Canadian Patrimoine
Heritage canadien

Summative Evaluation of the Human Rights Program

Final Report

**Evaluation Services
Corporate Review Branch
Department of Canadian Heritage**

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Canada

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EXECUTIVE SUMMARY

Background

The Human Rights Program (HRP) was first instituted in 1967 by Cabinet, to mark the International Year for Human Rights. The mission of the Department of Canadian Heritage (PCH) is to further "a more cohesive and creative Canada". To this effect, the Department pursues two core strategic outcomes; one to which HRP contributes is "Canadians live in an inclusive society built on inter-cultural understanding and citizen participation". In following with this mission, the Program is coordinated and delivered on a national level with a mandate that relates to the Canadian Charter of Rights and Freedoms, the Universal Declaration of Human Rights and the six international human rights instruments. It is situated in the Citizenship and Heritage Sector, under the Multiculturalism and Human Rights Branch.

The HRP involves four major areas of activity:

❑ *Promotion and education:* This area of the Program aims to increase the awareness, knowledge, understanding and practical enjoyment of human rights in Canada. This is achieved through a grants and contributions component and the dissemination of human rights information to the Canadian public through mailings and a website.

❑ *International reporting:* Canada is a party to six major international human rights instruments, to which the HRP assumes overall responsibility for the preparation and publication of the reports to the UN. The Program assumes the lead for reporting on two of the instruments: the International Convention on the Elimination of Racial Discrimination, as well as the International Covenant on Economic, Social and Cultural Rights. The reports all require coordinating input from federal/provincial/territorial partners and non-governmental organizations, as well as producing, editing, translating, printing and distributing final reports.

❑ *Federal/provincial/territorial liaison:* In 1975, a meeting of federal and provincial ministers responsible for human rights resulted in the signing of a formal agreement on the practice of consulting and obtaining support from provinces and territories before signing and ratifying international treaties. A Committee composed of government officials representing each province and territory was also created at this time to coordinate the communications and consultation process. The HRP serves as the permanent secretariat of the Continuing Committee of Officials on Human Rights as well as acts as

the federal representative to the Committee. Along with these roles, the Program facilitates federal/provincial/territorial consultations and coordination related to the analysis, signature, ratification and implementation of international human rights treaties.

❑ *Contribution to policy development:* The Program provides policy advice, analysis and input to federal departments on domestic and international human rights initiatives. This includes providing input to strategic documents and Canadian statements delivered at UN bodies, monitoring and responding appropriately to parliamentary bodies or working groups, as well as facilitating interdepartmental consultations. The Deputy Ministers' Committee was recently formed with the aid of the HRP to manage the interaction of international human rights norms and domestic law and policy and is jointly chaired by the Departments of Canadian Heritage, Justice and Foreign Affairs Canada.

In addition to the role played by PCH, through several of its programs, federal responsibilities for human rights activities are shared with other key stakeholders. The Department of Justice, for instance, provides legal expertise on human rights law and is responsible for domestic legal implementation of international human rights treaty obligations. Foreign Affairs Canada is mandated to promote and protect human rights internationally, by representing Canada around the world through participation in multilateral institutions and international treaties and arrangements.

Evaluation Objectives and Methodology

The Department required a summative evaluation of the HRP. This evaluation examined three core issues:

❑ *Relevance:* Is there a continuing need for the Program? Do the needs which gave rise to the Program continue to exist? Is the Program the most appropriate response to ongoing needs?

❑ *Success:* To what extent were program objectives met? To what extent did the Grants and Contributions component contribute to the development of educational and promotional tools, reach its intended audience and increase knowledge, awareness and understanding of human rights? To what extent were Canadians able to access information on human rights? Is Canada meeting its international reporting obligations?

❑   *Alternatives:* Could the Program be merged with other PCH Programs or housed elsewhere? Does the Program overlap with or duplicate the work of other programs?

To address the evaluation questions, the following methodologies were implemented:

❑   Key informant interviews with current and past Program representatives, officials from other government departments, representatives from the CCOHR and human rights experts (n=26);

❑   A focus group with members of the CCOHR;

❑   A telephone survey of funding recipients (n=15);

❑   A web-based survey of publication recipients (n=64);

❑   A file review of funded projects (n=15);

❑   A documentation review; and

❑   A literature review.

This report is based on research conducted by EKOS Research Associates.

Findings and Conclusions

Relevance

The Canadian government is concerned with human rights issues, as indicated by references to human rights in recent Speeches from the Throne, and through the government's commitment to addressing issues that could be situated in the context of human rights such as diversity and various social conditions. The Program is also well aligned with at least one of two Departmental strategic outcomes. Additionally, it is evident that Canada still has to contend with a number of human rights issues such as those around Aboriginal peoples and the rights of children. However, many programs, organizations and initiatives have been created since the Program's inception that address human rights issues in various ways.

The HRP's continued relevance, therefore, likely stems more from its general and wide focus on promotion and education efforts and ensuring that human rights are a part of the culture of being Canadian. The Program's role as the mechanism through which Canada's UN reporting obligations are met is also integral to its relevance.

Success

Determining the degree of success that the Program has achieved proved quite challenging due to the lack of defined outcomes or articulated indicators. Furthermore, the absence of a performance measurement framework meant that there was no ongoing, systematic collection of data related to outcomes and success.

Overall, the HRP was found to fit well within the activities focused on the relevant PCH strategic outcome: "Canadians live in an inclusive society built on inter-cultural understanding and citizen participation". The key strengths of the Program were found to be its communication, liaison and information-sharing abilities, especially as they pertain to the Continuing Committee of Officials on Human Rights and the DMs' Committee, which is co-chaired by PCH. The HRP's flexibility to respond to changes in the social environment, provision of information on its website, as well as its ability to operate in a cost-effective manner with few resources were all mentioned as areas of success.

Limited evidence was available to clearly address the effectiveness of the HRP's promotion and educational activities. Recipients of funding through the grants and contributions Program indicated that they produced educational and promotional tools and materials, and in turn shared them with a broad audience. Further, publication recipients were found to be using the materials for a wide range of activities. Although these findings indicate a degree of success, there are limitations of the available evidence related to measuring results. Primarily, it is not clear whether these materials were actually reaching those most in need of education about human rights, nor that levels of awareness and knowledge were truly increased as a result of program activities.

Finally, the core purpose for the HRP is to ensure that Canada's obligations to the UN with respect to reporting are met. Canada is well regarded by the UN, and although there are some concerns around reporting (e.g., a history of tardiness, overly complex reports), the overall assessment is that Canada is meeting its obligations here well.

Alternatives

The objectives of the Program have not been substantively revised since its inception nor has the Program enunciated its expected outcomes, which would provide clarity on what it is broadly striving to achieve. The scope of the objectives remains large, despite the Program's reduced resources and the emergence of many other initiatives and organizations also working in the area of promotion and protection of human rights in Canada. HRP needs to clarify its role in the human rights domain and, in so doing, update its objectives accordingly.

Further, the evaluation evidence was inconclusive regarding the most appropriate location of the responsibilities currently residing with the HRP at PCH. It is clear that the reporting responsibilities will continue to need to be fulfilled and that activities related to promotion and education are considered important. A possible alternative location to PCH, favoured by a few, was the Department of Justice (whose PLEI organizations could possibly assume the promotion and education activities and whose ongoing policy and reporting work could be enhanced to include the role currently fulfilled by the HRP). The objectives and activities of the HRP fit well, however, with the mandate of PCH. In particular, in the context of ensuring that respect for human rights is an integral part of Canada's culture and heritage (not just merely a matter of law), PCH seems to be an appropriate location for this program. Additional consideration of the scope and objectives of the Program will need to be undertaken to guide decisions about the best fit for the HRP.

Recommendations, Management Response and Action Plan

1. This evaluation faced a considerable challenge in assessing the degree to which expected results of the HRP were achieved, due to the lack of a results-based performance measurement strategy. While a logic model was developed prior to the initiation of this evaluation, it utilized Program objectives that have not been substantively changed since the Program's inception. Further, performance indicators tied to the logic model were not identified, nor systematically collected. As a result, it was difficult to definitively demonstrate the achievement of intended results.

    Therefore, it is recommended that the HRP: revisit its objectives and determine its most appropriate mandate, given its limited resources and the emergence of multiple actors in the field of human rights since the program's inception; develop a results-based management and accountability framework (including a logic model and clearly defined expected outcomes); and, implement an associated

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performance measurement strategy to ensure that the Program is able to demonstrate the achievement of intended results in the future.

2.   Given concerns raised by the UN about timeliness and the considerable length of Canada's reports, partly due to the need to report on each province and territory, it is recommended that the HRP continue to identify and implement new approaches that would be expected to lead to shorter, timelier reports. In turn, these shorter reports should have a positive impact on the UN perspective on the quality of Canada's presentations. Understanding that some of these changes are already being implemented, it is also recommended that this be closely monitored to ensure that the intended effects are being achieved.

MANAGEMENT RESPONSE AND ACTION PLAN

Overall Conclusions:
 The Multiculturalism and Human Rights Branch finds the overall conclusions of the evaluation of the Human Rights Program (HRP) to be positive. The evaluation concludes that the objectives and activities of the HRP fit well with the mandate of the Department of Canadian Heritage (PCH) in the context of ensuring that respect for human rights is an integral part of Canada's culture and heritage. It also concludes that HRP makes an essential contribution to addressing the need to ensure ongoing consideration of compliance with international human rights obligations. With respect to education and promotion, the evaluation finds the Program's wide focus relevant but indicates that, with its limited budget, it will not be able to play a larger role than simply raising awareness among Canadians about human rights in general. The Program's key strengths were found to be its communication, liaison and information-sharing role, flexibility to respond to changes in the social environment, the provision of information on its website and its ability to operate in a cost-efficient manner with limited resources.   It is expected that the recommendations can be addressed as indicated below.

Management Response to Recommendation 1:
The HRP has already begun revisiting its objectives and outcomes with a view to determine its most appropriate role and mandate. The Program has also begun developing a Results-Based Management and Accountability Framework (RMAF) and a Risk-Based Audit Framework (RBAF), which will include a new logic model, clearly defined outcomes and an associated performance measurement strategy that will be implemented. A new draft logic model has been prepared and is currently the subject of internal consultation and refinement. Additional consultations are being undertaken internally as well

with respect to the education and promotion objective, and with key stakeholders (including Justice and Foreign Affairs) on a few issues related to the objective of increasing compliance. The results of the Program's analysis will be reflected in documents prepared for program renewal expected in September 2005.

Timeline/Status: December 2004 - May 2005 (Ongoing)

Management Response to Recommendation 2:
In October 2003, the HRP implemented a new approach to reporting that included developing new tools (questionnaire and guide) to enable federal, provincial and territorial officials to focus their input on key issues raised by the United Nations treaty bodies, as well as other significant developments identified in consultation with the provinces and territories. Throughout 2004, the Program implemented a more stringent editing and follow-up process, including proactive negotiation with and technical assistance to federal, provincial and territorial officials, to ensure more relevant and timely receipt of input. This approach has resulted in shorter reports that are more focussed, consistent between sections, less duplicative, and submitted to the UN within more reasonable timeframes (3 to 6 months after UN established due dates). Canada's 5th reports under the International Covenant on Civil and Political Rights (ICCPR) and the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment and Punishment (CAT) were submitted using this approach. The results are being closely monitored and the approach is continuing to be modified in close consultation with the representatives of the Continuing Committee of Officials on Human Rights (CCOHR). It is also worth mentioning that the HRP was able to clear a long-standing backlog of reports and is up to date in reporting as of October 2004.

Timeline/Status: Approach has been implemented. Monitoring is ongoing

1. INTRODUCTION AND PROGRAM PROFILE

The Human Rights Program (HRP) was established in 1967, the International Year for Human Rights. The Program objectives have been consistent ever since, focusing on promoting the development, understanding, respect for and enjoyment of human rights in Canada. This report presents the findings of a summative evaluation of the Program, focused on the five fiscal years from 1998-99 to 2002-03.

1.1 Context

The United Nation's Universal Declaration of Human Rights (UDHR) states that it is

> "a common standard of achievement for all peoples and all nations, to the end that every individual and every organ of society, keeping this Declaration in mind, shall strive by teaching and education to promote respect for these rights and freedoms and by progressive measures, national and international, to secure their universal and effective recognition and observance, both among the peoples of Member States themselves and among the peoples of territories under their jurisdiction".

Since 1948, when the UDHR was adopted unanimously by the United Nations, Canada has become a State party to six major United Nations human rights conventions and a number of related instruments, thus binding itself to the realization of their provisions. These international obligations include specific responsibilities to educate on and promote human rights in Canada, and to periodically report to various United Nations Committees on the implementation of the human rights instruments, which are as follow:

- ❏ International Covenant on Economic, Social and Cultural Rights (ICESCR);

- ❏ International Covenant on Civil and Political Rights (ICCPR);
- ❏ Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW);
- ❏ Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT);
- ❏ International Convention on the Elimination of All Forms of Racial Discrimination (ICERD); and
- ❏ Convention on the Rights of the Child (CRC).

While the federal cabinet has the legal authority to unilaterally bind Canada internationally by signing and ratifying international agreements, it cannot unilaterally implement most of these agreements as many of the provisions fall within areas of provincial jurisdiction. Therefore, to avoid the problem of being internationally accountable for obligations it cannot fulfill, the Government of Canada has adopted, since 1975, the practice of consulting with the provinces and territories, and obtaining their support, before signing and ratifying treaties. This consultation is achieved through the federal/provincial/territorial Continuing Committee of Officials on Human Rights (CCOHR), under the responsibility of the Department of Canadian Heritage.

In 1977, the Canadian Human Rights Act was passed. According to the Act, prohibited grounds of discrimination are race, national or ethnic origin, colour, religion, age, sex, sexual orientation, marital status, family status, disability and conviction for which a pardon has been granted. Placing people at a disadvantage on the basis of any ground covered by the Act is discrimination and against the law. Responsibility for the administration of the Act goes to the Canadian Human Rights Commission (CHRC), which meets regularly to decide on individual complaints. The provinces and territories have similar anti-discrimination laws in their own jurisdictions, as well as their own human rights agencies, which work in cooperation with the CHRC.

Canada enjoys a good reputation as a leading nation with respect to human rights. The fundamental rights and freedoms enjoyed in Canada are enshrined in the Canadian Charter of Rights and Freedoms, part of the Constitution of 1982. The Charter is based on the rule of law and could be considered to be the most important Canadian law, because it can render any other laws invalid if they conflict with it. The Charter established in Canada's Constitution the rights and freedoms that the governments in Canada believed to be essential if a society is to be free and democratic. It pertains to different types of rights, as outlined below[1]:

- ❏ Fundamental Freedoms (e.g., freedom of expression and of religion);
- ❏ Democratic Rights (e.g., the right to vote);
- ❏ Mobility Rights (e.g., the right to move to and take up residence in any province, the right to leave and re-enter Canada);
- ❏ Legal Rights (e.g., the right not to be arbitrarily detained or imprisoned);
- ❏ Equality Rights (i.e., the right to the equal protection and equal benefit of the law without discrimination and, in particular, without discrimination

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1. Department of Justice (1982). *Canadian Charter of Rights and Freedoms.* Online: http://canada.justice.gc.ca/Loireg/charte/const_en.html

based on race, national or ethnic origin, colour, religion, sex, age or mental or physical disability);

❑ Official Language and Minority Language Education Rights (i.e., the right to have one's children educated in the official language of one's choice); and

❑ Aboriginal Peoples' Rights (i.e., that rights and freedoms in the Charter cannot be manipulated to violate any Aboriginal, treaty or other rights or freedoms that pertain to Aboriginal peoples).

Since the creation of the Human Rights Program in 1967, there have been many different mechanisms developed to address human rights issues in Canada. These include specific initiatives within federal and provincial organizations as well as non-governmental organizations. Examples of federal organizations include the Department of Social Development which works on disability issues, the Department of Citizenship and Immigration, which helps new Canadians settle into Canadian society, and PCH Portfolio Agencies – the Canadian Race Relations Foundation, which works to fight against racism in Canada, and Status of Women Canada, which focuses on women's equality and full participation in society. Examples of provincial organizations include the Nova Scotia Human Rights Commission and the B.C. Human Rights Tribunal. Many NGOs also have mandates to address issues of human rights and their focus ranges from monitoring a specific UN convention, such as the work of the Canadian Coalition for the Rights of the Child, to the collection of information and research on human rights, such as the activities of Human Rights Internet and the Human Rights Education Centre and the Court Challenges Program which seeks to clarify linguistic and equality rights provided under the Charter of Rights and Freedom . These organizations often work in parallel with federal programs and initiatives and may enter in dialogue or partnership with them, or receive funding from them, as issues, conferences and other opportunities arise.

1.2   The Roles and Responsibilities of Key Federal Stakeholders

Beyond the programs and initiatives whose activities touch upon human rights issues both directly or indirectly, there are core federal responsibilities which also must be met. At the federal level, specific responsibilities for human rights activities are shared between the Department of Canadian Heritage (PCH), the Department of Justice (DOJ) and Foreign Affairs Canada (FAC) (previously known as the Department of Foreign Affairs and International Trade or DFAIT).

(a)   The Department of Canadian Heritage

The Human Rights Program (HRP) was first instituted in 1967 by Cabinet, to mark the International Year for Human Rights. At that time, it was delivered by the Department of the Secretary of State. It currently receives its mandate through the 1995 Department of Canadian Heritage Act, which states that the Department is responsible for "the promotion of a greater understanding of human rights, fundamental freedoms and values". The Program's mandate relates to the Canadian Charter of Rights and Freedoms, the Universal Declaration of Human Rights and the six international human rights instruments previously mentioned. It is situated in the Citizenship and Heritage Sector, under the Multiculturalism and Human Rights Branch.

Responsibilities of the Human Rights Program include education on and promotion of human rights, serving as federal representative and secretariat to the federal/provincial/territorial CCOHR, and the coordination of all six of Canada's reports to the United Nations on the implementation of the international instruments. The Human Rights Program assumes the lead on two instruments: the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD) and the International Covenant on Economic, Social, and Cultural Rights (ICESCR). The Program also coordinates with provinces and territories the preparation for appearances before various United Nations committees responsible for reviewing Canada's implementation of its human rights obligations, as well as co-leading with the Department of Foreign Affairs federal preparations for the two reports on which it has the lead.

The HRP also has responsibility for the Court Challenges Program, which provides funding for test cases of national significance to clarify linguistic and equality rights.[2] The activities of the Court Challenges Program entail undertaking promotional activities (e.g., distribution of an information package which includes a brochure about the Charter [but not the Charter itself]; this package is available on the website and is also given to consultation participants and people who contact the Program), organizing consultations with stakeholders, undertaking research to support decision-making for test cases that advance equality or language rights under the Canadian Constitution, and reviewing applications for funding of test cases. The CCP is delivered on behalf of the Human Rights Program by an independent arms-length corporation by the mechanism of a contribution agreement. (More detailed information about the responsibilities of the Human Rights Program are provided in Section 1.3.)

There are several other programs at PCH that address related themes. For example,

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2.   The Court Challenges Program was not included in this evaluation as it was recently the subject of its own evaluation.

the Aboriginal Affairs Branch delivers several programs and initiatives aimed at improving the quality of life of Aboriginal Peoples in Canada, including the Aboriginal Languages Initiative, the Aboriginal Representative Organizations Program, and the Aboriginal Women's Program.

The Multiculturalism Program, within the Citizenship and Heritage Sector of PCH, operates funding components designed to address issues focused on several core objectives, some of which are closely related to the activities of the HRP. For example, objectives include assisting in the development of strategies that facilitate the full and active participation of ethnic, racial, religious and cultural communities in Canadian society and increasing public awareness, understanding and informed public dialogue about multiculturalism, racism and diversity in Canada. The Multiculturalism Program is in the same branch as the HRP – the Multiculturalism and Human Rights Branch.

The Official Languages Branch is also situated within the Citizenship and Heritage Sector. The Program works in co-operation with provincial and territorial governments to: help official language minority communities gain access to education and receive services in their mother tongue; support community development activities in official language minority communities that are geared to help them fully contribute to economic, cultural and social aspects of Canadian life; as well as promote the bilingual character of Canada and its part in our national identity. The Official Languages Directorate also provides funds to promote the use of both official languages. They achieve this through their Linguistic Duality Program, which was set up to foster dialogue, understanding and mutual respect between official language communities.

(b)   Department of Justice

The Department of Justice (DOJ) provides legal expertise on human rights law, both domestic and international, and is responsible for domestic legal implementation of international human rights treaty obligations at the federal level and federal reporting on two treaties. The Department also examines legislation across government for consistency with the Charter. Currently, DOJ has the lead role in communication on policy development, advising other departments if they are not in legal compliance with international obligations. DOJ also established an independent panel in 1999 to conduct a comprehensive review of the Canadian Human Rights Act.

The Department also contributes to awareness of human rights through funding support for Public Legal Education and Information (PLEI) organizations. PLEI organizations across the country are geared towards informing citizens of the law, their lawful rights and their legal obligations, and ensuring that they perform their duties as participants in a democratic society. This is typically accomplished through activities such

as lawyer referral services, information hotlines, school programs and a wide variety of publications on numerous topics, including domestic violence, consumer law, real estate and wills. Some of these organizations also provide publications on human rights issues.

(c)   Foreign Affairs Canada

FAC promotes human rights predominantly through its work with other nations. The Department represents Canada around the world through participation in multilateral institutions and international treaties and arrangements. Human rights are key to Canada's foreign policy, partly because Canada is considered a leader in the human rights field and because it takes its obligations under the UN Charter seriously, but also because Canadians recognize that their interests are best served by a stable, rules-based international system.[3] FAC also assists other countries in meeting their human rights commitments through direct support for development of democratic institutions and practices, legal and administrative training, and by providing technical assistance.

In order to effectively formulate international human rights policy, the Department obtains the input of the general public, other government departments and non-governmental organizations and counterparts abroad. FAC also closely follows the work of the Parliamentary Sub-Committee on Human Rights and International Development and the Senate Committee on Human Rights in developing its human rights policy. Some human rights information is available on the departmental website, including background information on human rights, links to the six UN treaties that Canada has ratified, and a discussion of human rights in the context of corporate social responsibility.

While FAC has a mandate to promote and protect human rights internationally, part of the foundation of Canada's foreign policy, it does not have a domestic mandate.

1.3   Human Rights Program Profile

The mission of the Department of Canadian Heritage is to further "a more cohesive and creative Canada". To this effect, the Department pursues two core strategic outcomes; the one to which the Human Rights Program contributes is "Canadians live in an inclusive society built on inter-cultural understanding and citizen participation". The Department describes this outcome as including "activities focused on inclusion and participation [which] help build a sense of belonging and civic engagement in Canada while reinforcing the core values and shared citizenship that bond all Canadians to each other". A specific

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3.   Foreign Affairs Canada (2004). Canada's International Human Rights Policy. Online: http://www.dfait-maeci.gc.ca/foreign_policy/human-rights/hr1-rights-en.asp

sub-activity contributing to this outcome is "Citizen Participation". In describing this sub-activity, the Department indicates that "Canada's social and economic prosperity is directly influenced by ... its recognition and respect for human rights". "Promoting a greater understanding and practical enjoyment of human rights" is therefore part of this sub-activity.

The Human Rights Program is coordinated and delivered at a national level. The Program has four streams of activities: (1) promotion and education, (2) contribution to policy development, (3) federal/provincial/territorial (F/P/T) liaison, and (4) international reporting, aiming at achieving the following objectives (as defined by Treasury Board documents from 1968, 1975, 1984 and 1987[4]):

❏ To increase the awareness, knowledge and practical enjoyment of human rights;

❏ To serve as the central point of reference for the federal government's domestic interest in human rights, including managing federal-provincial/territorial consultation on human rights issues; and

❏ To increase compliance with Canada's domestic and international human rights instruments.

The Program Logic Model is presented in Appendix A. The following sections provide an overview of the Human Rights Program.

(a)   Promotion and Education

Directed at meeting the objective of increasing the awareness, knowledge, understanding and practical enjoyment of human rights, as well as meeting international obligations with respect to promotion of human rights, the Program carries out a public education and promotion program that develops and disseminates human rights education, training and promotional materials.

One means through which this activity is conducted is through a grants and contributions component that provides funding to non-profit organizations, educators, human rights specialists and others in order to offset costs of developing educational and promotional tools (e.g., training manuals, information pamphlets, brochures and posters) and/or establishing networks/ partnerships to promote or educate on human rights (e.g., teachers' conferences, child advocacy networks).

Another Program activity is the dissemination of human rights information to the

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4.   As cited in the Human Rights Program Business Plan 2004-2005 to 2006-2007.

Canadian public through mailings and a website in order to ensure public access to this information and, thereby, to promote human rights. In particular, the HRP is responsible for dissemination of the Canadian Charter of Rights and Freedoms and related information such as a guide discussing its meaning, as well as UN human rights instruments, Canada's reports on human rights and the concluding observations of various UN human rights committees. Further, the Program develops general information for the website on human rights issues and provides links to other sources of information. It also responds to inquiries from the public for information on human rights and related issues.

(b)   International Reporting

Canada is a party to the six major international human rights instruments (listed earlier). The two primary mechanisms for monitoring Canada's compliance with these six international instruments are the periodic reporting on implementation and the hearing of complaints alleging non-compliance. All six major human rights treaties require periodic reporting on implementation (Table 1 presents the timeframes for reporting on the six instruments). However, only four of the six have individual complaints mechanisms, and these are all optional for countries party to the treaties. Canada participates in the individual complaints processes under the International Covenant on Civil and Political Rights (ICCPR), the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT), and the Convention on the Elimination of Discrimination Against Women (CEDAW).

Table 1: Timing of Reports to UN

	According to HRP Website	According to UN Website	Reporting Timelines
Fifth Report on the International Covenant on Civil and Political Rights	Submitted October 27, 2004	Due April 2004	As requested by Human Rights Committee
Seventeenth and Eighteenth Report on the International Convention on the Elimination of All Forms of Racial Discrimination*	Targeted for November 2005	Due November 2005	Two reports together, every four years
Nineteenth and Twentieth Report on International Convention on the Elimination of All Forms of Racial Discrimination*	Targeted for June 2009	Not indicated	
Sixth and Seventh Report on the Convention on the Elimination of All Forms of Discrimination against Women	Targeted for January 2007*.	Sixth report due January 2003 Seventh report not indicated	Every four years
Fifth Report on the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment	Submitted October 11, 2004	Due July 23, 2004	Every four years
Sixth Report on the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment	Targeted for July 2008	Due date not indicated	Every four years
Third and Fourth Report on the Convention on the Rights of the Child	Targeted for January 2009	Due January 2009	Every five years, although two are expected in 2009, the last report was in 1999
Update on the International Covenant on Economic, Social and Cultural Rights**	Targeted for June 2005	Not indicated	Every five years

*Given that Canada already reported on the period that was to be covered in the 6th report in an update paper and during its January 2003 appearance, Canada has advised that it will submit its next report in January 2007.
**HRP takes the lead on these instruments
Note: Based on information from HRP and UN websites (as of October 29, 2004).

The Human Rights Program assumes the lead for reporting under two instruments: the International Convention on the Elimination of all Forms of Racial Discrimination (ICERD), and the International Covenant on Economic, Social and Cultural Rights (CESCR). HRP also has overall responsibility for the preparation and publication of all six of Canada's reports to the United Nations. This requires getting input from federal/provincial/territorial partners, as well as producing, editing, translating, printing and distributing reports. The HRP also seeks input from non-governmental organizations on issues to be covered in federal reports. HRP and FAC coordinate the preparation for appearances before various UN committees, and the HRP is responsible for coordinating discussions with provinces and territories on follow-up to the Concluding Observations, through the CCOHR. Additionally, the Program has taken the lead on discussions around establishing a formal policy and process framework for follow-up to the Concluding

Observations within the Government of Canada. This process is coordinated by the HRP, and entails ongoing departmental discussions on possible or expected follow-up measures with respect to each convention.

(c) Federal/Provincial/Territorial Liaison: Continuing Committee of Officials on Human Rights (CCOHR) Secretariat Services

In 1975, at a meeting of federal and provincial ministers responsible for human rights, the practice of consulting with the provinces and territories, and obtaining their support before signing and ratifying international treaties, was formalized in an agreement. The two levels of government also agreed on provincial/territorial involvement in the preparation of periodic reports and in responding to observation from treaty bodies on the provincial/territorial component of such reports, as well as in responding to complaints relating to provincial/territorial laws and programs. To provide an ongoing forum for communication and consultation on international human rights obligations, the Continuing Committee of Officials on Human Rights was established. The Committee is composed of government officials representing each of the provincial and territorial governments, with PCH serving as the federal representative.

By serving as the permanent secretariat of the CCOHR and acting as the federal representative to the Committee, the Human Rights Program facilitates federal/provincial/ territorial consultations and coordination related to the analysis, signature, ratification and implementation of international human rights treaties, and acts as a point of contact with provincial/territorial governments regarding human rights issues. These activities create opportunities for federal/provincial/territorial governments to share information and positions on human rights issues and to develop Canada's international positions on emerging issues, new instruments and conferences.

(d) Contribution to Policy Development

This component contributes primarily to the objective of serving as a central point of reference for domestic interests in human rights. The Human Rights Program provides policy advice, analysis and input to the Department and other federal departments on domestic and international human rights initiatives. This includes providing input to strategic documents and Canadian statements delivered at UN bodies, monitoring and responding appropriately to parliamentary bodies or working groups (e.g., Senate Committee) and facilitating interdepartmental consultations. HRP is also involved with the work of the recently formed Deputy Ministers' Committee, which manages the interaction of international human rights norms and domestic law and policy. This Committee is jointly chaired by PCH, DOJ and FAC and provides direction on major international human rights initiatives and emerging issues that could affect various

departments, especially those issues that need to be presented to Cabinet.

Through these various activities, stakeholders receive relevant information, and PCH as well as provincial/territorial interests are considered in the development of human rights related policies and institutions.

(e)   Resources

The Program expenditures for 2002-2003 included $392,300 in grants and contributions and $579,000 in operating expenditures ($385K in salaries and $194K in operations).[5] Over the last decade, the HRP has undergone significant reduction in all budget areas. To illustrate, Table 2 presents the Grants and Contributions budget for the years from 1989-1990 to 2004-2005, which shows the reduction which occurred in 1998-1999 and has been maintained.

An additional challenge faced by the Program during the period under review was a nearly complete turnover in staff within a very short period of time (2000), including several months where the Program was not fully staffed.

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5.   Request for Proposal – Summative Evaluation of the Human Rights Program, September, 2003.

Table 2: Human Rights Grants and Contributions Budget

Year	A-Base Allocation
1989-1990	$553,000
1990-1991	$553,000
1991-1992	$553,000
1992-1993	$553,000
1993-1994	$903,000
1994-1995	$903,000
1995-1996	$710,000
1996-1997	$612,280
1997-1998	$892,280
1998-1999	$392,300
1999-2000	$392,300
2000-2001	$392,300
2001-2002	$392,280
2002-2003	$392,280
2003-2004	$392,280
2004-2005	$392,280

Source: Human Rights Program data

1.4 Evaluation Questions and Methodology

The evaluation examined the HRP's relevance, success and alternatives. Core evaluation questions were:

❑   Is there a continuing need for the Human Rights Program?

- Do the needs which gave rise to the Program continue to exist?
- Is the Program the most appropriate response to ongoing needs?

❑   To what extent were Program objectives met?

- To what extent did the Grants and Contributions component contribute to the development of educational and promotional tools, reach its intended audience and increase knowledge, awareness and

understanding of human rights?

- To what extent were Canadians able to access information on human rights?

- Is Canada meeting its international reporting obligations?

❑ Could the Program be merged with other PCH programs or housed elsewhere?

- Does the Program overlap with or duplicate the work of other programs?

The following methodologies were implemented:

❑ key informant interviews with current and past Program representatives, officials from other government departments, representatives from the CCOHR and human rights experts (n=26);

❑ a focus group with members of the CCOHR;

❑ a telephone survey of funding recipients (n=15);

❑ a web-based survey of publication recipients (n=64);

❑ a file review of funded projects (n=15);

❑ documentation review; and

❑ a literature review (prepared as a separate document[6]).

The full set of evaluation questions are presented in Appendix B and further details on the methodology appear in Appendix C. The data collection instruments utilized in this evaluation are presented in a technical appendix submitted under a separate cover.[7]

This report is based on research conducted by EKOS Research Associates.

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6. Summative Evaluation of the Human Rights Program: Literature Review Report. (Feb, 2004). EKOS Research Associates.

7. Summative Evaluation of the Human Rights Program: Technical Report. (Dec, 2004). EKOS Research Associates.

1.5   Constraints

Until the time of this evaluation, no logic model or performance measurement strategy existed for the Program. In preparation for the evaluation, a logic model was developed which was then used to guide questioning. The logic model was based on the original objectives of the Program which, as discussed later in the report, have not been substantially revised since they were initially developed in 1967. Further, as the expected outcomes were defined just prior to the evaluation, performance data were not available from the Program for some outcomes, in particular those related to promotion and education, although information being collected by the Program on outputs was useful for evaluative purposes.

1.6   Organization of this Report

The current assignment was to conduct a summative evaluation of the Canadian Heritage Human Rights Program, covering the last five fiscal years (1998-99 to 2002-03), to explore the Program's relevance, success and alternatives. The remaining chapters of the report are as follow: Chapter 2 discusses key findings on the relevance of the Program; Chapter 3 presents results related to the Program's success; Chapter 4 discusses evaluation evidence on alternatives; and Chapter 5 presents conclusions and recommendations.

2. RELEVANCE

This section explores the question of whether the Human Rights Program continues to be relevant. This is accomplished in the context of the consistency of the Program activities and objectives with government priorities, current human rights issues in Canada and initiatives in place to address them, the degree to which there is a continued need for the Program, and its role in helping Canada meet its UN reporting requirements.

2.1 Government Priorities

(a) Federal Priorities

The Canadian government has recently reaffirmed its interest in human rights issues. The Prime Minister's 2001 Reply to the Speech from the Throne acknowledged that a deep commitment to democracy and human rights was an essential part of "the Canadian way", and the 2002 Speech from the Throne spoke of a renewed commitment to "continue to promote the values of democracy, peace and freedom, human rights and the rule of law". According to the 2004 Speech from the Throne, government action will be guided by seven commitments, among them "to defend the Charter of Rights and Freedoms and to be a steadfast advocate of inclusion."

In addressing issues like diversity, racism and hate, social conditions such as homelessness, settlement and integration of immigrants, women's equality, youth issues, poverty reduction, and closing the gap between Aboriginal and non-Aboriginal Canadians, for example, the Government's social agenda incorporates attention to human rights. At a high level, it is clear that human rights are a federal priority. This priority is typically operationalized, however, in the context of issue-specific programs and initiatives (as presented later, in Section 2.2) and not through the HRP. In particular, there have not been any recent cabinet documents or decisions, or Budget announcements pertaining specifically to the HRP. Further, as presented in Section 1.3(a) of this report, grants and contributions resources were notably reduced in 1998-1999 and have been maintained at this lower level since then. Thus, although promotion of human rights can be viewed as a federal priority, the HRP is one vehicle among many through which it is addressed.

(b) PCH Priorities

The Program supports Canadian Heritage's strategic outcome that "Canadians live in an inclusive society built on inter-cultural understanding and citizen participation", which was described in section 1.3. In order to increase the practical enjoyment of human rights among Canadians, which is essential for "shared citizenship" and "citizen participation", the Program focuses on activities to advance the promotion of and

education on human rights, including the Canadian Charter of Rights and Freedoms. The Program specifically provides support to community groups, educational institutions and organizations working in human rights for their activities in promotion and education of human rights.

2.2   Human Rights Issues In Canada

As stated earlier, Canada enjoys a good reputation with respect to human rights. Tremendous progress has been made in the context of how consideration of human rights have been incorporated into our culture. This does not mean, however, that there are no human rights issues still facing our country. A literature review conducted for this evaluation identified Canada's more pressing human rights issues at the present time to be:

❑   *Aboriginal Peoples:* The most pressing human rights issue for the country concerns Aboriginal peoples. In their observations, the UN treaty bodies continue to express concern that social conditions for Aboriginal peoples do not satisfy Canada's treaty obligations.

❑   *Ethno-racial minorities/Racism:* In their observations, the UN Committee on Racial Discrimination expressed concerns about the social conditions for Canada's ethno-racial minorities, including ethno-racial minority immigrants.

❑   *Women's Issues:* Recent observations of the UN Committee indicate that Canada continues to make progress towards the advancement of women's rights. However, it continues to be an area of concern.

❑   *Children's Rights:* Canada meets most of its obligations under the UN International Convention on the Rights of the Child, and has been praised for initiatives such as the National Child Benefit, Children's Agenda and increased child care expense deductions. Canada still needs to address some broader issues such as the need to establish child advocate offices and ombudsmen to deal with cases of human rights violations against children in all provinces and territories, as well as the need to ensure children are made aware of their rights.

❑   *Persons with disabilities:* The Canadian government has accomplished much to support the inclusion of persons with disabilities in the last 20 years. Nevertheless, human rights problems appear to persist for persons with disabilities in Canada. Complaints related to disability were the most common type received by the Canadian Human Rights Commission (45 per cent of all complaints in 2002).

❑   *Human Rights Post-September 11th:* The terrorist attacks in the United

States on September 11th, 2001 have had a significant and wide-reaching impact on countries around the world. The most significant changes have occurred in the areas of national security and individual privacy. The resulting policies have led to allegations of certain human rights infringements (e.g., racial profiling, forced detainment) in some countries, including Canada.

❑ *Asylum Seekers:* Canada enjoys a good reputation for protecting asylum seekers. Canada also continues to advocate and work strategically to prevent human rights transgressions that lead to people seeking asylum.

❑ *Social Condition:* Social condition usually refers to people's economic, social and cultural circumstances, including policy regimes and social practices and attitudes that shape individual, economic, social and cultural opportunities and options. There is discussion that 'social condition' be included as a prohibited ground of discrimination in the Canadian Human Rights Act.

❑ *Gay and Lesbian Rights:* Canada has, in recent years, seen significant advances in acknowledging the rights of gays and lesbians. However, these groups continue to fall victim to hate crimes.

❑ *Prisons:* In general, Canada has implemented many measures in federal corrections systems to ensure that the rights of incarcerated peoples are respected. Nevertheless, problems still exist in Canada's correctional system such as overcrowding and the overrepresentation of Aboriginal peoples in the system.

Clearly then, there continues to be a need for programs and initiatives that will enable Canada to address and ultimately resolve these human rights issues. In fact, since the Program's establishment in 1967, a number of programs, organizations and initiatives have been created that also address various aspects of human rights issues such as those outlined above. An illustrative list is presented below, to provide examples of some of the ways in which human rights issues are being addressed:

❑ *The Department of Canadian Heritage's Multiculturalism Program*, which works with communities, institutions and Governments to address issues affecting full and equitable participation of all ethno-cultural minorities at the national, regional and local level;

❑ *The Canadian Race Relations Foundation*, which aims to help bring about a more harmonious Canada that acknowledges its racist past, recognizes the pervasiveness of racism today, and is committed to creating a future in

which all Canadians are treated equitably and fairly;

❑ ***Indian and Northern Affairs Canada,*** which administers a number of programs for Aboriginal Peoples, including the First Nations Child & Family Services Program, First Nations and Inuit Youth Employment Strategy and National Child Benefit First Nations Reinvestment;

❑ ***Status of Women Canada,*** which promotes gender equality, and the full participation of women in the economic, social, cultural and political life of the country and has as a priority the advancement of women's human rights;

❑ Specific federal initiatives that address concerns such as family violence, homelessness, and early childhood development;

❑ ***The Canadian Human Rights Commission***, which administers both the Canadian Human Rights Act and the Employment Equity Act, and ensures that the principles of equal opportunity and non-discrimination are followed in all areas of federal jurisdiction;

❑ Provincial/territorial Human Rights Commissions;

❑ ***The Court Challenges Program of Canada,*** a national non-profit organization which provides financial assistance for important court cases that advance language and equality rights guaranteed under Canada's Constitution;

❑ ***The Office of Disability Issues,*** which acts as the focal point in the government of Canada for promotion of the full participation of Canadians with disabilities in learning, work and community life; and

❑ Criminal Code amendments to safeguard human rights, such as hate crime legislation.

The plethora of developments since 1967 raises the issue of whether the Program has continued relevance. In fact, some argue that the existence of so many federal programs, specialized bodies and related stakeholders speaks to the tremendous historical success of the Program in raising awareness of human rights issues, developing policies and in getting people and organizations involved. However, a review of various related organizations and programs reveals that none have the same general and wide focus of the HRP. For example, as above, many organizations focus on activities intended to raise awareness about specific human rights issues affecting particular groups (e.g., women's rights) as well as activities intended to contribute to resolution of these issues. It is through the work of these groups that responses to Canada's most pressing human rights issues could be expected to occur. It is clear that the HRP does not play a role in advocacy for specific groups or in the resolution of specific human rights issues beyond the contribution

made by making information available through the provision of basic resources and raising awareness about human rights in general. This role of raising awareness and general education about human rights does continue to be relevant, however, based on the perspective of those outside the Program.

2.3   Continued Need for Program

A lack of clarity exists with respect to the mandate of the Program, making it difficult to definitively assess its continuing need. HRP's mission is to promote the development, understanding, respect for and enjoyment of human rights in Canada; however, some question whether the focus of the Program is simply to raise awareness among Canadians about the Canadian Charter of Rights and Freedoms, or to achieve something larger. When considered in the context of its somewhat modest budget, it is perhaps difficult to see how a more significant role could be played (for example, as implied in the Program objectives).

(a)   Promotion and Education

By examining the HRP's mandate in the context of the strategic outcomes of the Department of Canadian Heritage, the picture becomes more complete. The second of the two strategic outcomes is outlined below.

❏ *Canadians live in an inclusive society built on inter-cultural understanding and citizen participation* – essential to this outcome are activities that focus on inclusion and participation, which help to create a sense of belonging and civic engagement in Canada. At the same time, the core values and shared citizenship that bond all Canadians together are reinforced. This is vital to the realization of collective projects, strengthening Canada's foundations as a caring society and fostering broad-based responsibility for one's social and economic future. This outcome is also accomplished through connecting Canadians across their differences and helping to reduce tensions that could otherwise divide the population. This type of unity can lead to new audiences being reached, institutions that are more responsive and sustainable, and maximized opportunities for excellence in all cultural spheres.

When considered in the context of this outcome, the promotional and educational work of the HRP can be seen to contribute not only to making Canadians aware of their rights under the Charter, but rather to making human rights an integral part of Canada's culture. In order to truly educate Canadians on human rights, it is not enough to teach the public about what rights are. Human rights need to become part of how Canadians define

themselves. By pursuing this type of goal, the HRP helps contribute to the second strategic outcome by way of encouraging participation in community and civic life. This goal, described in recent departmental draft Program Activity Architecture documentation, refers to addressing key obstacles to community and civic participation through learning and awareness-building initiatives that educate Canadians about their country and their citizenship. The documentation also refers to a sub-activity, citizen participation, which includes policies and programs that reflect the importance of, among other values, respect for human rights to Canada's social and economic prosperity. By promoting among Canadians a greater understanding and practical enjoyment of human rights, it is hoped that Canadians will undertake a lifetime of shared citizenship and civic engagement.

A recent survey conducted by Leger Marketing revealed some compelling results regarding Canadians' awareness and experience of the Charter. While over one-half of Canadians surveyed could not specify any of the fundamental rights guaranteed under the Canadian Charter and over one-third could not name one form of discrimination forbidden under the Charter, 84 per cent believed that the Charter is generally well-respected[8]. This indicates that while Canadians may not be familiar with what their specific individual rights are, they believe they live in a culture where their rights are protected. For some, this is the central purpose of work in the area of human rights. Data from another survey conducted by Environics reveal that Canadians do not identify human rights among the top priority areas that need to be addressed by our federal government. When asked to indicate what should be a priority for government, human rights issues received barely a mention (behind issues like health care, public education, corruption in government, and the economy and taxes, for example).[9]

In promoting a culture of human rights, Canada serves a valuable role in setting an example for other nations to follow. Examples exist in the literature to demonstrate that Canada is well-regarded on the issue of human rights. A 2002 article in the Yale Human Rights and Development Law Journal[10], describes the U.S. as one of the world's human rights laggards and suggests it would learn valuable lessons from Canada's "course of leadership" on human rights treaties. Both Canada and the U.S. face challenges in implementing international treaties due to the fact that they are decentralized federations.

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8. Leger Marketing, Canadians and the Canadian Charter of Rights and Freedoms Report, 2002.

9. The Focus Canada Report, 2004-2, Environics Research Group, 2004

10. Bell, K. (2002). "From laggard to leader: Canadian lessons on a role for U.S. states in making and implementing human rights treaties." *Yale Human Rights and Development Law Journal.* Vol.5:255-291.

The Canadian experience is described by Bell[11] as an "instructive model of a human rights treaty mechanism that has reconciled federalism with deep respect for international human rights law by recognizing a role for the provinces as partner-participants at all stages of the process".

It could be said that while the Human Rights Program does not address any one specific human rights issue in depth, it does possess considerable breadth by spreading its efforts generally across a number of audiences and issues. In the context of decision-making on continued funding of the Program in 1987, the argument was put forth that although there are a number of other federal departments and agencies that do specialized work in the area of human rights, the HRP is the only federal program mandated to and capable of raising awareness of human rights in general among Canadians. Given that nearly twenty years later there are still many organizations involved in human rights that do not have the same breadth of the HRP, this argument appears to still hold true (although given diminished resources, the breadth is necessarily more limited).

(b)   Reporting Obligations

A strong argument for the continued relevance of the HRP concerns its role as the mechanism through which Canada meets its reporting obligations to the UN on implementation of the international human rights instruments it has ratified. As a signatory to UN human rights conventions and instruments, Canada will continue to need to monitor and report on human rights implementation in Canada, as well as to consult and coordinate input from the provinces and territories.

The HRP is responsible for drafting the federal section of reports for two of the six instruments, and is responsible for the overall production of all six reports (listed earlier). The Program also facilitates federal/provincial/territorial consultations in its role of permanent secretariat to the Continuing Committee of Officials on Human Rights, and is the federal representative to the Committee. It also coordinates the analysis, signature, ratification and implementation of human rights treaties, and acts as a forum for communication and consultation regarding Canada's international human rights obligations. This role continues to be relevant.

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11. ibid.

3. SUCCESS

Using the HRP logic model (see Appendix A) as a framework, this chapter discusses the outcomes which have been achieved by the Program. Although activities and outputs can be documented, as well as some early outcomes, it is important to realize that little information is readily available on intermediate and final outcomes, particularly due to the lack of a measurement framework to enable ongoing collection of data. For this reason, the evaluation relies heavily on consultations with key informants.

3.1 Program Delivery

The Program was found to have several key strengths. Stakeholders feel that the communication, liaison and information-sharing role is particularly effective, and note improvement with regard to this over the last few years. The Program is considered to be flexible and responsive to social environment changes (e.g., human rights of gay and lesbian individuals), primarily by having the ability to focus on annual themes and by providing information on current issues on their website. In particular, HRP was commended for operating cost-efficiently and accomplishing a lot of work with very limited resources.

On the other hand, the lack of a strategic results-based framework to guide decision-making within the Program is problematic. The Program has a small budget and a collection of varied interventions. Without a clear framework of this sort to guide allocation of effort and focus, and a lack of clarity around objectives, it is difficult to understand how relevant outcomes will be achieved.

Further, and related to this, the lack of a measurement strategy means the Program is in a vulnerable position with respect to demonstrating results. Findings from the various lines of evidence indicate that activities are occurring as intended and are expected to be contributing to anticipated outcomes (as per the logic model), and there is a lot of information on the outputs of the work of the Program (i.e., products produced and services delivered). Information related to the impact of these outputs, however, is lacking. Without robust project-level outcome measurement, the Program's demonstration of the attainment of objectives will be weak. It should be noted that the Program has been working to shift the focus of reports provided by funded projects from documenting activities and outputs to demonstrating results.

3.2 Promotion and Education

Since 1967, the HRP has delivered a variety of promotional and educational

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programs to suit the changing human rights climate. Currently, the Program engages in this activity through its website and the Grants and Contributions Program. Beginning in 2001, the Program created themes to focus their grant and contribution funds on areas deemed to be a priority. Examples of these themes include children and youth, innovations in human rights education, and the International Covenant on Economic, Social and Cultural Rights (ESCR).

Several outcomes are expected as a result of the promotion and education activities of the HRP (as presented in the Program Logic Model in Appendix A). It should be noted, however, that several of these outcomes are more in the nature of outputs rather than actual results of an activity. It is also important to note that reporting on outcomes has become more explicitly required over the last three years. As such, the assessment of results has not always received as much attention as reporting on activities and outputs, thus there is limited information available on specific results from projects or other promotional activities over the timeframe of this evaluation.

The immediate expected outcomes of the promotion and education activities are:

a) Educational and promotional tools on human rights are developed and shared;
b) Capacity of organizations to undertake human rights activities is developed;
c) Public access/use of human rights info;
d) Networks/partnerships are established or maintained; and
e) Canada meets international obligations to educate Canadians about human rights.

These immediate outcomes are then expected to lead to the following intermediate outcome:

f) Increased awareness, knowledge and understanding about human rights.

Each of these outcomes are considered in the following sections.

(a) Educational and promotional tools on human rights are developed and shared

The Human Rights Program provides a limited number of small grants and contributions to projects that are intended to increase the awareness, knowledge, and practical enjoyment of human rights in Canada. Canadian non-profit organizations, professional organizations, universities and post-secondary institutions are eligible to apply

for this funding.

Funding is used primarily to disseminate information, often through conferences, and to develop tools. The Program also recently began supporting innovative methods to create awareness of human rights. An example of such a project is the development of a municipal charter of rights.

Children's Rights have remained a priority over the past five years. The emphasis of projects within this category has been on presenting human rights information at a language level that is appropriate for the intended audience, as well as on the development of curricula and/or resources such as training material on human rights issues. Examples of tools developed within the past five years include the development of a train-the-trainer model for youth-at-risk and the "Hands Up" tool used to integrate children's rights into community activities and programs.

With respect to sharing the materials, evidence on the intended audience of funded projects is available. As shown in Table 3, a broad general range of the Canadian population was targeted, with the largest proportion of projects targeting community groups/NGOs. The size of the target audience was equally distributed across ranges from up to 100 to up to 5,000 (Table 4). Finally, 80 per cent of projects reported also reaching a secondary audience beyond the primary intended reach, although these figures cannot be independently verified. Perhaps more importantly, it is not clear whether the audiences actually reached are those most in need of education about human rights (i.e., those who are most unaware). The data do not exist at this point to be able to comment on the level of awareness and knowledge about human rights issues of these audiences before and after exposure to these materials, and thus, their appropriateness as targeted recipients of this information. While there is support for the belief that there is still a need to raise awareness about human rights in general, concern was raised by a few key informants about the degree to which funded projects may be reaching only those who are already aware and engaged.

Table 3: Funded Projects – Target Audience

Audience	Number
Teachers/students - primary/secondary/technical	7
Youth	7
Community groups	6
NGOs	6
Teachers/students - post-secondary	4
Disadvantaged groups	4
Professionals, professional associations	3
International audience	3
General public	2
Children's advocacy networks	2
Aboriginal groups/people	2
Government	2
Parents	2

Source: Survey of Funding Recipients (n=15)
Note: Adds to more than total number surveyed as respondents could indicate more than one target audience.

Table 4: Funded Projects – Size of Target Audience Reached

Size of Audience	Number
Up to 100	3
101-200	3
201-500	3
501-1,000	3
1,001-5,000	3
Secondary audience reached	**12**

Source: Survey of Funding Recipients (n=15)

Information on the types of Canadian audiences that are best targeted by human rights education activities can be gleaned from a variety of sources, including: reports by the UN and its committees; the provisions of the Charter; Speeches from the Throne; and the information set out in the need statements of each project assessment. The UN High Commissioner for Human Rights, for example, made a number of suggestions for human rights education activities in its mid-term evaluation of human rights education of September 2000. Highlights from these recommendations follow:

❏   Priority should be given to sustainable approaches, such as training of trainers.

❏   Sufficient attention should be paid to ensure that the human rights education needs of children and young people, as well as of adults, are met.

❏   Human rights education should be aimed at vulnerable groups.

❏   Activities for human rights education should address economic, social, and cultural rights.

❏   The possibilities offered by new information technologies in furthering human rights education should be better exploited.

With respect to the latter recommendation, one can garner a good sense of which groups in Canada are vulnerable to human rights violations by looking at the categories of people described in section 15 of the Charter. This provision specifically deals with groups within Canada needing protection from discrimination, such as those individuals identifiable by race, national or ethnic origin, colour, sex, age or physical or mental disability. The UN encouraged the pursuit and development of policy aimed at disseminating information and increasing public awareness of the Convention on the Rights of the Child in its Concluding Observations on Canada's first report under the Convention. Further to that, the UN stressed that the Convention should be integrated into the training curricula for professional groups (such as teachers' groups) dealing with children.

A review of HRP projects indicates that efforts have been made to address the needs and audiences indicated in these various documents. The Program has supported human rights education activities aimed at children, youth (particularly those in government care), seniors, and people with learning disabilities. It has also funded projects that provide human rights information to educators at all levels in order to bring children's rights and general human rights education into Canadian curricula and has supported projects that provide resources for children's rights education outside the curricula. The HRP has also targeted groups that likely have fewer opportunities to access human rights education, such as people in rural and/or remote areas or Aboriginals living on-reserve.

Thus, although the number of projects funded is small (e.g., less than 25 in 2001-02 and in 2002-03), due to a limited budget, the Program is producing and sharing educational and promotional materials with audiences identified by human rights bodies.

(b)   Capacity of organizations to undertake human rights activities is developed

Funding through the grants and contributions component is also provided for analysis and research related to human rights training and education, as well as salary support, transportation costs to attend human rights events, supplies, honoraria and translation. In some cases, this funding support is expected to contribute to the capacity of organizations to undertake further human rights activities, however, evidence on the degree to which this outcome was achieved beyond enabling them to complete the funded project is not available.

Fifty-six per cent of surveyed publication recipients ordered publications on behalf of an organization and identified teaching, general awareness, research and conferences as the purpose. Thus, publication distribution has contributed to the capacity of organizations to undertake human rights activities.

(c)   Public access/use of human rights information

The Program provides access to information on human rights through their website by addressing material requests and by responding to inquiries. The public can request publications by mail, telephone or e-mail as well as obtain most of the publications online through the website. According to the HRP's website usage data, there was an average of 1,203 visits made each day in 2003. Each visit lasted approximately 13 minutes long. The most popular publication requests are for the Canadian Charter (over 10,000 requests and 40,000 copies annually) and the "It's Your Right" teacher's manual, which is designed for use in Adult Basic Education classes and covers a range of human rights issues. The Program is currently the only source for parchment copies of the Charter. Several key stakeholders have mentioned that the website is very helpful in providing information and further links to human rights materials.

According to data provided by the HRP and presented in Table 5, virtually all requests for materials originate from within Canada; less than one percent of the requests come from countries other than Canada. The largest numbers of requests per year come from Ontario (36 per cent) and Quebec (33 per cent). Surveyed publication recipients, who had ordered publications through the Program website, feel that the Canadian public interested in human rights is able to access information on human rights easily, especially if they have access to the internet. As shown in Table 6, 44 per cent of surveyed publication recipients were ordering a publication for their own use while just over half (56 per cent) were ordering it on behalf of an organization (36 per cent of which were schools). Of those who requested a publication on behalf of an organization, the key uses for that publication (as shown in Table 7) were reported as being for teaching (49 per

cent), and for use/distribution at conferences and meetings (41 per cent). Overall, publication recipients are pleased with the website, saying that they found it useful, especially the links to other relevant sites, such as Canadian government sites, provincial and territorial commissions, and tribunals and international organizations including the UN.

Table 5: Number of Publications Ordered, by Location of Request

	Total Ordered		Ordered by Email		Per cent by Email
	Number	Percent	Number	Percent	
BC	4180	11	2,667	32	64
AB	2037	6	753	9	37
SK	2651	7	115	1	4
MB	1121	3	273	3	24
ON	13123	36	2,484	29	19
QC	12343	33	1,567	19	13
NB	677	2	72	1	11
NS	123	0	86	1	7
PEI	252	1	250	3	99
NL	220	1	117	1	53
YK	50	0	0	0	0
NU	3	0	3	0	100
Foreign	81	0	74	1	91
TOTAL	36861	100	8461	100	23

Source: Administrative data provided by HRP.

Table 6: Type of Recipient of Publications

Type of Recipient	Per cent
Individual (personal use)	44%
On behalf of organization	56%
School	36%
NGO	19%
Government of Canada	14%
University	11%
Library	8%
Community Organization	6%
Private Business	3%
No Response	3%

Source: Survey of Publication Recipients (n=64)

Table 7: Purpose of Publication Request

Purpose	Per cent
Personal education/interest	44%
General public awareness	31%
Research	31%
Teaching	
Schools	27%
Post secondary	16%
Adults/staff	6%
Presentation/conference/meeting	
Preparation for	19%
Distribution at	22%

Source: Survey of Publication Recipients (n=64)
Note: Adds to more than 100 per cent as respondents could indicate more than one purpose.

Thus, the evidence from the website statistics and from publication recipients indicates that the public does have access to this information and is using it (although evidence on the effectiveness of the information is not available).

(d) Networks/partnerships are established or maintained

The Program contributes to strengthening partnerships and networks in the area of human rights through their grants and contributions funding and the materials they disseminate through their website. In the survey of funding recipients, both the projects that directly address the strengthening of networks and those that did not specifically target this aspect, report that the funding contributed to this outcome. Some examples of the networks reported to have been strengthened through program activities are:

❑ Canadian Coalition of the Rights of Child;

❑ Right Way Network (projects that help develop networks of at-risk youth);

❑ Newfoundland Human Rights Association;

❑ Francophone Teachers Network in Atlantic Canada;

❑ Municipal Human Rights Network; and

❑ New partnership with the Canadian Association of Pediatric Health Centres.

(e) Canada meets international obligations to educate Canadians about human rights

Built into the instruments Canada has signed are obligations to promote the instruments and educate Canadians about human rights. As discussed, the Program accomplishes this through its grants and contributions funded projects, its website and publications distribution. As already noted, the Program is therefore engaging in these activities in order to fulfil this obligation. However, while these activities clearly educate on and promote human rights, the degree to which the intended audience learns and retains the information provided is not measured consistently and therefore the effectiveness of these approaches is not known.

(f) Increased awareness, knowledge and understanding about human rights

The five immediate outcomes reviewed above are expected to lead to the achievement of an intermediate outcome of increased awareness, knowledge and understanding about human rights. However, there have been no surveys conducted recently nor baseline data established against which to measure awareness and understanding of human rights in general. Polling of this sort has been limited to the Charter. An appropriate measure of this outcome would be an assessment of awareness, knowledge and understanding among recipients of information or participants in the work of funded projects. These data were not, however, captured consistently or systematically

over the time period of evaluation. Thus, the evidence with respect to the attainment of this outcome is based on the perceptions of funding recipients and publication recipients on the degree to which results were achieved.

The grants and contributions component of the HRP was found to be important funding for many recipients. Without the financial assistance from the Program, approximately 9 out of 15 indicated they would have carried out their project out differently. Within this group, seven out of nine said they would not have been able to proceed at all and two mentioned that their organization would have had to reduce the products and activities of their project. However, of the remaining six respondents, four said they do not know how the absence of funding would have affected their project and two said that there would not have been a change to their project. In reviewing the survey responses of these two recipients, although they indicated there would not have been a change to their project, they later commented that they would have been unlikely to carry out their project in the absence of HRP funding.

The products and activities were cited as successfully increasing awareness, knowledge and understanding about human rights to their targeted clientele. Funding recipients felt very strongly that they achieved their intended results (mean of 6.3 out of a 7-point scale, see Table 9). In addition to programming results, funding recipients believe that the funding helped develop or strengthen partnerships on human rights (mean of 6.3 out of 7, see Table 9). As well, funding recipients felt their projects contributed to increased awareness and/or knowledge about human rights (mean of 6.2 out of 7, see Table 9).[12]

Table 8: Funded Projects – Expected Results

Expected result	Number
Increase awareness, knowledge	9
Networking	4
Distribute material	3
Increased use of material	3
Develop, improve tool/materials	1
Training	1

Source: Survey of Funding Recipients (n=15)

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12. The survey employed a seven-point scale where 1 meant "to no extent", 4 represented "to some extent", and 7 meant "to a large extent".

Table 9: Funded Projects – Achievement of Results

Degree to which project:	Mean
Achieved results	6.3
Developed or strengthened partnerships	6.3
Contributed to increased awareness and/or knowledge	6.2
Increased enjoyment of human rights	5.2
Able to achieve results without funding	2

Source: Survey of Funding Recipients (n=15)

Publication recipients were also asked to indicate the extent to which the requested publications had an impact on awareness and knowledge. As shown in Exhibit 3.1, 69 per cent felt the publication increased their knowledge of human rights and 62 per cent indicated it increased the knowledge of others.
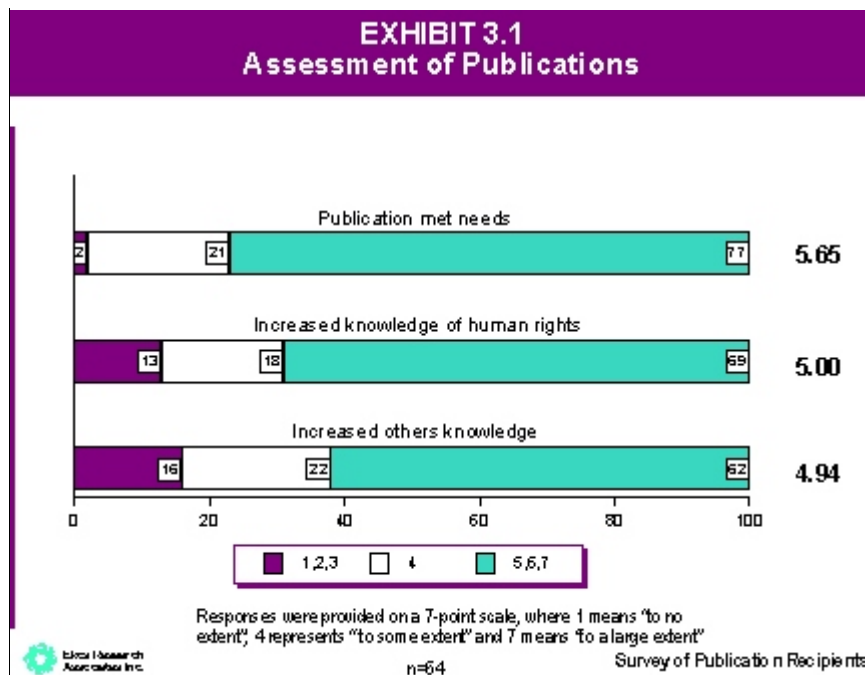
Thus, according to funding and publication recipients, the Program contributed to the achievement of these expected results. Regular and consistent assessments of awareness, knowledge and understanding among the end users of the information would present more compelling evidence, however, in so far as it is practical to do so. The recent emphasis on results reporting undertaken in the last two years by the Program should

provide further data in the future. Without this type of information, and information on whether the audiences reached were those most in need, it is not possible to establish absolutely whether the public education activities undertaken by the Program were the most effective way to pursue the education objective. It is clear, however, that funding applicants felt strongly that their projects were successful at increasing awareness, knowledge and understanding of human rights and that a majority believed they would have been unable or unlikely to proceed without Program support.

3.3 Human Rights Policy, F/P/T Liaison and International Reporting

The expected immediate outcomes of HRP's work in the area of human rights policy, F/P/T liaison and international reporting are:

❑ (from policy development activity) PCH and provincial/territorial interests are considered in development of policies and institutions affecting human rights;

❑ (from F/P/T liaison activity) Information on HR issues shared;

❑ (from F/P/T liaison activity) Development of Canadian positions on international instruments;

❑ (from F/P/T liaison activity) Decisions on signature and ratification of international human rights treaties; and

❑ (from international reporting activity) Canada meets international obligations to:

- appear before UN committees;

- report under six HR treaties.

These immediate outcomes are then expected to lead to the achievement of the following intermediate outcome:

❑ Canada's interpretation of international human rights norms and its implementation practices are developed nationally and shared internationally.

(a) Contribution to Policy Development

The contribution of the Program to policy advice and/or analysis on domestic and international issues of human rights received more mixed reviews than any other aspect

of the Program. Some stakeholders describe this component as relatively weak, in comparison to other HRP components. It was also noted that it is not PCH, but DOJ that has the lead on advancing policy at the federal level. The DOJ advises other departments if their programs and policies are not in legal compliance with international obligations. However, it is HRP that has responsibility for sharing UN views on compliance and has the lead on developing and implementing a framework to ensure follow-up and ongoing consideration of human rights obligations. This work is in line with its objective to increase compliance with domestic and international human rights instruments.

It was also noted that only recently has the Program been in a position to increase its influence on PCH policy positions. The Program has also been more routinely asked to be involved and to share its opinions on many Departmental issues. Program representatives note that this has increased their workload, but that it has been worthwhile since it has greatly facilitated the Program's ability to serve their coordination functions both federally and with the provinces and territories.

It was noted, however, that HRP has historically had a significant impact on federal policy in the context of human rights. Many credit HRP for helping secure a cross-government commitment to human rights, as evidenced by the vast range of federal initiatives now solidly in place which address a wide spectrum of specific human rights issues (e.g., closing the gap for women, Aboriginal people, persons with disabilities). Two issues were also noted, however. First, that the very success of HRP in the past may have led to a lesser role for the Program currently, as so many other more-focused programs now exist, to carry on the work HRP began. Second, the cutbacks in resources to HRP have meant that the policy and leadership roles have been eroded, with HRP focused on fulfilment of specific liaison and reporting obligations as well as the relatively small grants and contributions component. Without additional resources and strong leadership and support from the highest levels, HRP cannot return to this earlier level of influence. Whether this role is still required or whether it has been subsumed by other organizations is another question that requires further consideration.

Finally, some stakeholders note that the Program, and the federal government in general, have tended to be more focused on reporting and appearances in front of the UN than domestic policy. More focus is felt to be needed in the area of responding to concluding observations, to advance human rights issues in Canada. Recently, there has been an increased focus at interdepartmental meetings to discuss the post-appearance environment and strategic implications of the content of reports and concluding observations. Overall, stakeholders feel that the changes will contribute to the achievement of HRP's objectives, including policy development.

(b)   Federal/Provincial/Territorial Liaison

Through the F/P/T liaison activities, including the Continuing Committee, the HRP has primarily provided a coordination function for sharing ideas and providing information needed to formulate provincial, territorial and federal positions concerning ratification, signature and implementation of current and emerging international human rights treaties and acts. These activities create a central point of reference for domestic interests in human rights as well as increase awareness, enjoyment and compliance with human rights commitments. Through these opportunities, the federal, provincial and territorial governments are able to better advise on policy, more specifically by providing the background needed for policy analysis (a record of F/P/T liaison and reporting provided by the Program is presented in Appendix D).

As noted, the Program leads drafting of the federal section of reports under two instruments, and oversees and coordinates reports for all six instruments. The Program also has the responsibility for incorporating F/P/T input and providing gentle pressure to other departments and provinces/territories to submit their input. CCOHR members admit that many provinces and territories are taken aback sometimes at the amount of time and resources required to meet their reporting obligation. Therefore, all stakeholders feel that this is a very important mechanism for obtaining provincial/territorial input on international reporting.

Overall, the Secretariat of the CCOHR is found to be an effective mechanism for F/P/T information sharing on human rights issues. The Secretariat has established good communication with monthly conference calls and biannual meetings. Provinces and territories feel the Secretariat is very efficient at tracking information down for them and at bringing the appropriate individuals to the meetings to increase their understanding of the conventions.

Further discussions are needed for in-depth analysis of human rights issues, in order to better facilitate federal and/or provincial and territorial decision-making with respect to development, support for signature, or ratification of international human rights treaties. One suggestion from key informants close to the Program, is to leave the straight reporting tasks to the conference calls and reserve the face-to-face meetings for the substantive discussions. The process for CCOHR meetings has been recently changed to include more detailed discussion on certain issues and this approach was found to be very effective.

Overall, the strengths of the Secretariat are its good organization, good communications, and the good relationships it has established with the provinces and territories. A suggestion for improvement made by a representative from another federal

department was to circulate the draft minutes of CCOHR meetings in a timelier manner, which is believed to also encourage other jurisdictions to improve their own timeliness.

The Deputy Ministers' Committee, jointly chaired by PCH, DOJ and FAC, was recently created as a high-level forum on human rights issues within the federal government. More specifically, it is charged with the management of the interaction of international human rights norms and domestic law and policy. The Terms of Reference for the Committee were drafted primarily by the HRP. Its primary responsibilities include the following:

❑ Ensuring coordinated communication, dialogue and improved horizontal management between departments and/or agencies working in areas affected by international human rights developments and share responsibility for implementing international human rights obligations;

❑ Providing direction on major international human rights initiatives and emerging issues that could have an impact on various departments;

❑ Providing direction on issues that need to go before Cabinet; and

❑ Making recommendations or taking decisions with respect to developing Canada's positions on emerging issues within the human rights arena.

According to documents reviewed for the evaluation, the Committee has been working on a variety of domestic policies on human rights issues. It is also felt that the decisions made by the Deputy Ministers' Committee on Human Rights could lead to better reports, increased compliance and perhaps, timelier reports. As a result, some feel this may lead to a stronger and more proactive role for the Program.

Thus, the Program is considered to be achieving its intended immediate outcomes from the F/P/T liaison stream of activities.

(c)   International Reporting

Although Canada has a history of submitting reports late, it is very well respected by the UN. The UN has long considered Canada to be a leader in the area of human rights and a model for other countries to emulate. This is a mixed blessing for Canada, because the UN holds Canada to a much higher standard than countries with a poorer history of human rights implementation. Canada's obligation to the UN is two-fold. First, Canada must develop reports periodically for each of the six conventions to which it is a signatory. Secondly, a Canadian delegation must present each of the reports before the UN Committee responsible for monitoring the implementation of the specific treaty concerned.

As reported in an interview with a UN representative, the UN is generally very pleased with the composition of the delegations and their presentations; the UN is less pleased with the submission of reports well past their deadline and not always following set reporting guidelines.[13]

To address these issues, the UN representative interviewed suggested that Canada take the time to look at the federalist system and determine a method of reporting that does not involve lengthy reports from each province/territory. Efforts are being made within the CCOHR and the federal government to address these issues and new approaches have been implemented which should result in shorter reports.

Apart from a relationship that is based on reports and presentations, Canada also has dealings with the UN when petitions are brought to the UN alleging human rights abuses. Twenty-seven petitions have been brought against Canada from the beginning of the evaluation period (1998) to present. Most of the petitions were brought forward by individual Canadians and landed immigrants. Only one Canadian non-profit group petitioned the UN. Of the 27 petitions, four found Canada in violation of one or more covenants; seven found Canada not in violation of a covenant; and 15 were found to be inadmissible, mostly because due procedure had not been exhausted in Canada. The complaints from Canadians generally concerned a perceived violation of the right to free speech or the perceived violation of equal funding to religious schools. Non-Canadians who brought petitions to the UN against Canada were all a result of a deportation order.[14] Overall, the UN compliments Canada on its accomplishments in the strengthening of human rights; however it also notes that there is still much to be done.

Written Reports

Canada not meeting the deadlines to submit reports has historically been a problem and a backlog for all six conventions to which Canada is a signatory had occurred. Reports have been anywhere from one to six years overdue, and the last report actually submitted on time was in 1993 for the International Convention on the Elimination of All Forms of Racial Discrimination. The UN understands the cumbersome nature of Canada's reporting and Canada has a better track record than most other countries; however, the UN still would like to see them delivered in a more timely fashion. It is not only a matter of submitting reports late, but the information is generally too old to be useful to the UN. The

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13. It should be noted, however, that this criticism is based on the structure of Canada's reports, which has sections for each province and territory and the federal government. The Government of Canada's position is that each government does follow the particular treaty body guidelines within their own report, which taken together, comprise Canada's report.

14. Citizenship and Immigration's deportation order was appealed to reverse the order.

Program feels that the reporting backlog has been addressed (see Table 1, Section 1.3) and it has reports being sent to the UN in a more timely manner. The two most recent reports,[15] which were prepared using the new approach, were submitted within six and three months of the UN due date.

Canada is required to report on UN conventions to which they are a signatory every two to four years. Some stakeholders feel this is excessive, especially since there is usually very little change within this time period. Canada has suggested changing the mandate to reporting every four years. A feedback mechanism to monitor the progress of human rights treaties on an ongoing basis, with the specific emphasis on the particular information needed for reports, would simplify matters. The result would be more efficient time spent on preparation of reports. In recent years, Canada has begun submitting certain reports two at a time, as can be observed in Table 1 of Section 1.3. This may suggest that the formal UN reporting requirements are unreasonable.

Overall, the UN is very pleased with the content of reports, although it has noted that Canada's reports are generally too lengthy. This is due in part to the need to report separately on each province and territory's human rights jurisdictions. The UN finds the long reports to be difficult to analyze and evaluate due to the abundance of specific information. The document review for this evaluation revealed that Canada has sometimes failed to satisfy UN Committees with its responses to their written questions and has at times not followed the set guidelines for a given human rights instrument (although, as noted earlier, this is due to the need for Canada's reports to reflect provinces and territories, as well as a federal submission). The follow-up to the UN recommendations for several of the conventions, however, was praised by the UN representative, who also praised Canada on their involvement in the ratification process for each of the treaties.

Presentations

The UN is generally satisfied with the delegations selected to appear before them. Stakeholders generally found the HRP to be effective in their coordination role and specifically in providing a venue to share information needed for appearances. Some representatives of the CCOHR feel that the federal government delegation could be more effective in explaining, as well as promoting, the Canadian federal system and the specific role of provinces and territories regarding the conventions. Often, UN committees find it confusing that Canada may not always have expert representatives from the provinces and territories or if they are present, some representatives have articulated views that are not consistent with the official federal response. As well, the UN representative indicated that

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15. Fifth report on the International Covenant on Civil and Political Rights and Fifth Report on the Convention against Torture.

some delegations could not provide up-to-date answers, primarily as a function of their presenting a report with information that is somewhat out of date given the late submission of the report. This all leads to problems in processing Canada's information. As noted above, the UN has strongly recommended that Canada develop a better method of collecting the information used for preparing UN reports from each of the provinces and territories. This would help reduce the amount of information that needs to be presented by Canada, which may contribute to improvements to presentations. As also noted, the HRP has responded by leading and implementing new approaches that are expected to lead to results in terms of shorter, timelier reports. The first tests of the impact of these changes on presentations will be in 2005 when Canada appears before the Committee Against Torture in the spring, and the Human Rights Committee in the fall for review of the latest reports.

Thus, the outcome of fulfilment of international reporting obligations and, by association, the attainment of the associated intermediate outcome, are being achieved, but there is room for improvement.

4. ALTERNATIVES

4.1 Program Objectives

The objectives of the Program have not been revised substantively since their original development , even though the Program has undergone major changes and faced major challenges. A specific concern raised in the context of this evaluation, however, is the scope of the objectives, given the limited resources of the Program.

In the context of all other organizations engaging in similar and/or related activities, and taking into account the relatively small size of the Program budget, the Program needs to clarify its appropriate role in the human rights domain and in so doing, clarify its objectives. Subsequent necessary activities related to the review of the Program objectives pertain to establishing a revised Program logic model with a linked performance measurement strategy, to ensure the Program is in a position in the future to present enhanced evidence of results.

4.2 Locating the Program

A fundamental issue of concern for this evaluation is whether, assuming an ongoing need for the Program, Canadian Heritage is the most appropriate department to fulfil the program mandate or whether it belongs under the jurisdiction of another federal department.

It is clear that Canada's reporting responsibilities to the UN will continue to need to be fulfilled. Further, activities in the area of promotion to raise awareness and education are also of continuing importance. The evaluation does not provide conclusive evidence, however, with respect to whether the program activities should be retained within PCH or whether they should be moved to another organization (or other organizations). This is clearly an issue that is fraught with sensitivities and will be somewhat difficult to resolve, but certainly needs to be addressed.

The Departments that are most frequently cited as potential alternatives for the delivery of HRP activities are DOJ and FAC, which is not surprising given that both departments are also actively involved in human rights issues. There are advantages and disadvantages, however, related to the suitability of any of these three departments for delivering the activities of the HRP.

First, FAC's human rights policy is rooted squarely in international relations. This means that while this department is well positioned for international reporting, it would

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be inappropriate for it to deliver the HRP given the Program's significant domestic component. Federal/provincial/territorial liaison is completely outside of FAC's mandate.

DOJ is involved in human rights, most notably through the Public Legal Education and Information (PLEI) organizations in each province. These organizations disseminate information on the Canadian justice system, including legal aspects of human rights issues, and DOJ coordinates the organizations' provincial activities. Thus, it might be feasible to shift responsibility for the promotion and education activities to Justice, to be addressed through the PLEI organizations. Further, Justice is already heavily implicated in policy development and reporting obligations, thus responsibility for this could also be moved. The main issue with assigning the responsibilities of the HRP to DOJ is that while DOJ is mandated to address the legal aspects of human rights, respect for human rights is considered to be a larger issue than can be addressed by a solely legal approach. Some non-Program stakeholders expressed the preference that the Program not go to Justice, largely because of a belief that the focus would become too narrow.

Reasons for keeping the activities of the HRP under the jurisdiction of Canadian Heritage are outlined below. Fundamentally, the objectives and activities of the HRP fit well with the mandate of Canadian Heritage. The Program's mandate supports a core Departmental strategic outcome that Canadians live in an inclusive society built on inter-cultural understanding and citizen participation. Whereas DOJ focuses primarily on human rights in the context of the legal system, addressing human rights issues through the Department of Canadian Heritage places them in more of a cultural context. This makes awareness of and respect for human rights not simply a matter of law, but an integral part of Canada's culture and heritage, which may be a more effective approach to fulfilling the current objectives of the HRP.

Furthermore, the Program's position in the Multiculturalism and Human Rights Branch of Canadian Heritage's Citizenship and Heritage Sector, alongside the Multiculturalism Program, and in the same sector as the Official Languages Branch and the Aboriginal Affairs Branch, speaks to its appropriate placement within the federal government. These programs work in a complementary fashion towards a goal of civic participation through two essential characteristics of Canada's culture: diversity and human rights. While there is little or no duplication across these programs, they address related issues such as discrimination, and provide funding to projects aimed at education and inclusion for all Canadians.

Regardless of where the HRP is best situated, there remain challenges to Canada's standing as a example in the area of human rights. This extract from the literature review conducted in the context of this evaluation provides additional information on the issue of compliance, the current third objective of the HRP:

In a 2001 Report, the Standing Senate Committee on Human Rights[16] describes Canada, and possibly other similar nations, as entering a third phase in the development of human rights. During the first phase, the concept of human rights was first recognized and steps were taken to provide for its legal protection within national societies. The second phase involved creating and enacting international instruments for securing the benefits of human rights for all people of the world. The third phase finds Canada being obliged to follow its human rights commitments not just for now, but for the long term.

This, it would appear, has proven challenging given diminished passion and excitement generated during the fight for human rights that characterized the first two phases. Many Canadians believe that 'the battle has been won,' which may have led to some complacency. Furthermore, a gap exists in human rights protection where the Canadian Charter of Rights and Freedoms does not guarantee that Canada's international obligations are being met. In other words, international human rights treaties are not self-executing in Canada, and therefore require domestic legislation to back them up, and in some cases the relevant legislation is not currently in place. The Standing Senate Committee on Human Rights describes this situation as 'embarrassing', and states that 'Canadians cannot, through their courts, compel government respect for their international human rights as such. This appears to be contrary to the spirit if not the actual terms of the international human rights instruments themselves.[17]

The Standing Senate Committee suggests that a parliamentary human rights committee is by far the best approach to addressing this: "Parliament has to a great extent been cut out of the loop. Yet, ironically, Parliament is the very institution that could play a key role in addressing many of the failings of the current process". Fulfilment of this objective of ensuring compliance may then be beyond the reach of HRP, within any department, although their activities around awareness and promotion, as well as F/P/T liaison and reporting, are considered to make an essential contribution.

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16. Standing Senate Committee on Human Rights (2001). *Promises to Keep: Implementing Canada's Human Rights Obligations*

17. Ibid.

Certainly before decisions can be made about the most appropriate location for the Program, further thinking needs to occur concerning the mandate and scope of the Program. Given the relatively small size of the Program, for example, does it make sense to continue to invest in promotion and education activities through a grants and contributions component? What should be the specific goals of these activities and then, once the goals have been established, what would be the most effective means of accomplishing them? As there are other organizations engaged in related activities (e.g., PLEI organizations, Canadian Human Rights Commission, NGOs), could these responsibilities for promotion and education be shifted elsewhere?

In the context of international reporting, it has been argued that the Program is currently doing an excellent job with the secretariat responsibilities associated with these obligations. A question remains, however, about whether there is a larger policy role that should be played in the context of human rights and, if so, whether this should be fulfilled through the Program. An affirmative answer would have implications for resources as well as leadership and commitment from senior levels of government.

5. CONCLUSIONS AND RECOMMENDATIONS

The present summative evaluation was carried out to assess the relevance, success and alternatives of the HRP. Multiple lines of evidence were utilized to gain the perspective of the major stakeholders of the Program. This chapter summarizes the key conclusions.

5.1   Relevance

Promotion of human rights remains a federal priority within the Canadian federal government, as evidenced by recent Speeches from the Throne. Furthermore, the Government's continued commitment to issues around diversity, social conditions, immigrants, women, youth and Aboriginals peoples speaks to the potential role of human rights education. The HRP, however, is not directly referred to in recent government agendas, and appears to be one of many mechanisms by which human rights issues are addressed. Still, the Program does support at least one of Canadian Heritage's key strategic outcomes: "Canadians live in an inclusive society built on inter-cultural understanding and citizen participation."

Although Canada's international reputation regarding human rights is quite admirable, the country still faces many human rights issues in a variety of areas such as Aboriginal peoples, security concerns post-September 11th, women, social conditions and prison conditions. Given the range of human rights issues, there still exists a need for programs and initiatives that help Canada to address and ultimately resolve them. Many programs, organizations and initiatives have been created that address components of human rights issues. The HRP, despite its limited budget has the widest focus and therefore remains relevant; although in its current state it will not be able to play a larger role in promotion and education than simply raising awareness among Canadians about human rights in general. While there are many initiatives and organizations addressing specific human rights issues, a need was still found for general awareness-raising and promotion of human rights in Canada.

A key argument in support of the continuing relevance of the Human Rights Program stems from Canada's international obligations to report on the implementation of the instruments to which it is a signatory. We are obliged to report and in so doing, require a process for F/P/T liaison as well as coordination of the preparation of the reports and appearances. Thus, these activities remain necessary and therefore, relevant. There remains a need to ensure ongoing consideration of compliance with human rights obligations, to which the Program makes an essential contribution even if it cannot achieve this on its own.

5.2 Success

Determining the degree of success that the Program has achieved proved quite challenging due to the lack of defined outcomes or articulated indicators. Furthermore, the absence of a performance measurement framework meant that there was no ongoing, systematic collection of data related to outcomes and success.

Overall, the HRP was found to fit well within the activities focused on the PCH strategic outcome of "Canadians live in an inclusive society built on inter-cultural understanding and citizen participation". The Program's key strengths were found to be its communication, liaison and information-sharing role, flexibility to respond to changes in the social environment, and the provision of information on its website. HRP was also commended for operating cost-efficiently and accomplishing a lot of work with limited resources.

Recipients of funding indicate producing educational and promotional tools and materials and sharing these with a broad audience. Further, recipients of publications from the HRP also indicate that they access materials for a wide range of purposes. Both types of recipients also report achieving their intended objectives, such as increasing knowledge or awareness of human rights, as a result of the publication or the project. Funding has supported the establishment of networks and the various publication and education activities have contributed to fulfilling Canada's obligations in this regard. While this indicates a degree of success with respect to achieving immediate outcomes identified in the logic model, it is important to recognize the limitations of available evidence with respect to measuring results. Primarily, it is not clear whether these materials were actually reaching those most in need of education about human rights, nor that levels of awareness and knowledge were truly increased as a result of Program activities. Continued focus on results reporting will be important to confirm this.

A key role for the HRP is in the context of inter-departmental and inter-governmental liaison, and the evaluation has found that the HRP has been successful here. The CCOHR functions under the secretariat of the HRP and is felt to be an effective mechanism for information sharing and providing assistance to provinces and territories facing reporting responsibilities. The recent creation of the DMs' Committee, co-chaired by PCH, is also expected to enhance inter-departmental coordination on human rights issues. Through its work for both the CCOHR and the DMs' Committee, as well as internal departmental work such as providing necessary background information on human rights issues, the HRP contributes to policy development.

Finally, the core purpose for the HRP is to ensure that Canada's obligations to the UN with respect to reporting are met. Canada is well-regarded by the UN, and although

there are some concerns with reporting (e.g., a history of tardiness, overly complex reports), the overall assessment is that Canada is meeting its obligations here well.

5.3 Alternatives

The objectives of the Program have not been substantively revised since its inception nor has the Program enunciated its expected outcomes, which would provide clarity on what it is broadly striving to achieve. The scope of the objectives remains large, despite the Program's reduced resources and the emergence of many other initiatives and organizations also working on specific aspects of promotion and protection of human rights in Canada. HRP needs to clarify its role in the human rights domain and, in so doing, update its objectives accordingly.

Further, the evaluation evidence was inconclusive regarding the most appropriate location of the responsibilities currently residing with the HRP at PCH. It is clear that the reporting responsibilities will continue to need to be fulfilled and that activities related to promotion and education are considered important. A possible alternative location to PCH, favoured by a few, was the Department of Justice (whose PLEI organizations could possibly assume the promotion and education activities and whose ongoing policy and reporting work could be enhanced to include the role currently fulfilled by the HRP). The objectives and activities of the HRP fit well, however, with the mandate of PCH. In particular, in the context of ensuring that respect for human rights is an integral part of Canada's culture and heritage (and not merely a matter of law, as it may be viewed at DOJ), PCH seems to be an appropriate location for this program. Additional consideration of the scope and objectives of the Program will need to be undertaken to guide decisions about the best fit for the HRP.

5.4 Recommendations, Management Response and Action Plan

1. This evaluation faced a considerable challenge in assessing the degree to which expected results of the HRP were achieved, due to the lack of a results-based performance measurement strategy. While a logic model was developed prior to the initiation of this evaluation, it utilized Program objectives that have not been substantively changed since the Program's inception. Further, performance indicators tied to the logic model were not identified, nor systematically collected. As a result, it was difficult to definitively demonstrate the achievement of intended results.

    Therefore, it is recommended that the HRP: revisit its objectives and determine its most appropriate mandate, given its limited resources and the existence of multiple

actors in the field of human rights since the program's inception; develop a results-based management and accountability framework (including a logic model and clearly defined expected outcomes); and, implement an associated performance measurement strategy to ensure that the Program is able to demonstrate the achievement of intended results in the future.

2.   Given concerns raised by the UN about timeliness and the considerable length of Canada's reports, partly due to the need to report on each province and territory, it is recommended that the HRP continue to identify and implement new approaches that would be expected to lead to shorter, timelier reports. In turn, these shorter reports should have a positive impact on the UN perspective on the quality of Canada's presentations. Understanding that some of these changes are already being implemented, it is also recommended that this be closely monitored to ensure that the intended effects are being achieved.

MANAGEMENT RESPONSE AND ACTION PLAN

Overall Conclusions:

The Multiculturalism and Human Rights Branch finds the overall conclusions of the evaluation of the Human Rights Program (HRP) to be positive. The evaluation concludes that the objectives and activities of the HRP fit well with the mandate of the Department of Canadian Heritage (PCH) in the context of ensuring that respect for human rights is an integral part of Canada's culture and heritage. It also concludes that HRP makes an essential contribution to addressing the need to ensure ongoing consideration of compliance with international human rights obligations. With respect to education and promotion, the evaluation finds the Program's wide focus relevant but indicates that, with its limited budget, it will not be able to play a larger role than simply raising awareness among Canadians about human rights in general. The Program's key strengths were found to be its communication, liaison and information-sharing role, flexibility to respond to changes in the social environment, the provision of information on its website and its ability to operate in a cost-efficient manner with limited resources.   It is expected that the recommendations can be addressed as indicated below.

Management Response to Recommendation 1:
The HRP has already begun revisiting its objectives and outcomes with a view to determine its most appropriate role and mandate. The Program has also begun developing a Results-Based Management and Accountability Framework (RMAF) and a Risk-Based Audit Framework (RBAF), which will include a new logic model, clearly defined outcomes and an associated performance measurement

strategy that will be implemented. A new draft logic model has been prepared and is currently the subject of internal consultation and refinement. Additional consultations are being undertaken internally as well with respect to the education and promotion objective, and with key stakeholders (including Justice and Foreign Affairs) on a few issues related to the objective of increasing compliance. The results of the Program's analysis will be reflected in documents prepared for program renewal expected in September 2005.

Timeline/Status: December 2004 - May 2005 (Ongoing)

Management Response to Recommendation 2:
In October 2003, the HRP implemented a new approach to reporting that included developing new tools (questionnaire and guide) to enable federal, provincial and territorial officials to focus their input on key issues raised by the United Nations treaty bodies, as well as other significant developments identified in consultation with the provinces and territories. Throughout 2004, the Program implemented a more stringent editing and follow-up process, including proactive negotiation with and technical assistance to federal, provincial and territorial officials, to ensure more relevant and timely receipt of input. This approach has resulted in shorter reports that are more focussed, consistent between sections, less duplicative, and submitted to the UN within more reasonable timeframes (3 to 6 months after UN established due dates). Canada's 5th reports under the International Covenant on Civil and Political Rights (ICCPR) and the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment and Punishment (CAT) were submitted using this approach. The results are being closely monitored and the approach is continuing to be modified in close consultation with the representatives of the Continuing Committee of Officials on Human Rights (CCOHR). It is also worth mentioning that the HRP was able to clear a long-standing backlog of reports and is up to date in reporting as of October 2004.
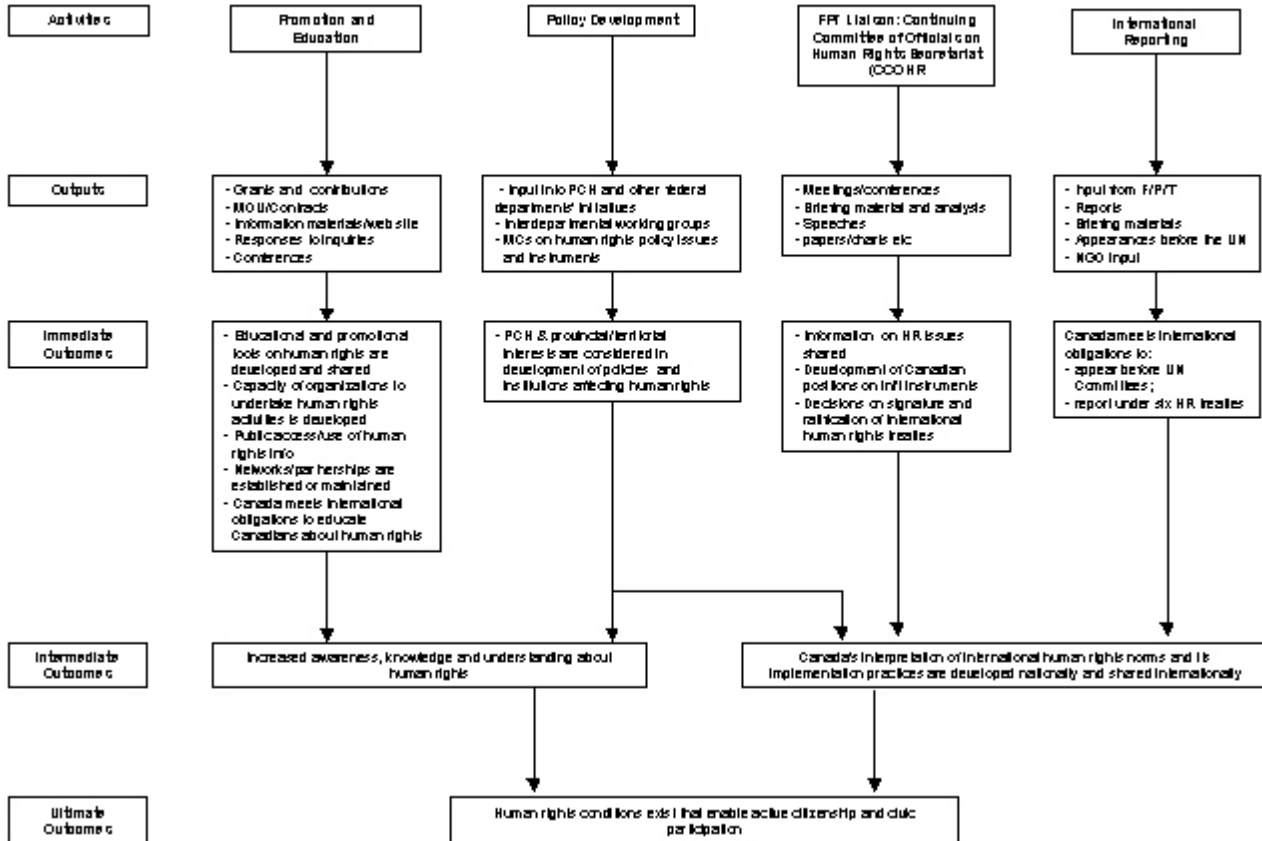
Timeline/Status: Approach has been implemented.   Monitoring is ongoing

APPENDIX A
Program Logic Model

Program Logic Model

Dept. Mandate: To contribute to a cohesive and creative Canada

↓

HRP Objective: To increase awareness and understanding of human rights and related responsibilities

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Activities				
	Promotion and Education	Policy Development	FPT Liaison: Continuing Committee of Officials on Human Rights Secretariat (CCOHR)	International Reporting

Outputs				
	- Grants and contributions - MOU/Contracts - Information materials/web site - Responses to inquiries - Conferences	- Input into PCH and other federal departments' initiatives - Interdepartmental working groups - MCs on human rights policy issues and instruments	- Meetings/conferences - Briefing material and analysis - Speeches - papers/charts etc	- Input from F/P/T - Reports - Briefing materials - Appearances before the UN - NGO input

Immediate Outcomes				
	- Educational and promotional tools on human rights are developed and shared - Capacity of organizations to undertake human rights activities is developed - Public access/use of human rights info - Networks/partnerships are established or maintained - Canada meets international obligations to educate Canadians about human rights	- PCH & provincial/territorial interests are considered in development of policies and institutions affecting human rights	- Information on HR issues shared - Development of Canadian positions on int'l instruments - Decisions on signature and ratification of international human rights treaties	- Canada meets international obligations to: - appear before UN Committees; - report under six HR treaties

Intermediate Outcomes		
	Increased awareness, knowledge and understanding about human rights	Canada's interpretation of international human rights norms and its implementation practices are developed nationally and shared internationally

Ultimate Outcomes	
	Human rights conditions exist that enable active citizenship and civic participation

APPENDIX B
Evaluation Questions

APPENDIX B
Evaluation Questions

I.   Relevance

1.   Is the Human Rights Program still consistent with federal government priorities? Does it respond to the needs of Canadians?

- Is the Program the most appropriate response to the identified needs?

2.   Does the Program contribute to the Department's strategic objective of "Active Citizenship and Civic Participation"?

3.   Given the changing social environment, are any modifications to the policy or Program necessary?

4.   Do the HRP various components still require federal funding?

5.   To what extent would the educational and promotional activities of the HRP have been carried out without federal involvement?

II.   Success

6.   To what extent did the Grants and Contributions (G & C's) component of the Program:

a)   Contribute to the development of educational and promotional tools (e.g., documents, materials, events and conferences) on human rights?
b)   Reach its intended audience?
c)   Increase knowledge, awareness, and understanding of human rights by Canadians?

7.   To what extent was the Canadian public interested in human rights able to access information on this subject?

- How was it used?

8.   To what extent were partnerships/networks established or strengthened due to the Program's activities?

9.   Did the dissemination of information on human rights and the creation/strengthening of networks contribute to increasing knowledge and

understanding of human rights among Canadians?

10.   Is Canada meeting its international reporting obligations?

11.   Is the CCOHR Secretariat an effective means by which F/P/T stakeholders can:

- Share information on issues related to human rights?
- Develop positions on emerging issues?
- Decide whether to sign or ratify international treaties?

12.   What has been the Program's contribution to policy advice and analysis on domestic and international issues of human rights (within the Department, within other departments, within CCOHR)?

- What did it achieve?

III.   Alternatives

13.   What are the key strengths of the Program's design and delivery?

14.   What, if any, elements of the HRP work against its success?

15.   Does the Human Rights Program overlap with or duplicate the efforts of other federal programs?

16.   Could the Program be merged with other Canadian Heritage programs, or be housed in another department?

- Why or why not?

IV.   Phase II

17.   How is Canada perceived in the area of human rights (e.g., is Canada viewed as fulfilling its commitments?)?

APPENDIX C
Methodology

APPENDIX C
Methodology

1. First Phase of the Evaluation

Several methodologies were conducted in the first phase of the evaluation, including key informant interviews, a focus group of CCOHR members, a telephone survey of funding recipients, a web-based survey of publication recipients, a file review of funded projects, a documentation review and a literature review.

a) Review of Program Documentation

The document review component of the evaluation helped develop a thorough understanding of the HRP. The review also helped address evaluation issues such as: consistency of the Program with federal government priorities; whether international reporting obligations are being met; and potential overlap and/or duplication with other federal programs. Documents reviewed include:

- ❑ Briefing notes;
- ❑ Terms and Conditions of the Program;
- ❑ Web site data (e.g., hits);
- ❑ Canada's reports to the UN;
- ❑ UN responses to reports; and
- ❑ Relevant communications.

b) Key Informant Interviews and Focus Group

A total of eight in-person and telephone key informant interviews were conducted with individuals representing the Department throughout the period under evaluation, and a total of nine interviews were conducted with other federal department representatives who are currently or who have in the past been associated with the Program. Interviews were on average one hour in duration. In addition to a two-hour focus group with current CCOHR members, two interviews were conducted with individuals involved with CCOHR in the earlier years under evaluation. The focus group was conducted in November 2003 in Ottawa and the interviews were conducted over a period from January to March 2004.

c)   **File Review of Funded Projects and Survey of Funding Recipients**

In order to gain an understanding of the nature of activities and target audience reached through the Grants and Contributions component, a sample of fifteen project files was reviewed, representing three projects per each year of the five years under review. As well, a telephone survey of funding recipients from the two most recent years under review (n=15 out of 24 projects receiving funding during this timeframe) was conducted. The purpose of these methodologies was to gauge to what extent the Program's outcomes have been achieved, specifically, to what extent the Program has contributed to "increased awareness, knowledge and understanding about human rights".

d)   **Web-Based Survey of Publication Recipients**

In order to assess the general public's use of HRP publications as well as its satisfaction with the website and the service (e.g., ease of finding and ordering the publication), a web-based survey was conducted with publication recipients who had requested a publication in the last two years through the website. A total of 64 publication recipients completed the survey (out of a total of 314 who were sent an invitation[1], representing a response rate of 20 per cent, which is excellent for a survey of this nature[2]). The survey was conducted in January and February 2004.

e)   **Literature review**

A literature review was performed with the purpose of providing an understanding of current human rights issues in Canada, specifically addressing pressing human rights issues in Canada and similar multicultural democratic nations, Canada's progress in delivering on its human rights commitments, how Canada is perceived internationally in the area of human rights, and whether Canada responds to human rights in a manner comparable to other nations. The literature review was prepared as a separate document.[3] Relevant information was extracted and is included in this final report.

2.   Second Phase of the Evaluation

The second phase of the evaluation included additional reviews of program documents such as Canada's reports to the UN and briefing notes for appearances before

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1.   The 314 represented the population of publication recipients over the previous six months who had provided an e-mail address.

2.   Note too that 23 invitations "bounced back" (i.e., were not valid email addresses). The response rate using only valid addresses is 22 per cent.

3.   Summative Evaluation of the Human Rights Program: Literature Review Report. (February, 2004). EKOS Research Associates

the UN, and the information contained in the Literature Review Report. Additional key informant interviews were also conducted as part of this phase.

a)   Review of information in literature review report

Information in the Literature Review Report was examined to draw out relevant information for the final report.

b)   Review of additional documentation

Additional documents were reviewed, such as Canada's reports to the UN, briefing notes for appearances before the UN, petitions to the UN brought against Canada, and material on the DM's Committee. Documentation on other federal programs was also reviewed to determine the degree to which there is duplication. PCH Program areas included: Multiculturalism, Official Languages, Court Challenges Program areas, and the Aboriginal Affairs Branch. Other departments and agencies were: Department of Justice; Foreign Affairs Canada; Office of the Commissioner of Official Languages; Canadian Human Rights Commission; Canadian Human Rights Tribunal; Citizenship and Immigration; Health Canada, National AIDS Strategy - HIV/AIDS Policy, Coordination, and Programs Division; Social Development Canada; Human Resources and Skills Development Canada; Status of Women Canada; Office of the Privacy Commissioner of Canada; and the Office of the Information Commissioner of Canada.

c)   Key Informant Interviews

An additional nine people were interviewed in-person or by phone. Two individual interviews with senior program representatives, two individual interviews with former program representatives no longer affiliated with the HRP, one individual interview with an expert in human rights in Canada, and one interview with a senior representative from the UN were performed. A group interview consisting of three experts on human rights in Canada was also conducted.

APPENDIX D
FPT Liaison and Reporting

Summative Evaluation of the Human Rights Program

APPENDIX D
FPT Liaison and Reporting

REPORTS

International Covenant on Civil and Political Rights	
Fourth Report	April 1997
Advanced Notes for the Presentation before the Human Rights Committee	March 1999
Fifth Report	October 2004
International Covenant on Economic, Social and Cultural Rights	
Third Report	May 1997
Responses to the supplementary questions	November 1998
Fourth Report	October 2004
International Convention on the Elimination of all Forms of Racial Discrimination	
Thirteenth and Fourteenth Report	March 2001
An Update to Canada's Thirteenth and Fourteenth Report	July 2002
Convention on the Rights of the Child	
Second Report	April 2001
Responses to Committee's questions	September 2003
First Report on the Optional Protocol to the Convention on the Rights of the Child, on the involvement of children in armed conflicts	September 2004
Convention on the Elimination of all Forms of Discrimination against Women	
Fifth Report	March 2002
Responses to Committee's questions	Oct./Nov. 2002
An Update to Canada's Fifth Report	December 2002
Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment	
Third Report	October 1999
Fourth Report	August 2002
Fifth Report	October 2004
Other reports and responses to questionnaires	
Core documents	October 1997
Coordinated input to FAC-led response to Questionnaire on Women and Housing	November 2002
Questionnaire for the UN Study on violence against children	September 2004

REVIEW

Canada's Fourth Report on the Convention on the Elimination of All Forms of Discrimination against Women	January 28, 1997
Canada's Third Report on International Covenant on Economic, Social and Cultural Rights	December 4, 1998
Canada's Fourth Report on the International Covenant on Civil and Political Rights	March 26, 1999
Canada's Third Report on the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment	November 17, 20 and 22, 2000
Canada's Thirteenth and Fourteenth Report on International Convention on the Elimination of All Forms of Racial Discrimination	August 5-6, 2002
Canada's Fifth Report on the Convention on the Elimination of All Forms of Discrimination against Women	January 23, 2003
Canada's Second Report on the Convention on the Rights of the Child	September 17, 2003

SIGNATURE (S), RATIFICATION (R), ACCESSION (A)

Optional Protocol on the Convention on the Rights of the Child, on the involvement of children in armed conflicts	June 5, 2000 (S) July 7, 2000 (R)
Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women	October 18, 2002 (A)
Optional Protocol to the Convention on the Rights of the Child, on the Sale of Children, Child Pornography and Child Prostitution	November 2001 (S)

CONTRIBUTION TO CANADA'S POSITION ON DEVELOPING INSTRUMENTS

Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women	Adopted by the GA in October 1999
Optional Protocol to the Convention on the Rights of the Child, on the Sale of Children, Child Pornography and Child Prostitution	Adopted by the GA in May 2000
Optional Protocol to the Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment.	Adopted by the GA in December 2002
Optional protocol to the International Covenant on Economic, Social and Cultural Rights	Ongoing
Convention on the rights of persons with disabilities	Ongoing
Instrument on the protection of all persons from enforced or involuntary disappearances	Ongoing