new research strategies will address four key areas:

- *Base Line Data.* Three major projects are planned to ensure that the Government has access to a comprehensive base of information to improve understanding of multicultural diversity and to inform policies and decision-making across all of government. These projects – the Ethnic Diversity Survey (EDS), a major survey of public attitudes to multiculturalism and diversity, and a series of community profiles – will provide a solid base for other research. The EDS in particular will serve all government departments and agencies in developing policies and in advocating for and planning new or enhanced services.
- *Altered Research Practices.* There is an ongoing effort to influence research and polling within the Canadian Heritage research milieu and other federal departments and agencies. Resources will be required to augment sample sizes. Policy is under development to set minimum sampling standards for polling, surveys and research.
- *Targeted Research.* The Multiculturalism Program continues its ongoing funding of research through an annual call for research proposals and Explorations research development grants. In this way support is given to pursue issues of particular interest to the Department, including hate activity and the economic impacts of diversity.



- *Dissemination of Research Findings.* The Multiculturalism Program continues to support a large number of initiatives designed to ensure that research results are distributed effectively to other government departments, stakeholder communities, the media, academics and the wider Canadian public. Increasingly, coordination with partner institutions will be required to ensure that the appropriate resources reach the right audiences in the most effective manner.

### *What Questions Need Answering?*

According to researchers in the Canadian Heritage Multiculturalism Program, a significant ongoing research effort is required to understand better the relationships among socio-economic variables and ethnic, racial, linguistic and religious diversity. Furthermore, key institutions at the federal, provincial and municipal levels in areas such as Justice, Social Services, Education, and Health need to ensure that ethnic, racial, linguistic and religious factors are captured in their data collection and research. Answers to the following kinds of questions are required:

- How have public opinions on multicultural diversity changed since 1991 and on what do people base their opinions?
- Is racism increasing or decreasing in Canadian society? What indicators can be used to explore the extent of racism?
- What mechanisms have been most effective in countering and decreasing the level of racism?
- What are the indicators of vulnerability or pre-disposition to hate and bias activity?
- What is the long-term impact of racially-motivated bullying and harassment on school age children?
- What are the economic costs and benefits of ethnic, racial and religious diversity in the labour force and the marketplace?
- How do schools, teachers and administrators in Canada respond to ethnic, racial and religious diversity?
- How do the provisions of Bill C-2, with its revisions to the *Elections Act*, have an impact on the political participation of minority Canadians?
- What impact does media representation have on identity formation and feelings of social acceptance?

### *Tracking*

Canada's Public Service today is focused on celebrating diversity and working to achieve fully inclusive institutions in both service and employment. At the same time responsible managers are increasingly asking: How can we measure progress to ensure continued diligence and innovation and maximum program effectiveness?



## Respecting our Differences

While putting raw numbers against complex diversity questions may seem simplistic, managers are finding tracking tools increasingly important in managing the multiculturalism agenda. Following are some of the kinds of indicators for which baseline information is available, and for which performance measures may be tracked in future:

- participation in education, and educational attainment;
- participation in various occupational sectors, including the federal public service;
- participation in voluntarism and charitable giving;
- approved funding and participation in the arts, museums, festivals, and other cultural areas;
- wage differentials;
- public opinion polling regarding attitudes toward visible minorities.

### *Youth*

The Speech from the Throne of October 12, 1999 signaled a focus on youth and creativity. The Government announced that it would “ensure young Canadians — from the age of thirteen — are given an opportunity to apply their creative abilities, by providing them with a chance to produce their ‘first works’ using traditional approaches and new technologies in the arts, cultural, digital and other industries”.

The Department of Canadian Heritage is responding to this commitment by developing the First Works Initiative, a new strategic investment designed to increase support to young Canadians. Building on the results of extensive Canada-wide consultations, First Works seeks to ensure that *all* Canadian youth, particularly marginalized youth and youth who face multiple barriers to positive social interaction and would not otherwise participate, have access to activities that help to develop their creative abilities and build stronger social and work skills. First Works will also encourage and support the most gifted young artists and cultural workers from all ethnic groups, resulting in an increase in the number and diversity of Canada’s future creators. Given that one-third of all Canadian children aged five to 15 are of visible minority or Aboriginal origins, First Works will lay the foundation for a multi-faceted and diverse youth culture to develop across Canada.



## CANADA'S DIVERSITY

### *Links Between the Employment Equity and Diversity Agendas*

The links and relations among the Acts and programs associated with Canadian Human Rights, Employment Equity and Multiculturalism are today recognized at the senior levels of the Public Service. Accordingly, there is a move towards greater coordination among Treasury Board, the Public Service Commission, the Canadian Human Rights Commission and Canadian Heritage in facilitating the continued efforts of the public service to become fully inclusive and representative. In parallel, there is an ongoing shared effort at the senior levels of the Public Service to create greater awareness among all public servants about the benefits of diversity and inclusion. Future efforts directed towards research, monitoring and reporting on progress in these areas may be combined.

### **Conclusion**

Canada has always been a land rich in diverse peoples and cultures, from our many First Peoples to our African and Asian ancestries to our European heritage. For two centuries, however, White French and English cultures have comprised the majority of the population. Recent immigration has changed that.

Our historical record is not unblemished with respect to racial discrimination, and worse. Yet, over the past few decades significant progress had been made. What is more important, we have learned a great deal both about the challenges presented by cultural and racial diversity, and about the ways in which cultural and racial diversity can be nourished, celebrated, and turned into an advantage.

In the coming decade, how we use what we have learned will determine if Canada is viewed by the world as a model of diversity stewardship or as a case study in missed opportunities. Through business case thinking, an openness to wide consultation and 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.



## **Annex A: Towards Results-based Management in the Multiculturalism Program**

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

The Government of Canada is committed to ensuring the highest degree of accountability in the administration of public funds. In response to this, and to recommendations made by the Auditor General of Canada, the Multiculturalism Program of Canadian Heritage has been strengthening its results-based management capacity.

For example, Multiculturalism Program staff and managers have participated in a series of due diligence and accountability sessions to ensure a high level of accountability in the management of grants and contributions. Some of the systems and tools established or enhanced over the past 18 months include:

- National Review Committee – a review of all grant and contribution files which have been subject to enhanced monitoring are referred to this committee of senior management to approve or decline recommendation for approval; this committee, as well as peer review committees at national headquarters and in the regions, meet the required “challenge function” in the process of grants and contributions administration;
- Enhanced Monitoring Process – prior to National Review Committee, every proposed grant and contribution is subject to an increased level of review by Corporate Finance and Review Branches and by Program staff, to ensure that all due diligence measures have been applied;
- GCIMS (Grants and Contributions Information Management Systems) – a Department-wide, decentralized electronic data base, operational on April 1, 2000, which includes a step-by-step workflow for grants and contributions management, requiring sign-off by the appropriate official at each step;
- Directives for management of grants and contributions – a desktop tool for Program staff has been published as a reference of relevant Treasury Board policies and Program guidelines; and
- the development and approval of the Multiculturalism Program Performance Framework.





**CANADA'S  
DIVERSITY**

## **Multiculturalism Program Performance Framework**

The Multiculturalism Program performance framework articulates how Program resources will be used to achieve results for Canadians. In 1999-2000, program managers and officers conducted workshops on progressive drafts of the framework. The tool they developed, with input from the Corporate Review Branch of Canadian Heritage, assists both staff and client groups to plan initiatives which focus clearly on Program objectives, stand a high probability of achieving sustainable, long-term results, and may be measured using a selection of social indicators.

*The Multiculturalism Program has also introduced results-based management as a planning tool for client communities in British Columbia, Alberta, Ontario and Atlantic Canada, providing training to over 40 ethno-cultural and multicultural organizations in 1999-2000 and to more than 100 organizations in 2000-2001.*

Beginning in 1999-2000, training sessions on the use of the performance framework were conducted for Multiculturalism staff and managers, at national headquarters and across the regional offices of Canadian Heritage. To date, over 90 staff members have received this basic training, as well as all Multiculturalism program managers. The Multiculturalism Program has also introduced results-based management as a planning tool for client communities in British Columbia, Alberta, Ontario and Atlantic Canada, providing training to over 40 ethno-cultural and multicultural organizations in 1999-2000 and to more than 100 organizations in 2000-2001. As a result, better results-information will be collected in the next fiscal year from Multiculturalism-funded projects across the country.

The performance framework serves as a logic model, guiding its user through a consideration of fundamental factors required to develop relevant, effective and results-oriented projects:

- Situation Assessment – based on available information and research on internal and external factors; the point of departure
- Key Result: Ultimate Impact – the long term vision
- Key Results: Reach and Direct Outcomes: identification of participants, beneficiaries and stakeholders for the project, as well as projection of short-term results, linked to objectives
- Activities & Outputs – project methodology
- Resources – including grant & contribution dollars, operating & management dollars and human resources
- Performance indicators must be identified, establishing baseline information and confirming indicators for measuring project inputs, outcomes and resources.



## Respecting our Differences

The performance framework developed by the Multiculturalism Program includes a logic model for each of four outcome areas:

- ethno-racial minorities participate in public decision-making;
- communities and the broad public engage in informed dialogue and sustained action to combat racism;
- public institutions eliminate systemic barriers; and
- federal policies, programs and services respond to diversity.

Key results have been identified and activities are being planned for each of these four broad outcomes. For example, in relation to the fourth outcome area – which focuses on federal institutions – the Annual Report is one mechanism by which the Program focuses on how federal policies, programs and services respond to diversity. Through a greater focus this year and in future on results and measures of success, it is intended to help federal partners sharpen their understanding of the Multiculturalism Policy and the implications of the *Canadian Multiculturalism Act* for all Canadians.

### Performance Indicators

The Multiculturalism Program is developing a selection of performance indicators by which the Government and citizens of Canada should be better able to measure the success of the implementation of the policy government-wide. They are still tentative, as measuring for social change is challenging, and will need to be shared and further developed with federal partners and non-governmental organizations alike. Founded in the *Canadian Multiculturalism Act*, these indicators must correlate with its three main policy goals – Social Justice, Civic Participation and Identity – and must measure for results in the social, cultural, economic and political domains.



## Index of Federal Institutions

Canada Council for the Arts	42, 43, 44, 45
Canada Customs and Revenue Agency	13, 27, 33, 34, 35, 46, 51
Canada Mortgage and Housing Corporation	26, 27, 48, 50
Canadian Broadcasting Corporation	29, 30, 51
Canadian Heritage	4, 5, 7, 8, 9, 12, 14, 15, 22, 23, 24, 25, 27, 28, 39, 40, 48, 50, 51, 52, 53, 54, 55, 56, 57, 58
Canadian Human Rights Commission	20, 55
Canadian International Development Agency	21
Canadian Radio-television and Telecommunications Commission	17
Citizenship and Immigration Canada	15, 24, 25, 47, 48, 50
Department of Foreign Affairs and International Trade	21, 47
Department of Justice Canada	20, 31
Elections Canada	4, 53
Health Canada	35, 36, 37, 38, 39, 46, 47, 48, 49, 51
Indian and Northern Affairs Canada	30, 31, 47, 49
Industry Canada	14, 19
National Film Board of Canada	32
Parks Canada Agency	22, 27
Public Service Commission of Canada	18, 19, 32, 50, 55
Royal Canadian Mounted Police	39, 40, 41, 46, 47, 48, 49, 51
Statistics Canada	13, 16, 23, 24, 26, 27, 32, 46, 51, 52
Status of Women Canada	16, 47
Treasury Board of Canada	18, 19, 50, 55

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

Atlantic Canada Opportunities Agency  
 Auditor General of Canada  
 Bank of Canada  
 Business Development Bank of Canada  
 Canada Deposit Insurance Corporation  
 Canada Economic Development  
 Canada Lands Company Limited  
 Canada Post Corporation  
 Canada Science and Technology Museum Corporation  
 Canadian Centre for Management Development  
 Canadian Centre for Occupational Health and Safety



**Respecting *our*  
Differences**

Canadian Dairy Commission  
Canadian Environment Assessment Agency  
Canadian Food Inspection Agency  
Canadian Human Rights Tribunal  
Canadian Information Office  
Canadian Museum of Civilization  
Canadian Museum of Nature  
Canadian Nuclear Safety Commission  
Canadian Security Intelligence Service  
Canadian Space Agency  
Canadian Transportation Agency  
Cape Breton Development Corporation  
Civil Aviation Tribunal of Canada  
Correctional Service Canada  
Defence Construction Canada  
Department of the Solicitor General  
Environment Canada  
Export Development Corporation  
Farm Credit Corporation  
Federal Court of Canada  
Fisheries and Oceans Canada  
Immigration and Refugees Board  
International Development Research Centre, Head Office  
Laurentian Pilotage Authority Canada  
Leadership Network  
National Archives of Canada  
National Battlefields Commission  
National Capital Commission  
National Defence  
National Energy Board  
National Gallery of Canada  
National Library of Canada  
National Parole Board  
Natural Resources Canada  
Natural Sciences and Engineering Research Council of Canada  
Public Service Staff Relations Board  
Public Works and Government Services Canada  
Senate of Canada, The  
Social Sciences and Humanities Research Council of Canada  
Telefilm Canada  
Transport Canada  
Western Economic Diversification Canada