Canadian Heritage — Patrimoine canadien

Review of the Canadian Race Relations Foundation
Final
November 28, 2001

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Abbreviations and Acronyms

AMENO	Anti-racist Multicultural Educators' Network of Ontario
AMSSA	Affiliation of Multi-cultural Societies and Service Agencies of British Columbia
AOE	Award of Excellence
CANSP	Canadian Alliance in Solidarity with Native Peoples
CCSD	Canadian Council on Social Development
CICA	Canadian Institute of Chartered Accountants
CoCo	Criteria of Control Framework
COSO	Committee of Sponsoring Organizations of the Treadway Commission
CP	Corporate Plan
CRRF	Canadian Race Relations Foundation
CTV	Canadian Television
PCH	Department of Canadian Heritage
DG	Director General
FAQ	Frequently Asked Questions
IAR	Initiatives Against Racism
MC	Multiculturalism Program of Canadian Heritage
MFC	Management Framework Criteria
NAJC	National Association of Japanese Canadians
OAG	Office of the Auditor General
PEP	Public Education Program
PMF	Performance Management Framework
PSA	Public Service Announcements
RAP	Research Advisory Panel
RFP	Request for Proposal
ToR	Terms of Reference
UAR	See People For Who they Really Are — Unite Against Racism Campaign
UN-WCAR	UN World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance

Executive Summary

In 1988, the Government of Canada and the National Association of Japanese Canadians (NAJC) signed the Japanese Canadian Redress Agreement. The Redress Agreement was significant. Not only did it acknowledge, and compensate for the unjust treatment of Japanese Canadians during and after WWII, it was an articulation of the Canadian government's commitment to a more just society by supporting a Foundation which would "foster racial harmony and cross-cultural understanding and help to eliminate racism." Bill C-63, the Act to establish the Canadian Race Relations Foundation (CRRF) was passed by the House of Commons on December 14, 1990, and the federal government proclaimed the CRRF Act into law on October 28, 1996. The Canadian Race Relations Foundation officially came into existence with the appointment of an Executive Director, a Board, and an endowment fund of $24 million in November 1996. CRRF opened its doors to the public in November 1997. KPMG Consulting LP was engaged to conduct an evaluation of the Foundation's activities and organization, as prescribed by the Act on the occasion of the Foundation's fourth anniversary.

The Foundation has a unique legal status

The CRRF is a Crown corporation under the ambit of the Department of Canadian Heritage (PCH). Whereas most Crown Corporations fall under Part X of the Financial Administration Act, the Canadian Race Relations Foundation Act expressly states that the Foundation is **not** an agent of her Majesty; that the Chairperson, directors, Executive Director, officers, employees and agents of the Foundation are **not** part of the Public Service of Canada; and that Part X of the Financial Administration Act does **not** apply to the Foundation. Furthermore, the Act states that the Foundation shall be deemed, for the purposes of the Income Tax Act, to be a **registered charity** within the meaning of that Act, and confirms that the sum of $24 Million constitutes the capital of an Endowment Fund to be used only for investment and the earning of income, which income may be expended for the purpose of the Foundation. The capital and interest of this Endowment Fund are transferred back to the Government of Canada and any other government on a proportional basis if the Foundation is ever dissolved.

The Foundation is nevertheless governed by some of the same accountability arrangements as other Crown corporations. The Board of Directors, and the Executive Director, are appointed by Governor in Council, on the recommendation of the Minister, after appropriate consultation as prescribed in the Act. The CRRF must submit an Annual Report to the Minister for tabling in Parliament, which includes a description of the year's activities and audited financial statements. The CRRF is subject to a review after four years of the coming into force of the Act, but is not subject to any Special Examinations as in the case of other Crown corporations. There is no requirement for the CRRF to submit an annual Corporate Plan as in the case of other Crown corporations, although it has done so in practice as part of the start-up funding agreement with the Department of Canadian Heritage. A unique feature is that the Deputy Minister of the Department of Canadian Heritage, or person designated, is entitled to attend Board meetings (but has no vote).

Within this legal framework, the CRRF operates at arms length from government in terms of its day-to-day activities. Its mandate includes research, information linkages and clearing-house, consultation and exchange of information, training and standards, public education and awareness, collaboration with the private and public sectors, and promoting policies and programs for the elimination of racism and racial discrimination.

The Foundation has made an excellent start

The Foundation has been well set up as an organization, considering it has only been in place for some four years. The CRRF has clearly made a successful transition from "start up" to a "building/developing" phase, all of this in the context of a very broad mandate and limited resources. It has put in place research programs and has begun to build a data base of research focused on race relations issues; has made a good start at collecting information to position itself as a national clearing-house in race relations; has been actively communicating through a website and newsletters; has undertaken campaigns such as Unite Against Racism and consultations with community-based groups; and has established an Award of Excellence Program that has generated considerable interest.

In the years ahead, the Foundation has a number of challenges. These include: to become more well-known for its work in the race relations field and to become more visible to the public; to ensure its programs and activities complement each other, for example, that research findings are used in support of policy and program change; to continue to focus on creating more external alliances and partnerships; and to be more active in policy and program development as well as training and standards. At a strategic level, the Foundation should continue to establish its unique niche in the race relations arena. At an operational level, there are opportunities to find new sources of funding, to continue to develop its human resource capabilities and skills as its programs and activities evolve, and to improve its working relationships with the Department of Canadian Heritage. These opportunities are discussed further below.

The Foundation needs to develop a clear niche for itself in the race relations arena

The Foundation is one of many organizations that have an interest in race relations. It is also in a unique position to make a major contribution, and has established the building blocks to do so. However, the CRRF must clearly define its particular role and added value. This is to be expected given that the CRRF is still at a development stage, and will continue to adjust its future strategic direction and priorities as it evolves. We have presented below unique features that the CRRF could use to its advantage to help define its role:

- National focus—Taking a broad holistic approach to race relations

- Knowledge-based—Using research to increase the level of knowledge on race relations

- Clearing house—Helping organizations to exchange information and best practices

- Tools and techniques—Providing partners access to a wide range of tools and approaches

- Policy-making—Influencing government and private sector policy-making in race relations

- Partnering—Working in partnership with communities, the private sector, government

- Facilitator—Bringing community organizations together under a common national agenda

- Watch-dog—Ensuring high standards of race relations are upheld

- Promoter—Promoting greater public awareness and visibility

In pursuing the above roles, the Foundation must keep conscious of maintaining an appropriate balance between its objectives and the interests of its various stakeholders and partners. Two particular challenges were evident throughout the evaluation, recognizing that the Foundation is still very much in a state of evolution and has limited resources at its disposal:

- **Maintaining an appropriate balance between serving the Canadian public at large and specific community-based organizations.** The CRRF has a national mandate and its programs and activities need to be focused on issues that are national in scope and provide a broad perspective on race relations issues across the country. This national focus is reflected in Section 4 of the Act that refers to "a national information base", "acting as a clearing-house", "facilitating consultation, and the exchange of information", "increasing public awareness", and "supporting and promoting the development of effective policies and programs". The CRRF also has a unique opportunity to be a vehicle through which existing organizations with similar interests in promoting better race relations can share information and best practices, and compare their activities. However, there is considerable pressure from community based-organizations that the Foundation provide greater support than it currently does. The Foundation must stick to its national mandate, set realistic expectations from community organizations as to the level and type of support it can provide,[1] but do so without becoming alienated from the community organizations.

- **Keeping an arms length relationship with the Federal Government, but still working in partnership.** The CRRF needs the freedom to be able to speak out when actions warrant criticism, policies need to be changed, or new programs are required. On the other hand, the CRRF should not simply become another advocacy group. It must maintain an objective and long-term view when raising issues in the public arena. It must also be able to influence the long-term policy agenda, for example, on strategic approaches to fostering better race relations in Canada. Maintaining a close partnership with the Federal Government is critical. The Department of Canadian Heritage can provide access to a number of partners, including the other members of the Canadian Heritage Portfolio. There are also benefits in terms of greater collaboration in program delivery. On the other hand, the Federal Government needs to recognize the CRRF as a true partner (and not an agent), and provide the Board of Directors the required independence and flexibility to meet its accountabilities as prescribed by legislation. As a practical next step, it is proposed that further discussion be initiated between the CRRF and the key stakeholders within the Federal Government (e.g., the Minister, Deputy-Minister, Multiculturalism Program) to further clarify and agree upon the CRRF's unique accountability arrangements and the long term working relationship with the Department of Canadian Heritage.

A solid governance regime is in place, although the Board wants more influence regarding the appointment of the Executive Director

An active Board of Directors is in place, supported by a number of committees. The Directors represent a mix of ethnic, regional and skill backgrounds. The Board has a strong strategic focus. Relations with the executive are good, although a new Executive Director is in the process of being appointed. The Directors want to have greater influence over the selection of the Executive Director—this is seen as critical to establishing a clear accountability relationship between the Board and the Executive Director, and is very consistent with the view of the Auditor General of Canada in a recent review of the Governance of Crown Corporations that Boards of directors need to be more engaged in the selection of their chair as well as the corporation's chief executive officer (CEO). It states: "Without meaningful board involvement in the selection of the chief executive officer, his or her accountability to the board is weakened and corporate

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[1] Unlike other large Foundations, the CRRF at present has limited fundraising prospects and can offer little in terms of financial support to community organizations. Secondly, its national mandate requires it to support organizations from all over Canada. However, it can actively engage community organizations in a policy dialogue.

governance as a whole suffers".[2] The CRRF and the Department of Canadian Heritage should also review the role and contribution of the Departmental Board representative, in order to obtain a more consistent and sustained participation by the Department over the long term. Finally, the Act requires the establishment of an Investment Committee. As this Committee was never established, the CRRF Board has established a Finance Committee in the interim, however this gap would need to be addressed by the Government to avoid being in contravention of the Act.

Priorities should continue to be increasing public awareness, creating partnerships, and influencing the national policy agenda

The Foundation has a very broad mandate. So it must be strategic in how it uses its limited resources in support of various programs and activities, hopefully such that the activities complement each other and all work to the same end. At this particular time, three priorities stand out:
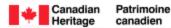
- **Increasing public awareness of the CRRF.** The CRRF should continue to work at increasing public awareness of its organization and mandate. By becoming better known to the general public at a national level, the CRRF will be more easily recognizable as a source of information and advice to deal with race relations issues. Similarly, the Foundation will be better able to influence the policy agenda if it is recognized as a major player in the field. This objective must be paramount in all its activities and programs because they are all dependent on high public awareness to be successful. Furthermore, increasing visibility at both a national and local level across the country is important. The Board of Directors has a crucial role to play in making this happen, and Board members are very aware of this responsibility.

- **Creating partnerships.** Closely related to the objective of increasing public awareness is the opportunity to develop partnerships with external stakeholders, again at both a national and local level. The CRRF has no choice but to leverage its limited resources. Partnerships with the private sector could lead to new fund raising opportunities. At the local level, community-based organizations want to work in closer collaboration with the CRRF. Through the Department of Canadian Heritage, the CRRF has an opportunity to develop partnerships with a number of Crown corporations. These are but a few examples.

- **Influencing the national policy agenda.** The Foundation could develop an overall strategy and plan for influencing policy makers, making strategic use of its research results as well as its unique relationship with the federal government. The Foundation could also act as a facilitator working with community-based organizations to develop a cohesive national strategy and policy regarding race relations.

A solid management infrastructure is in place

The mission, vision and values of the Foundation are well documented and communicated to the public. Program objectives, eligibility and selection criteria are well defined. No major issues were identified in how programs are delivered. The Foundation meets most of the criteria set out in the management control framework used for the review. Suitable controls are in place. A well defined planning process is in place. In the future, the Foundation could put more focus on identifying its priorities, and over time, measuring its performance and the effectiveness of their

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[2] 2000 Report of the Auditor General of Canada – December – Chapter 18 – Main Points, page 2.

programs. A Performance Management Framework is proposed to help the Foundation do this building upon the work already done by the Foundation in this regard.

The staff complement and skills will need to be reviewed over time as programs evolve

A staff complement of about ten full-time equivalents is in place, including the Executive Director. Staff accountabilities are clear. All new staff are provided an orientation. Internal communications (e.g., management and staff meetings) are in place to resolve issues. Performance appraisals are carried out on a regular basis, goals are established, and rewards and recognition systems are in place. We found these various mechanisms to be appropriate for an organization of this size. However, skill sets will need to be reviewed as program requirements change. Specific skill gaps at this time exist in research, training, and project monitoring and evaluation. In the long term, the Foundation may wish to examine the need for new resources with expertise in fund raising, liaison with community groups, and potentially in public education and awareness.

The Foundation may wish to pursue other alternative sources of funding in the future

The CRRF relies on one major source of revenue to fund its operating activities—investment income earned on the endowment fund. Downturns in the economic market could significantly impact the investment income generated in a particular year. This could restrain the CRRF in terms of its mandate and operating activities. Consideration should be given to expanding CRRF's sources of revenue, for example through fundraising activities and corporate sponsorships. To do so, the Foundation will need to increase its profile at a national level. It will also need to develop further expertise in fundraising.

There would be benefits for the Foundation and the Department of Canadian Heritage to work in closer partnership

Relations between the CRRF and the Department of Canadian Heritage could be improved. It is very much in the interest of both parties to work more closely together to achieve their individual objectives, and best serve the Canadian public, while maintaining their independence. This will require both parties to reposition their views and perceptions of the other. At a practical level, this means the CRRF and the Department exchanging and collaborating more with each other in their annual planning, sharing information, and the CRRF strengthening its relations with the other PCH Portfolio Crown Corporations and agencies.

The Foundation and the Department of Canadian Heritage could explore opportunities to develop greater synergy in the programs they deliver

There appears to be duplication between the programs and activities of the CRRF and those of the Multiculturalism Program within the Department, although there are obviously differences in the objectives and mandate of each. There is an opportunity for CRRF and the Multiculturalism Program to jointly review the programs they deliver, and explore opportunities to reduce overlap and/or to deliver race relations programs in a more concerted manner. In the long term, certain programs and resources could conceivably be transferred from Multiculturalism to the CRRF. A more in-depth feasibility assessment would need to be carried out.

1. Introduction

A. Purpose of the evaluation

KPMG Consulting was contracted by Canadian Heritage to undertake an independent evaluation of the CRRF. The Evaluation addresses the requirements of Bill C-63; specifically Sub-section 27 (1) "Review of Act" which states:

> *"As soon as possible after the fourth anniversary of the coming into force of this Act, the Minister, after consultation with the Board, shall evaluate and prepare a report on the Foundation's activities and organization, including a statement of any changes that the Minister recommends."*

The Terms of Reference required an assessment of:

- The CRRF rationale, i.e., the consistency of CRRF activities with its mandate as outlined in the Act, as well as the links between CRRF objectives and those of Canadian Heritage.

- The organization and governance structure, i.e., examining the structure, role and functioning of the Board of Directors, as well as of CRRF staff and management.

- The effectiveness of CRRF operations, i.e., were objectives being achieved by CRRF activities. What was the impact?

- The efficiency of CRRF Operations, i.e., were funds being raised to support operational costs? To what extent were CRRF programs complementing or overlapping with programs of other organizations?

- Financial and fund management, i.e., of the endowment fund and the start up funding in terms of management practices, systems, procedures and audits.

The purpose of this review is to outline the strengths and weakness in CRRF's performance, and suggest ways in which CRRF and its key stakeholders (e.g., the Minister, the Department of Canadian Heritage) can address these. In most areas, the review outlines the current situation, and then identifies opportunities for change in terms of strategic direction, management practices or focus of the organization.

In assessing the current situation and opportunities identified, one must recognize that the CRRF has only been in place for four years, and has been in a "start up" and development phase during most of that time, although the criteria used to assess the Foundation are similar to those that would be used for an established corporation. Consequently, a number of opportunities refer to potential areas of improvement that have a forward-looking orientation into the future. Some opportunities are obviously more important than others. These opportunities will need to be prioritized by the CRRF Board of Directors given the limited resources at the disposal of the Foundation.

B.   Methodology

Our evaluation of CRRF was undertaken with four key tools. These are:

- **Documentation review (paper and electronic based).** A number of documents were consulted for this review. For a complete list please refer to Appendix B.

- **Performance Measurement Framework (PMF).** The PMF (Appendix F) is a tool to establish the logical relationship between inputs, outputs, outcome and the purpose of programs. It also addresses questions of efficiency and effectiveness of programs and outlines clear indicators to assess the achievement of objectives at all levels. We also used existing sources of information such as the CRRF program matrix (Appendix H), the strategic plan and the three corporate plans to define the PMF for the CRRF.

- **Management control framework.** To evaluate the effectiveness of CRRF's management controls and the efficiency with which CRRF delivers its programs and activities, we have evaluated CRRF's current management practices using our Management Evaluation Framework tool (Appendix G). CRRF's management framework is defined as all practices, policies, procedures, and controls in place to manage CRRF's operations. The management framework encompasses governance, human resources, finance, and program management issues. The Management Framework criteria are based on CICA's Guidance on Control and Criteria of Control Frameworks (CoCo); Internal Control—Integrated Framework produced by the Committee of Sponsoring Organizations of the Treadway Commission (COSO); Office of the Auditor General's Risk Assessment Framework for Grant and Contribution Programs; KPMG Risk Management Best Practices Database; and KPMG Risk Management Diagnostic Tool.

- **Interviews.** We interviewed key stakeholders. These are persons and/or organizations that exert varying degrees of influence on CRRF outcomes and or are influenced by its results (see Figure 1). Consequently, the stakeholder groups affected often change depending on the nature of the programs, activities or interventions being carried out by the CRRF. Interviewee selection was based on geographic, ethnic, and sectoral representation. Our interviews were conducted both in person and over the telephone and were based on structured interview guides. Stakeholder selection was done randomly within the categories identified in Figure 1. Our findings are also based on consultations we held with all CRRF and PCH staff. Interviewees were selected from contact information provided by both CRRF as well as PCH. The 29 stakeholders interviewed are shown below by category.

  We acknowledge that the number of stakeholders interviewed within each category is limited, so the feedback collected and the conclusions drawn from this feedback are meant to be indicative rather than prescriptive.

Figure 1: Interviewees

Category	Interviews Conducted
Current Board members	4
Former Board members	2
Wider Stakeholders (those that were in the race relations field but did not have a formal relationship with the CRRF)	5

Initiative Against Racism:
  ▪ Those who had received funding
  ▪ Those that were declined funding
	
	2
	2

Award of Excellence;
  ▪ Those that were recognised
  ▪ Those that were declined awards
	
	1
	2

Contract Research	1
Commissioned Research	1
Staff of Canadian Heritage	4
Staff of CRRF	5
Total	**29**

C.   Report structure

We begin the report by discussing the extent to which CRRF has been able to meet its mandate (Section 2). We then examine the effectiveness of program delivery (Section 3) and of the management infrastructure (Section 4). Lastly, we discuss relationships with stakeholders, and in particular, the Department of Canadian Heritage (Section 5).

2. Achievement Of Overall Mandate

The purpose of this section is to outline CRRF's mandate, vision, mission, its purpose and to examine the extent to which CRRF programs are meeting the requirements of its mandate. In doing so we will also examine the adequacy of resources that the CRRF has at its disposal, and the strategy that CRRF has in place to achieve its mandate. Lastly we will share the stakeholders' perception of the CRRF's ability to deliver on its mission.
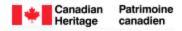
Japanese Canadian Redress Agreement

The CRRF was created in 1996 under the *Canadian Race Relations Foundation Act* (see Appendix L) as part of the redress agreement with the Japanese Canadian community. The terms of the Redress Agreement between the Government of Canada and the National Association of Japanese Canadians can be found in Appendix A. As part of this Agreement, the Government of Canada, on behalf of all Canadians, acknowledged that the treatment of Japanese Canadians during and after World War II was unjust and violated human rights as they are understood today; pledged to ensure, to the full extent that its powers allow, that such events will not happen again; and recognized, with great respect, the fortitude and determination of Japanese Canadians who, despite great stress and hardship, retain their commitment and loyalty to Canada and contribute so richly to the development of Canada.

As symbolic redress for those injustices, the Government offered (amongst other measures) $12 Million, on behalf of Japanese Canadians and in commemoration of those who suffered these injustices, and a further $12 Million, for the creation of a Canadian Race Relations Foundation to foster racial harmony and cross-cultural understanding and help to eliminate racism. This $24M Endowment Fund is referred to in Section 22 of the Act.

The preamble to the Canadian Race Relations Foundation Act also confirms this link to the Redress Agreement: *"And whereas, in concluding the Japanese Canadian Redress Agreement with the National Association of Japanese Canadians, the Government of Canada has condemned the excesses of the past, reaffirmed the principles of justice and equality for all in Canada and undertaken to establish a race relations foundation;"*.

The Canadian Race Relations Foundation Act

The legislative context for the CRRF's vision and mission is summarized in Section 4 of the ***Canadian Race Relations Foundation Act***—*"The purpose of the Foundation is to facilitate throughout Canada the development, sharing and the application of knowledge and expertise in order to contribute to the elimination of racism and all forms of racial discrimination in Canadian society by…* **CRRF's vision statement is stated as**: *"The Foundation 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."* **The mission statement is:** *"The Canadian Race Relations Foundation is committed to building a national framework for the fight against racism in Canadian society. We will shed light on the causes and manifestations of racism; provide independent, outspoken national leadership; and act as a resource and facilitator in the pursuit of equity, fairness and social justice."*

Legal Status of the CRRF

The Foundation has certain legal characteristics of a Crown Corporation. As noted by the Office of the Auditor General in a recent review of the Governance of Crown Corporations, each Crown corporation's enabling legislation, whether a special act of Parliament or articles of incorporation under the *Canada Business Corporations Act*, sets out in broad terms its mandate, powers and objectives.[3] The 1984 amendments to the *Financial Administration Act* (Part X) imposed a more rigorous regime for Crown Corporations, designed to ensure an adequate level of direction, control and accountability of Crown corporations. All Crown corporations fall under the *FAA,* except for some "exempt" corporations where Parliament agreed to create further distance from the government. This is the case for the CRRF as Part X of the FAA does not apply to the Foundation, and the CRRF has its own enabling legislation.

Section 17 of the Act expressly states that the Foundation is **not** an agent of her Majesty; that the Chairperson, directors, Executive Director, officers, employees and agents of the Foundation are **not** part of the Public Service of Canada; and that Part X of the Financial Administration Act does **not** apply to the Foundation.

Section 21 of the Act states that the Foundation shall be deemed, for the purposes of the Income Tax Act, to be a **registered charity** within the meaning of that Act. Sub-section 22(2) confirms that the sum of $24 Million constitutes the capital of an Endowment Fund to be used only for investment and the earning of income, which income may be expended for the purpose of the Foundation.

The powers and capacity of the Foundation are laid out in Section 5 of the Act. There include financial authorities to "*initiate, finance and administer programs and activities..*", "*acquire any money, securities or other property..*", "*expend any money provided by Parliament or any other sources for the activities of the Foundation..*". Other authorities to conduct research, support conferences, and establish partnerships, are also described.

Accountability arrangements

The Foundation is similar to other Crown Corporations in that a board of directors oversees the management of the Foundation and holds management responsible for the organization's performance, and the Government retains power and influence over the CRRF through the appointment of the Board of Directors and the Executive Director. Under its enabling legislation, the Foundation is managed by a Board of Directors consisting of a Chairperson and not more that nineteen other directors appointed by the Governor in Council, on the recommendation of the Minister, after the Minister has consulted with "such governments, institutions, organizations and individuals as the Minister considers appropriate." The Deputy Minister, or person designated, is also entitled to attend Board meetings, but does not have a vote. An Executive Director is appointed by the Governor in Council, on the recommendation of the Minister, after consulting the Board.

Unlike some other Crown Corporations, there is no provision for the approval of plans and budgets by the Government. However, in practice, the CRRF was required to submit an annual Corporate Plan to the Department of Canadian Heritage as part of the agreement for start up

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[3] Taken from Chapter 18, 2000 Report of the Auditor General of Canada, entitled *Governance of Crown Corporations*.

funding, and standard Treasury Board guidelines were used for the development of these Corporate Plans. A Corporate Plan was submitted by the CRRF up until Fiscal Year 1999-2000.

Under Section 26 of the Act, the Chairperson is required to submit a report of the activities of the Foundation each year, including audited financial statements. The Foundation is required to make this report available to the public. The Minister tables this report with Parliament.

Under Section 27, as noted above, after the fourth anniversary of the coming into force of the Act, the Minister, after consultation with the Board, must evaluate and prepare a report on the Foundation's activities and organization, including a statement of any changes that the Minister recommends. That is the subject of this review. Unlike other Crown Corporations under the Financial Administration Act, the Foundation is not subject to a periodic Special Examination.

A first attempt was made with Bill C-49, and a further attempt was made in Bill C-44, the *Administrative Tribunals (Remedial and Disciplinary Measures) Act*, to establish accountabilities for the CRRF that would be more similar to those of other Crown Corporations governed by the Financial Administration Act. The Foundation publicly opposed amendments that were contained in Bill C-44 as it felt these provisions threatened its "arms-length" relationship with the Government. Bill C-49 died on the Order Paper and Bill C-44 died on the Order Paper in October 1999 and was not reintroduced.

Mandate as per the Act

CRRF is required by legislation to develop programs and undertake activities to fulfill its mandate. Since its first full operational year in 1997/1998, CRRF has been undertaking several activities which contribute in both direct and indirect ways to each of the seven areas of its mandate. As discussed later in this section, CRRF has been most active in its roles associated with research, public awareness, and information clearing house and consultations. It has been less active in training and setting of standards, as well as program and policy development. One of the challenges for the CRRF is that its limited resources do not permit it to put the same priority on all seven areas of its mandate. Priorities also change over time depending on the external environment, overall government and public policy objectives, and the needs of partners and stakeholders. The CRRF must be able to reflect these changes in its prioritization and planning activities.

The mandate of the CRRF is elaborated in Section 4 (a) to (g) in the Canadian Race Relations Foundation Act:

  a) *"undertaking research and collecting data and developing a national information base in order to further understanding of the nature of racism and racial discrimination and to assist business, labour, voluntary, community and other organizations, as well as public institutions, governments, researchers and the general public in eliminating racism and racial discrimination;*
  b) *acting as a clearing-house, providing information about race relations resources and establishing links with public, private and educational institutions and libraries;*
  c) *facilitating consultation, and the exchange of information, relating to race relations policies, programs and research;*
  d) *promoting effective race relations training and assisting in the development of professional standards;*
  e) *increasing public awareness of the importance of eliminating racism and racial discrimination;*

f) *collaborating with business, labour, voluntary, community and other organizations, as well as public institutions and all levels of government, in instituting and supporting programs and activities; and*

g) *supporting and promoting the development of effective policies and programs for the elimination of racism and racial discrimination."*

During the past four years, approximately 56% of total program expenditures have been spent in three main areas: Communications, Contract and Commissioned Research, and the Unite Against Racism campaign. While these program areas are related to CRRF's mandate in the areas of undertaking research, increasing public awareness, and providing information about race relations issues, CRRF's mandate also requires promoting training and standards development, collaboration with other partners, and supporting the development of recommendations for policies and programs. CRRF is not allocating the same level of resources to these latter mandated activities. However, increasing public awareness remains a high priority of the Foundation, and is a prerequisite to the success of the other programs and activities. The challenge is for the Foundation to use its limited resources in each of these areas so that they strategically complement each other and support the overall mandate of the Foundation to foster better race relations in Canada.

The CRRF allocates direct costs by program area and pro-rates rent and the Executive Director's salary among the various program and administrative areas. In fiscal year 2000, 70% of CRRF's total expenditures were spent on program activities, with the remaining 30% relating to administration and overhead costs. As the Foundation increases the scope of its activities and resource base, there may be an opportunity to reduce somewhat the proportion of resources devoted to administration and overhead.

We now examine the extent to which CRRF has attained each of the above mandates.

A.   Research and national information base

Current practice

CRRF invests heavily in its research programs which constitutes the contract research and the commissioned research.[4] In terms of cumulative expenditure since 1997/1998, it is the second highest item after expenditure on Communications and Media relations. Contract and commissioned research represent 17% of program expenditures. These programs are well structured and are discussed later in the report.

CRRF has made a good beginning in building a database of research that is focused on race related issues pertaining to Canada. Stakeholders commented that CRRF's contract research program is welcome in that very few funding agencies nowadays are seen to provide research funding, especially for advocacy issues. They applauded the fact that CRRF ensured research results got published and were documented in easy to understand language that was very helpful in information dissemination.

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[4]   Contract Research: Research on topics chosen for informing policy. Requests for proposals are held once every two years and the maximum grant per project is $30,000.

Commissioned Research: Research undertaken to support program development. There is no competitive RFP process nor a budget limit.

Opportunities

A challenge for the CRRF is to maintain a balance between action oriented participatory research and traditional academic research. Specific opportunities include encouraging research on "action oriented" and innovative topics, obtaining community input wherever it adds greater insight and provide a broader holistic view of race relations, monitoring the state of race relations over time, and translating the research findings into policy changes.
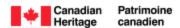
- **Channel research findings into a process for program and policy change**—At present, only one cycle of research grants is complete, and 70% of the research reports have been published. Once results become available they are shared by various means such as news conferences, publications, symposiums etc. The challenge is for CRRF to now make strategic use of these findings beyond information dissemination, and to translate findings into recommendations for policy and program development. For example, CRRF has tried to influence journalists by developing a checklist for responsible journalism based on the findings of the research report "Racist Discourse in English Print Media." CRRF plans to increase its policy research and analysis capacity and has created a position for this purpose who will be responsible for assessing the effectiveness of CRRF programs and for interpreting research findings for their policy implications.

- **Consider community input into research topics**—There are complaints about the small amount of funds that CRRF provided for research, and about the minimal involvement of minority researchers and community specialists in the research. Community organizations feel that in order to be truly practical and action oriented, research issues need significant input from those actively involved in race relations issues. To them action oriented research is one that focuses on issues that community organizations face day to day and which makes practical recommendations which community organizations could act upon.

- **Undertake longitudinal research and invest in research of innovative topics**—Stakeholders recommended that CRRF could increase its legitimacy by adding value to the existing knowledge on race relations. It could do so by being innovative—for example, by conducting research on topics such as racism in sports or racism in Armed Forces, or by examining critical race theory for legal thinkers and judges.

- **Provide a holistic overview of the situation of race relations in Canada over time,** i.e., the time may now be appropriate for the CRRF to begin to think of topics for longitudinal research that will monitor how policies and programs say in the employment and education sectors have changed over time.[5] For example, the Foundation could issue an annual report card on the status of race relations in Canada.

B. National clearing house and linkages

Current practice

One of the mandates of the CRRF is to function as a national clearing house of information "relating to race relations, policies, programs and research." At present the National Clearing house function has evolved by a "learning by doing" process and includes a library of resources and vertical files on racism issues, fact sheets and annotated bibliographies of research.

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[5] CRRF has identified three research reports as part of its longitudinal research. This includes, Racist Discourse in Canada's English Print Media (Henry and Tator), Unequal Access (CCSD), and Ethno-cultural Diversity and Secondary School Curricula (Blades, Johnston, Simmt).

According to one estimate, CRRF has thus far received close to 10,000 requests for information. No formal records of requests are kept, but program officers report that there is a distinct difference in the type of queries they have recently started receiving. Formerly, the requests had more to do with knowing about the CRRF, whereas requests now tend to be more specific and relate to asking for specific information or suggesting areas of research or issues CRRF should be examining. Similarly, some 66,971 hits have been reported for the website.

The national clearinghouse function means that CRRF needs to be a conduit for information relating to race relations, policies, programs and research, linking information sources to information users. Information users can reasonably be classified in five broad categories: i) general public; ii) community organizations at the forefront of community mobilization; iii) academics; iv) government; and v) legislative bodies and or parliamentary representatives. During interviews it was clear that at present the primary manner in which the clearing house function is operating is by CRRF staff using the in-house collection of documents to answer queries from researchers, and some from the general public.

CRRF has made a solid start in collecting information. The library has an impressive collection, and the fact sheets are well researched. Newsletters are a key means of contact between stakeholders and CRRF and were most frequently referred to by information users.

Finally, CRRF maintains a database of organizations/individuals which has grown from 985 individuals in 1997/98, to 2800 individuals in 1999/2000. The Strategic Plan lists the strategy to "support the efforts of allies and potential allies to press for solutions to racism and racial discrimination." This database provides an opportunity to work more closely with these organizations and individuals.

Opportunities

- **Make the clearing house concept more visible and accessible to the public at large**—This opportunity is closely related to the need to make the CRRF better known to the public at large. The clearing house function is being used mainly by academics, and to a lesser extent by community agencies and some members of the public.

- **Target clearing house information to key stakeholders strategically**—In order to make the clearing house function more effective in terms of addressing the specific information needs of the various categories of users, CRRF needs to target information strategically to users. Similarly, stakeholders could actively supply CRRF with information for appropriate dissemination. CRRF is beginning to think more strategically. For example, it intends to target specific institutions with relevant information they could use to pursue policy and programs. One example given was working strategically with the Anti-racist Multicultural Educator's Network of Ontario (AMENO), which has representatives of all the local school boards in the province.

- **Monitor the nature of queries and their source**—This would help CRRF to pursue the two opportunities identified above.

- **Use linkages database to identify potential partners and develop opportunities to work with them in furthering CRRF's mandate**—Our recommendation is to make more strategic use of this database. CRRF should continually assess its mailing list to see which organizations are strategically positioned to help further CRRF's goal. For example, this could be done by grouping the organizations into categories according to common

characteristics, and targeting specific groups of organizations. The Foundation could then develop or seek opportunities to work with these organizations to convert them into key partners in their jurisdictions. There are currently over two thousand organizations on the CRRF database, but being part of a database does not translate into successful linkages. Linkages, should refer to key partners, both individuals as well as organizations with whom CRRF has strategic partnerships. Other organizations who are on the CRRF mailing list but with whom there is no regular follow up or partnership other than information dissemination are better classified under "mailing list."

C.   Consultation and information exchange
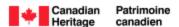
Current practice

CRRF utilizes a number of means for exchanging information or consulting with wide ranging stakeholders. These include consultations, community events linked to Board meetings, forums, conferences, meetings as well as special projects/prominent events such as the Nelson Mandela and the Children event in Toronto. CRRF has also held direct consultations, such as those preceding the development of the Standing Committee on Aboriginal Issues, and the WCAR consultations that were held to develop the position papers. Commissioned reports which fed into the CRRF's program development also involved consultation with groups. Some of the activities of the Research Advisory Panel also involve a form of consultation. Two board members took the initiative to organize community outreach events, where local communities learned about CRRF and exchanged ideas and information. CRRF uses these occasions to collect information about community organizations and to be directly accountable to them. A number of these activities are carried in concert with the Multiculturalism Program of Canadian Heritage. Those who had a chance to work with CRRF during the UN-WCAR consultations in Chile were very positive about their interaction and what they saw as CRRF's direct involvement.

Opportunities

- **Make concrete use of information gathered at consultations and communicate this to the communities**—While stakeholders are happy to provide CRRF with their expertise[6] most objected to not hearing back as to what use was made of their knowledge and more importantly, their suggestions. Community groups wanted to see concrete use made of these consultations. Although it was good to hear from the CRRF at key note speeches and at conferences with provocative themes, e.g., "The State of Anti-Racist education in Nova Scotia Schools", did CRRF follow through and assess whether the situation was improving? The WCAR position papers would be an example of concrete use of information gathered at consultations.

- **Use national level consultations to "build the bigger picture" for small, widely dispersed community organizations.** This would be consistent with the national mandate of the CRRF and the notion that the programs and activities of the CRRF should address issues that are national in scope. The CRRF could act as a vehicle to identify common and challenges that are being addressed by community organizations across the country, and then facilitate information exchange and knowledge sharing between these organizations.

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[6]   Over 181 individuals were consulted during the course of the Gentium report, the Unequal access report and the Environmental study report.

- **Act as an advisor to government**—Given CRRF's relative accessibility to the government, CRRF is well positioned to provide insight on long term and more strategic issues and advise the government accordingly.

- **Foster a national focus on elimination of racism**—CRRF, as a national entity can establish linkages in all provinces and territories, and thus contribute to the development of overall strategies towards the elimination of racism at the local, provincial and national levels.

D.   Training and development of standards

Current practice

Training and the development of standards was seen as a popular activity when the legislation was drafted in 1988. However, demand for training decreased. Although CRRF had contributed to training it no longer sees it as a high priority. Some training projects have been funded under the Initiatives Against Racism (IAR). Prior to the IAR, the AMSSA project under the Public Education program directly trained 42 persons.

Feedback received from stakeholders suggested that the CRRF could attach a greater priority to, and devote more effort to the development of formal standards for training.   The Award of Excellence (AOE) program does set de-facto standards by recognizing best practice. Currently, CRRF has commissioned a research report by B'nai Brith which is expected to provide baseline information on existing Race Relations Training and Standards.

There may be an opportunity for the CRRF to play more of a leadership role in delivering appropriate training modules for different audiences based on their interests, their needs and their bottom line. While CRRF has made a start in that it funds training projects under the IAR, it needs to assess the quality of the training being delivered under this program and promote best practices from within these. Training would ensure not only that CRRF is making a direct contribution to bringing about systemic change, especially when policies and programs change for the better after the training, but could lead to further collaborative activities with institutions.

Opportunities

- **Explore the need to develop training modules or adapt existing ones.** The objective would be to make available to partners various tools and techniques that they could use to foster better race relations or to deal with cases of racial discrimination.

- **Consider a more proactive role in setting standards for race relations training**—There may be a role for CRRF in setting national standards of training given that other safeguards/standards for equity are not universally in place e.g. not all provinces have employment equity legislation. In the absence of legislation, formal training is an effective way of ensuring institutions have the knowledge and motivation to undertake appropriate systemic changes to become or remain progressive. CRRF does refer to equipping partners to "operationalize anti-racist practices in their organizations…" and one way to do this could be through the development of training standards. Once developed, the training could be imparted to the most willing learners and their positive experience with it could be used to market the training to others.
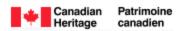
E.   Increasing public awareness

Current practice

The CRRF has yet to establish a profile nationally—A number of interviewees felt that the CRRF still had further work to do in developing public awareness of its existence at a national level. This is understandable in that the CRRF has only been in place for four years. The challenge is influencing public awareness of the need for fostering positive race relations/ denouncing unacceptable behaviour, and of the existence of CRRF to help achieve this goal. The CRRF may not have used all the means at their disposal in the initial years to increase public awareness. In particular, Board members could have been encouraged to use their position to speak out on racism on a local basis. There has been some criticism that the CRRF did not publicly announce its existence until thirteen months after it had been established. However, great strides have been made over the last two years to communicate the CRRF message and operations across Canada through newsletters, symposiums, community forums and other venues; and Board members have become more active in promotion activities at the local level.

CRRF increases public awareness of race related issues primarily through the Initiatives Against Racism (IAR) program, media interactions, promotional campaigns, public speaking engagements, fact sheets, media campaigns, video production and newsletters. These are discussed further below.

- **Initiatives Against Racism**—IAR has been discussed in detail separately as it is a major program of CRRF.

- **Media interactions**—CRRF's media interactions include press releases related to events it organizes, or those that announce CRRF's social events/incidences of significance to race relations. The media quotes and the public speaking engagements usually involve the Chair of the Board and the Executive Director. CRRF has played a role of being a watch dog and monitoring media events as they unfold. The Executive Director has been interviewed by wide ranging newspapers. For example, CRRF was very visible in the case of news anchor Avery Haines.

- **Promotional campaigns**—CRRF launched the "See People for who they really are- Unite Against Racism" campaign on November 4, 1999 in Ontario and on Dec 10 in Montreal, Quebec (to coincide with the anniversary of the UN Declaration of Human Rights). The campaign brought the CRRF in partnership with a diverse group of community agencies, the private and public sector as well as community organizations such as The Assembly of First Nations, Artists Against Racism, Advertising Standards of Canada, Bank of Montreal, Canadian Council for Refugees, Canadian Ethnocultural Council, CFMT TV, Canadian Teacher's Federation, Harmony Movement, TVO.

- **Media campaigns**—Includes the TV advertisement (phase 1: Dec 15 1999- March 31st 2000), mailing of campaign material, campaign items (posters, mugs, shirt, caps etc), campaign website, campaign video, and the Unite Against Racism bus shelter ad campaign in 2001. The UAR campaign received mixed reviews. Though all interviewees were aware of CRRF's public education materials; either by receiving the newsletter or by visiting their website, only a limited number of interviewees distinctly remembered the UAR campaign. Stakeholders were not certain whether the UAR campaign was effective on its own but were sure that as media campaigns go, that it would have incremental value. Some stakeholders

called the UAR campaign an absolute waste of money, considering the amount of resources used, and its focus on youth which they felt everyone in the field was doing. They recommended that instead the funds could have been used to focus on changing the perceptions and attitudes of decision-makers.

- **Newsletters**—To date 12000 newsletters have been circulated.[7] CRRF newsletters have evolved over time. The first *CRRF Bulletin* focused on the Japanese Canadian Redress Agreement, the second on Bill C-44 and a few speaking engagements that the CRRF was involved with, while the third focussed on Education. Later issues have focused on policing, employment equity, the World Conference Against Racism and Aboriginal Rights. Most stakeholders commended CRRF for producing high quality public information literature that was well researched and listed practical steps that community organizations could take. Some had used the information to write proposals. CRRF's media statements have been well noted.

- **Community events**—There have been a number of community events organized by the CRRF that support the work of establishing links to communities and the public. There have been four community events/panel discussions hosted by CRRF Board members in their regions. As well the CRRF has hosted community events in conjunction with some of its Board meetings (Vancouver, St. John's, Halifax, Winnipeg, Whitehorse). During the interviews, Board members noted the importance of the role they can play in this regard.

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[7] From Fall 1998 to Winter 1999 CRRF published the "CRRF Bulletin", and from Spring/Summer 2000 the newsletter was published as "Perspectives."

Opportunities

Increasing awareness with the public at large must be a key priority of the Foundation. This touches upon all aspects of the mandate of the CRRF.

- **Do follow up on issues raised**—CRRF needs to continue raising issues for public attention, but it must also demonstrate how it is addressing the very issues it has raised. Stakeholders point to a need for CRRF to follow up on events once they cease being headline news. For instance, in the case of the five skinheads who were convicted for the murder of Nirmal Singh Gill, CRRF publicly stated its disappointment at the lenient sentences handed out. But did CRRF or its partners assess why the lenient sentences were given? or what CRRF and its partners could do to ensure tougher sentences were given for such crimes in the future?

- **Maintain communication links with community-based organizations**—Stakeholders reported that while they valued being made aware of issues they wanted to make the CRRF aware as well. A recurring complaint was that CRRF was not heard from other than through newsletters. Communities wanted a regular avenue, where they could speak directly with CRRF management and where CRRF would graciously take criticism. The challenge for the CRRF is maintaining a balance between interfacing directly with individual communities and its broader public mandate.

- **Establishing contacts with the public at the local level through the members of the Board**—The Board members are a valuable resource to foster greater visibility of the CRRF at the local level. They should be supported in their efforts to generate interest in race relations at the local level, for example, through speaking notes, organization of local awards, training programs, local media campaigns. Such initiatives are already underway. Holding and publicizing Board meetings at the local level (similar to the one in Whitehorse at the end of June 2001) is one example.

- **Need to maintain focus on addressing systemic racism**—While public awareness can change attitudes and to some extent behaviour, it needs to be complemented by actions that address systemic racism. Influencing public awareness of unacceptable behaviour is a major challenge. For example, after the Haines incident, an on-line poll reported that about two-thirds of the respondents felt that Haines should not have been fired. Many interviewees felt that popular public sector programs that "celebrate diversity" while well meaning, can pull wool over the real issue of systemic racism. While they acknowledged that CRRF and others need to increase public awareness of racism which can change attitudes, and to some extent behaviour, CRRF should not lose sight of the larger problem of systemic racism. CRRF needs to be doing work at both ends of the spectrum, i.e., increasing public awareness as well as addressing systemic racism. Both activities contribute to the other.

- **Focus on local media campaigns as well**—Another suggestion was for CRRF to advertise in "local" newspapers and focus on community events. Although an on-air media campaign reaches several millions of people at a given time, they are costly in that they need to be repetitive in order to become familiar to people. Again, this relates back to the overall mandate of the CRRF, and reaching an appropriate balance between creating greater awareness in the public at large and focusing on communities at the local level.

F.   Collaboration with the private and public sectors

Current practice

CRRF collaborates with community organizations for various public awareness, consultation and information exchange activities. For example, it has also collaborated with the Canadian Human Rights Commission, the Ontario Human Rights Commission, Ontario Federation of Indian Friendship Centres and the Elementary Teachers Federation of Ontario for joint public education activities. At present, the most significant collaboration that CRRF has had with other organizations from multiple sectors has been for the Unite Against Racism (UAR) media campaign.

Opportunities

- **Enhance its network**—CRRF realizes that more needs to be done in forming strategic partnerships and plans to enhance its network with business and labour sectors from 2000/2001.

- **Support the private sector**—In addition to expanding its network of contacts, CRRF could institute and support programs and activities (such as training) in the private sector. The CRRF could potentially be partnering with individual private companies, or labour groups.

- **Conduct joint activities with other levels of government**—CRRF needs to define how it plans to make in roads with all levels of government in instituting programs. While CRRF has engaged in some joint public education activities with other partners, CRRF could consider working in collaboration with metro councils, provincial governments, and with the PCH.

- **Pursue a more national focus**—CRRF needs to ensure its collaborative activities with local organizations are done across the country so as to increase its visibility at a national level.

G.   Development of race relations policies and programs

Current practice

CRRF could further enhance its role in supporting the development of national policies and programs affecting race relations. Examples of activities already undertaken in this area include consultations relating to the Hate and Bias Crime Roundtable and the UN sponsored World Conference Against Racism, Racial Discrimination, Xenophobia, and Related Intolerance (UN-WCAR). It also developed position papers for the UN-WCAR conference being held in South Africa in Sept 2001, and attended Prepcoms and international NGO meetings.

Opportunities

The Foundation needs to develop an overall strategy and plan to influence the national policy agenda on race relations.

- **Develop overall strategy for influencing policy makers**—Stakeholders pointed to their expectation that CRRF should be leading recommendations for policy change, as it has a national profile and does not rely on project funding from the government.

- **Use research results to influence policy-making**—CRRF could make use of research undertaken internally and externally to help set the public policy agenda. While each research proposal is accepted by the CRRF on the basis of demonstrating its policy and program relevance (i.e., how will the research undertaken make a value added contribution to current policy debates and program approaches) there may be further opportunity for the CRRF to use the research results to influence policy making and program development in the public arena at large.

- **Use relationship with government to influence national policy agenda**—While CRRF may have greater access to the government, some stakeholders felt that its poor relationship with the government had jeopardised its policy promotion role.

- **Foster partnerships with other national public organizations that have an influence on policy questions**—As one stakeholder noted, "CRRF should create linkages and alliances to lead policy change".

- **Make use of international experience**—CRRF's mandate may be unique to it within the national context, but it is definitely not unique internationally. CRRF could reach out to other institutions worldwide and make effective use of their experiences in developing its approaches/strategy on influencing policies—for example, by developing an international expert advisory panel in race relations in the world. Several well known institutions use this mechanism for a number of strategic purposes such as increasing their profile, their credibility and their programming ability. The Advisory Panel may be convened once every three to five years, so as to play a supportive role to the CRRF management and its Board. There may also be follow-up to initiatives started through the recent United Nations Conference.

3. CRRF Programs

This section assesses CRRF's program delivery in relation to its mandate, i.e., how successful has the CRRF been in meeting its mandate and related program objectives. The efficiency of CRRF's programs is difficult to quantify due to the fact that resources are not allocated to defined activities nor are project objectives clearly linked to the CRRF's mandate. In any case, standard measures of efficiency would not be that relevant given the CRRF's current size. As a result of these limitations, our focus in this section of the report is more on program delivery.

While most activities of CRRF contribute to more than one mandated function, they do also contribute **most directly** to certain components of the mandate than they do to others, and have been classified as such (see Figure 2). This categorization allows for clarity of analysis, while fully acknowledging the contribution of various activities to multiple outcomes. For instance, while the research programs contribute to all seven components of the mandate in varying degrees they contribute most directly to the development of a Research and National Information Base.

Figure 2: CRRF's Mandate, Programs and Activities

CRRF Mandate	Programs	Activities
a) Research/national Information Base	Contract Research, Commissioned Research	Documentation collection and development, database of contacts, web site
b) Clearinghouse and Linkages		Resource centre, searchable bibliography, information and referral via telephone, web, documents (this mandate is closely linked to all the programs)
c) Consultation and Information Exchange	IAR	Forums, Conferences, Meetings, Consultations
d) Promoting Race relations Training and Development of recommendations for Standards	AOE, IAR training projects	
e) Increasing Public Awareness	IAR, Communications	Media interaction, public speaking, engagements, fact sheets, newsletters, UAR, videos, web site
f) Collaboration with public, private, sector institutions in instituting and supporting programs and activities		Active contacts in the labour and business sectors. Also relates to activities under Unite Against Racism, IAR, and AOE.
g) Supporting and promoting the development of recommendations for effective policies and programs	AOE	CRRF Aboriginal Issues Task Force, Participation in the UN-WCAR consultations and development of a position paper

A. Contract research

Current practice

The contract research program is a grant program whereby requests for proposals are issued once every two years on themes chosen by CRRF's Research Advisory Panel (RAP) (For details see Appendices C and D).

Figure 3: Contract Research 1997

Project Title
Systemic Racism and Employment Equity Policy in Canada: Strategies for Effective Implementation and Greater Diversity
Curricula and Special Programs Appropriate for the Study of Portrayal of Diversity in the Media
Diagnosing Systemic Racial Discrimination in Organisational Culture
Racist Discourse In Canada's English Print Media
Cultural Differences and Secondary School Curricula
Towards An Ethnography and Practical Model of Multicultural/Anti-Racist Education on the University Campus
Race Relations Training in Canada: Towards the Development of Professional Standards
Education Strategies to Combat Racism in Canada
Les jeunes d'origines haïtienne et jamaicaine au Québec
Systemic Racism in education and employment and strategies to improve the situation

Figure 4: Contract Research 1999

Project Title
Improving Aboriginal Studies in Non-Aboriginal Controlled Schools
The Contribution of Education Strategies to Employment Equity: the Case of Social Work
Research on Integrating Accountability for Employment Equity in Canada
Racial Discrimination as a Health Risk for Female Youth: Implications for Policy and Healthcare Delivery in Canada
Paths to Healing: Youth Surviving the Impact of Everyday Racism
Symbolic Racism in Young Canadians

The RFP for contract research is very well developed and contains three standards that each selected proposal should meet. These are:

- policy and program relevance (i.e., how will the research undertaken make a "value added contribution to current policy debates and program approaches");

- analyze issues that have national relevance; and

- develop concrete strategies for promoting equality for all Canadians especially the marginalized ones.

The guidelines for contract research clearly ask for research objectives, the knowledge gaps that the research will address, and the relevance of the recommendations to promoting racial equality

in Canada. Applicants are strongly encouraged to involve community organizations that are involved in anti-racist work in designing and working on the research project.

Initial screening of proposals is done by staff which then forward the shortlist to the Research Advisory Panel (RAP). The RAP in turn is composed of a mix of academics, community leaders, lawyers and representatives of community agencies, who review the final research reports and recommend how the results should be disseminated. Research results are disseminated using news conferences, symposia, and the CRRF web site. All final reports can be mailed out on request and CRRF has recently started publishing "Directions", a digest which summarizes research results and is available by subscription.

Opportunities

- **Channel research findings into a process for program and policy change**—As noted earlier, once results become available they are shared by various means such as news conferences, publications, symposiums etc. The challenge is for CRRF to now make strategic use of these findings beyond information dissemination, and to translate findings into recommendations for policy and program development. Plans to increase staff capabilities in this area will help to make this happen.

- **Streamline research process**—Operationally, CRRF recognizes that it needs to streamline its Contract research program so that researchers are told very specifically about issues that CRRF needs examined. As with any new program, CRRF has also experienced teething problems in implementing its research programs. Some reports have been delayed, while some have not fully addressed the Terms of Reference. Some contracts have taken over a year to negotiate.

- **Tighten contract requirements**—Contractual obligations of researchers need to be tightened so that CRRF can be the first to reap the benefits of its investments. File review also shows a case where, despite clear contractual obligations, a researcher published results prior to these being published by CRRF, which essentially meant CRRF could take little credit for bringing the results to light.

B.   Commissioned research

Current practice

Commissioned research refers to research funded by CRRF for which there is no competitive Request for Proposal (RFP) process and the research topics are based on the policy and program development needs of the CRRF as identified by the Environmental Scan report. The budgetary limit is determined by the Program budget allocation. Since 1997, seven commissioned research projects have been undertaken. See Figure 6 and Appendix E. The commissioned research reports have either identified further research needs or been used to develop CRRF programs. For instance, the "Report Card on Racism—feasibility study" led to the follow up study "Unequal Access." The Environmental Scan report, as well as the report on "Increasing Public Awareness of Race Relations in Canada" was used to further develop CRRF's programs and activities. The intent is to use the results of research to help develop recommendations for policy change.

Figure 5: Commissioned Research Projects

Original Project Title
A Feasibility Study on the Indicators of Racism
Environmental Scan
Review of Anti-Racist Training Materials (see annual report 1999)
Survey of Public Education Materials and Campaigns
Funding for Change: Meeting the Challenge
Report Card on Racism (Unequal Access)
Racist Discourse in the National Post – An Addendum Report to Racist Discourse in Canada's English Print Media

A three-tiered process is in place for the review of these research reports. Interim and final reports are reviewed by the program officer, then the director and finally the Executive Director. Some research reports, such as the "Unequal Access" report, have in addition been reviewed by the RAP.

Opportunities

- **As the next step in the Foundation's evolution, we recommend the CRRF use the commissioned research program to assess the effectiveness and efficiency of its current programs**—As in the case of contracts research, one challenge for the commissioned research is to channel findings into a process for change. So far CRRF has used the Commissioned Research programme to decide which sectors/areas it should focus its attention on. This process has led the organization to choose the Education and the Employment sectors as a priority for tackling racism issues.

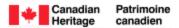## C.   Award of Excellence

Current practice

CRRF awards one Award of Excellence and some Awards of Distinction to "recognize public, private,[8] or voluntary organizations whose efforts represent excellence and innovation in race relations practice in Canada."[9] The AOE awards are granted once every two years, in the fields of education, youth, employment, media and general at an Award of Excellence Gala Ceremony. The AOE event also includes a conference and workshops where race relations practitioners particularly the award winners share their innovative approaches. The AOE program publicly acknowledges "best practices" and thus implicitly sets standards for others in the race relations field.

A tremendous amount of thought and effort has gone into designing the Award of Excellence program, right from the selection criteria to the adjudication process. In fact the year 2000 AOE programs reflect many positive procedural developments over the 1998/99 program such as:

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[8]   Public, private, government sectors, NGOs and community-based groups nominate themselves for an award. If private or government organizations are winners, they are invited to award the cash prize to a non-for-profit organization of their choice.

[9]   Several other purposes of the AOE include: i)To further the Foundation's mission to eliminate racism in Canada; ii) To collect information and materials aimed at the elimination of racism; iii) To establish partnerships with a broad range of public, private and voluntary organizations; and iv)To celebrate achievement in the struggle against racism in Canada.

- a decrease in the nomination processing time by three months, i.e., (from Fall to Spring, rather than Summer to Spring); and

- the development of selection criteria that seek inclusion of racial minorities and Aboriginal peoples in the design and or implementation of the initiative.

At present detailed information is available only for the 1998/99 AOE cycle, and this limits our analysis. Certainly, interest in the AOE has increased tremendously (78 nominations for the second call as compared to 40 in the first call).

Opportunities

- **The AOE program could benefit by including a mentorship component**—Based on interviews with some of the stakeholders including award holders as well as available documentation, there may be an opportunity for the CRRF to make more strategic use of this program, particularly of the award recipients. While there is certainly value in recognizing excellence there is tremendous need for disseminating excellence. Although there is certain amount of sharing of experiences at the AOE symposium, more could be achieved in terms of dissemination by having a plan of linking award recipients with those that want to learn from them. At present, once the awards are granted there appears to be little or no follow up with the recipients. Although the AOE guidelines clearly states that the Foundation would partner with the recipients in the "development of local, regional and/or national event(s) and celebrations" it is unclear to what extent this has happened. One recommendation is to expand the AOE program to include a dissemination strategy whereby each award winner links up with and mentors 4-5 agencies in strategic sectors, who in turn identify 4-5 agencies to share their skills with. The Award winners could help organizations with their strategy, programming, networking etc and could be compensated nominally for these efforts for each agency they mentor.

- **Recognize the contribution of exemplary government programs**, as the CRRF did in recognising the contributions of the intercultural policy of Ville de Saint- Laurent at the AOE ceremony in March 2001.

- **Increase the standards for the AOE,** i.e., any organization that wins the award should be a shining example of how its own structure reflected opportunities for minorities to reach the top. Some suggested CRRF could require all organizations it considered its allies to sign to an anti-racist code of conduct, much like the Public Education Program (PEP) application which asked applicants to identify whether they had signed the Canadian Human Rights Declaration.

D.   Initiatives Against Racism (IAR)

Current practice

The IAR was originally called the "public education program" which was a grant mechanism to support increasing public awareness of the positive contribution of racial minorities and to dispel biases towards them. In 1999, the public education program was renamed the IAR program and was launched with a tightened criteria and focus on anti-racism work. The IAR program is a grant mechanism whereby funds are allocated to urban organizations and up to $7,500 to rural organizations to supplement funding for projects that qualify for at least two of the four funding criteria.

Activities for which funding is currently provided for: co-sponsorship of anti-racism conferences, panels, symposia, and commerative events with the potential to achieve broad public awareness; co-sponsorship of anti-racism materials and campaigns (print, video, audio, electronic) with the potential to achieve broad public awareness; and seed money for the development of large scale anti-racism activities with the potential to achieve broad public awareness. The IAR program has to date funded 15 training projects, 44 projects that aim to increase public awareness, 12 to support the development of policies and programs and 15 to support consultations and information exchange.

Despite the relatively small amount of IAR funding as perceived by some stakeholders, IAR funding is appreciated by small organizations, who use it to leverage funds from other sources. Also, recipients were appreciative of more than the financial help. Some such as AMSSA went further with some glowing comments for CRRF "We applaud the CRRF for recognizing the importance of meaningful youth participation in all levels of decision-making, particularly in initiatives that target them." Most encouragingly, some stakeholders were willing to volunteer their time to help CRRF with its programs.

Opportunities

- **Strengthen monitoring and reporting to track outcomes**—A confidential report of the IAR for 1998-2000 was prepared internally by CRRF which concluded that while the sectoral scope of the program was diverse, some of the provinces were not represented well, reports were not received on time or at all and that CRRF did not get "enough recognition in the projects it funds." These findings led to many improvements. For instance, a rural category was added to the IAR, in recognition of the scarcity of resources/options for funding available to more isolated rural areas, and clearer Terms and Conditions of Acceptance were drafted requiring the recipient to submit a report on the use of the funds within three months of receiving the IAR grant and acknowledging CRRF support. Although the CRRF Program Matrix of Indicators (see Appendix J), shows that the IAR program serves multiple purposes such as development of training and standards, supporting and promoting policies and programs as well as facilitating information exchange, this is hard to substantiate in the absence of program monitoring by staff, as well as problems associated with not receiving reports and or reports that have insufficient information on key indicators.

- **Require organizations to track the benefits of increasing public awareness, of facilitating information exchange and training, etc.**—CRRF needs to engage with each recipient (especially those that are weak in reporting) to help them assess and document use of the grant. For instance while it is relatively simple for IAR recipients to measure the number of people that are trained, or activities that increase public awareness, it may be more difficult for those who seek to them to assess how the IAR grant contributes to promoting policies and programs.

4.   Management Infrastructure

The following section discusses the extent to which the CRRF has maintained effective management control over its operations. This assessment addresses significant elements of control, such as resources, systems, processes and culture, that must exist to support the CRRF in the achievement of its objectives. Assessing the current management framework results in an understanding of the ability of CRRF to meet its objectives, identify significant issues that need to be addressed, and identify key risks facing the CRRF. The assessment was made on the basis of the Management Framework Criteria described in Appendix G.

A.   Accountability to Parliament

"Accountability to Parliament" relates to the CRRF's reporting relationship to Canadian Parliament as a Crown corporation and its awareness of its responsibilities as a Crown corporation.

Current practice

The CRRF is ultimately accountable to Parliament through the Minister of Canadian Heritage and the Secretary of State (Multiculturalism) (Status of Women). The CRRF is aware that the Minister of Canadian Heritage is responsible, on behalf of the Government, for establishing the strategic policy frameworks, priorities, and broad objectives within which Portfolio members carry out their activities. Although there is no requirement for the CRRF to align their priorities with those of the Department, the CRRF's priorities and objectives are linked to the Department's strategic objectives such as connecting Canadians to one another and reflecting the diversity of Canada through all forms of expression.

The CRRF is currently meeting its accountability requirements as defined under the Act and is meeting broad federal objectives through its operating activities. As noted earlier in the discussion on the legal status and accountability arrangements of the CRRF, the following mechanisms are the key drivers in terms of the accountability of the Foundation to Parliament:

- The enabling legislation, the Canadian Race Relations Foundation Act, defines the accountability regime governing the Foundation. Section 17 of the Act expressly states that the Foundation is not an agent of her Majesty; that the Chairperson, directors, Executive Director, officers, employees and agents of the Foundation are not part of the Public Service of Canada; and that Part X of the Financial Administration Act does not apply to the Foundation. The Foundation has the capacity and the rights, powers, privileges of a natural person (Section 5).

- The Act had as its origins the Japanese Canadian Redress Agreement reached with the National Association of Japanese Canadians, and the establishment of the $24 Million Endowment Fund. The capital and interest of the Endowment Fund are transferred to the Government of Canada and any other government on a proportional basis relative to their total contribution to the Foundation if the Foundation is dissolved.

- Other origins to the enabling legislation, as stated in the Preamble to the Act, are the *International Convention on the Elimination of All Forms of Racial Discrimination*; the *Canadian Charter of Rights and Freedoms*; the *Constitution of Canada* and its recognition of

the importance of preserving and enhancing the multicultural heritage of Canadians and its recognition of the rights of Aboriginal peoples in Canada; and the *Canadian Multiculturalism Act* and the promotion of full and equitable participation of individuals and communities of all origins in Canadian society.

- The Foundation is deemed, for the purposes of the Income Tax Act, to be a registered charity within the meaning of that Act (Section 21).

- The Foundation is managed by a Board of Directors consisting of a Chairperson and not more that nineteen other directors appointed by the Governor in Council, on the recommendation of the Minister, after the Minister has consulted with "such governments, institutions, organizations and individuals as the Minister considers appropriate."

- CRRF's communication with the Department is partially facilitated through the invitation of the Deputy Minister to attend all CRRF Board meetings. The Deputy Minister, or person designated, is entitled to attend Board meetings.   The Deputy Minister has designated the Director General, Multiculturalism and Aboriginal Peoples' Program to attend these meetings.

- An Executive Director is appointed by the Governor in Council, on the recommendation of the Minister, after consulting the Board.

- The CRRF has submitted an annual Corporate Plan as part of the agreement for start up funding. Standard Treasury Board guidelines were used for the development of these Corporate Plans.

- An Annual Report is submitted to the Minister for tabling in Parliament, which includes a description of the year's activities and audited financial statements. The Foundation is required to make this report available to the public. (Section 26)

- After the fourth anniversary of the coming into force of the Act, the Minister, after consultation with the Board, must evaluate and prepare a report on the Foundation's activities and organization, including a statement of any changes that the Minister recommends (Section 27). This will be the outcome of the current review.

As noted earlier, the above accountability mechanisms are not quite as stringent as those governing other Crown Corporations that fall under Part X of the Financial Administration Act. For example, such requirements under the FAA include the yearly approval of corporate plans, special examinations every five years in addition to the annual audits of financial statements, and the requirement to establish an audit committee.

The above accountability arrangements are each discussed further in the following sections of the report under Governance. We identify below opportunities that are more general in nature.

Opportunities

- **The CRRF's unique organizational status and accountability arrangements need to be further clarified and agreed upon**—As discussed extensively in the report already, the Canadian Race Relations Foundation Act and the history leading up to this Act (e.g., the Japanese Canadian Redress Agreement) resulted in the CRRF assuming a unique organizational status and accountability arrangements. Further discussion between the CRRF and the key stakeholders within the Federal Government (e.g., the Minister, Deputy-Minister,

Multiculturalism Program) would be beneficial to clarify to what extent the CRRF should be operating at "arms-length" from the Federal Government and still be within the spirit of the legislation, what should be the nature of the relationship between CRRF and the Department of Canadian Heritage, the degree of consultation and input of the Board into appointments, and what specific mechanisms need to be implemented at an operational level for the CRRF to be held accountable to the Federal Government. This discussion could address a number of real or perceived issues, such as the level of involvement of the CRRF Board in the process followed to recruit the Executive Director, the view that the CRRF is operating as a private not-for-profit advocacy group, and the view that the CRRF is possibly in non-compliance with the accountability requirements to Parliament. The results of this discussion may also be of interest to other multiculturalism and anti-racism groups in terms of their relationship with the CRRF and the Federal Government.

It should be pointed out that this discussion is not unique to the CRRF and PCH. The Office of the Auditor General (OAG) review on Governance of Crown Corporations cites the need for dialogue to reach a common understanding between each Crown corporation and the responsible minister on the implementation of key aspects of governance, and the importance of recording this understanding.[10]

- **Reporting on the results of CRRF's annual activities could be more directly linked to its annual plans and priorities**—The main reporting requirement as specified in the Act is the submission of an Annual Report for tabling in Parliament. While the Annual Report does provide an overview of the CRRF's activities during the year, this only provides information on its end results. More information is needed up front on the CRRF's plans and priorities in order to appropriately determine whether the results achieved by the CRRF are consistent with its annual plans and priorities. Other Crown corporations within the PCH Portfolio are required by legislation to table their Corporate Plans with Parliament as well as a Summary Plan to the House of Commons. As stated previously, CRRF's legislation does *not* require this. However, as noted by the Office of the Auditor General in their review of Governance of Crown Corporations Areas, "Corporate plans set out the strategic direction of a Crown corporation and are intended to be the cornerstone of the Crown corporation control and accountability framework of the Financial Administration Act."[11]

B.   Governance

"Governance" refers to the process and structure for overseeing the direction and management of an organization to enable it to carry out its mandate and objectives effectively.

CRRF Board of Directors

Current practice

The CRRF is currently governed by a Board of Directors consisting of a chair and fifteen other directors who are appointed by the Governor in Council. The CRRF directors serve for a term of up to three years which is renewable. Up to nineteen members may be appointed to the Board.

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[10]   2000 Report of the Auditor General of Canada – December – Chapter 18, page 21.

[11]   2000 Report of the Auditor General of Canada – December – Chapter 18, page 2.

**CRRF Board members represent a mix of members from different backgrounds, from
different regions of the country, and with diverse opinions**—The CRRF Board has a mix of
members from different ethnic backgrounds. In addition, CRRF Board members provide skills
from a variety of diverse backgrounds, including science, law, business, and education. The
selection and recruitment of knowledgeable and skilled candidates to the board is of prime
importance. Board members are appointed by the Governor-in-Council using the CRRF Board
of Directors' terms of reference as the main criteria for selection. All Board members are very
vocal about ensuring that the CRRF has representation that covers all visible minorities or ethnic
groups across the country, and this is communicated to the Minister through the Chair. All Board
members are required to sign a Conflict of Interest Code, which is intended to ensure confidence
and trust in the integrity, objectivity and impartiality of the Board members.

The Board appears to be functioning well—The Board has progressed from focusing on
operational issues in the first year to focusing almost exclusively on strategic issues and
management oversight in the past two years. A number of Board committees are currently in
place including the Executive Committee, Finance Committee, HR Committee, Aboriginal
Issues Committee, Communications Committee and Programs Committee. In addition,
Committees of the Board are seen as being very accountable and productive by the Board
members. At every Board meeting, all Committees report verbally and formally on recent
activities and follow up on prior meeting implementation schedules.

The Board and management have had a good working relationship—Agendas and meeting
materials are provided one week in advance of Board meetings. Overall, the Board is satisfied
with the quality and timeliness of information provided by both management and the
Committees. The Board relies upon management to implement their recommendations and
decisions and appears to be satisfied that management's actions are reflective of Board decisions
on a timely basis. The Chair and the Board generally feel that they have been notified of
significant issues by CRRF's management on a timely basis. It is important to emphasize the
continuance of the current practices with respect to reporting and communication of information
in advance of Board meetings to maximize Board efficiency and effectiveness and the
importance of the Executive Director to attend all Committee meetings to ensure that CRRF
management is informed of Committee activities and progress on a timely basis.

We received mixed feedback on the orientation of Board members—Some feel that the
orientation of new Board members could be still further strengthened. However, the CRRF has
taken steps to provide a formal orientation to Board members. A Board Orientation binder has
been developed and is distributed to new Board members. An in-person Board Orientation
session was held in 1999 when a number of new Board members were appointed. A governance
workshop held in 2000 also assisted with orienting and training Board directors with respect to
governance issues.

Issues and Challenges

**Although Board members currently represent a variety of diverse educational
backgrounds, concern has been expressed regarding their expertise and experience in race
relations issues**—At times there have been long time lags in appointing new Board members
which has impaired the credibility and effectiveness of the Board. The first principle of effective
governance as identified by the Canadian Comprehensive Audit Foundation is to ensure the
Board has the necessary knowledge, ability and commitment to fulfill its responsibilities. The

Privy Council Office has recently requested all Crown corporation boards to complete a profile of the skill set required on their respective Boards. We understand that CRRF is in the process of completing such a profile, which will be taken into account when new members are appointed in the future.

Concern has been expressed for a potential conflict of interest with respect to Board members who are currently members of organizations that receive substantial funding from programs within the PCH department—This situation is perceived to impair the credibility of the Board in the eyes of other non governmental organizations who are the primary stakeholders of CRRF's operations, as it is felt that members in this situation may be more apt to speak on behalf of the government, rather than in the CRRF's best interests, to preserve their sources of government funding.

There is a need for more consistent PCH representation on the Board of Directors—Although the PCH Board member is non-voting, there is a perception that PCH is still capable of influencing Board decisions by virtue of their attendance at these meetings. In addition, the Deputy Minister generally designates the Director General, Multiculturalism and Aboriginal People Program to attend CRRF board meetings. However, there has been turnover in this position over the past three years which has led to a lack of a permanent representative that has impaired communication between CRRF and PCH. The Board is uncomfortable with the sharing of views with representatives who are not necessarily familiar with the CRRF organization and programs.

Opportunities

- **The CRRF should complete a Board profile and this profile and the input of existing Board members should significantly influence future Board member appointments**— Recommendations by the existing board should influence the future board member selection as the Board's experience provides an ideal basis to review the suitability of its composition and the effectiveness of its performance. According to the Office of the Auditor General's October 2000 Report, when the government acts upon board profiles and stated requirements developed by the boards of Crown corporations, the appointments of members better meets the Board's needs. As a result, the CRRF Board needs to produce a profile that specifies the skills required based on identified needs or gaps that focus on the Board position rather than the individuals who may fill these positions. This exercise must be completed to allow for an appropriate representation of various skills required for the Board to function effectively. This is consistent with the OAG recommendation that "Each Crown Corporation should develop a board skills profile. The chair, on behalf of the board, should communicate the profile to the responsible minister, the Privy Council Office and the Prime Minister's Office, as well as the board's specific skills and capability requirements for upcoming vacancies. The government should act on these stated requirements in its selection of directors."[12]

- **Stagger appointments**—Some concern has been raised over the timeliness of Board appointments. Board expiry dates need to be staggered to ensure that the continuity of expertise and corporate memory is not compromised and to ensure that the Board appropriately represents Canada's diversity at all times. This is also consistent with the view of the OAG in general that "The government should decide on Crown corporation director

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[12]   2000 Report of the Auditor General of Canada- December – Chapter 18, page 9.

appointments on a timely basis, improve the staggering of term expiry dates and increase the length of service of qualified directors".

- **The CRRF and the PCH should review the role and contribution to be provided by the PCH Board representative**—The continuing practice of inviting the deputy minister to attend board meetings is consistent with findings in the OAG's October 2000 Report in which it is stated that the knowledge and expertise of the deputy minister can assist boards in better appreciating government policy and will improve the deputy minister's understanding of the organization. However, it is recommended that members of both PCH and the CRRF engage in some discussion regarding the expected contribution, or value-added input, that the PCH representative can play as a Board member. This will clarify the representative's roles and responsibilities vis-à-vis the CRRF Board, and will help resolve conflicting perceptions with respect to the influence that this member has on Board decisions. PCH should also make an effort to ensure that the same representative attends all the meetings over a certain period of time.

- **Board members should be encouraged to use their position within their respective community to promote the mandate of the CRRF**—To assist the CRRF in gaining greater recognition, Board members should be encouraged to promote the CRRF and its mandate in their community. This can be greatly facilitated by the preparation of standard facts and findings on the CRRF's activities that can be used by Board members in preparing speeches and presentations. This is already underway.

- **The Conflict of Interest Code for Board members needs to be re-examined**—Consideration should be given to modifying the Conflict of Interest Code for Board members or the Board's profile to ensure that members of organizations who receive a significant amount of funding, such as 20% of their total funding, from the PCH department are not eligible for Board membership. It is our understanding that steps are underway to rectify this situation.

- **The Foundation should continue to develop the orientation provided to new Board members**—It is recommended that a formal orientation session or package be provided to new Board members to ensure that they are familiar with the manner in which the CRRF Board operates and with their particular roles and responsibilities as a Board member. In particular, directors should receive training in their responsibilities to the CRRF, the CRRF's relationship with the government, compensation policies for Crown corporation executives, and CRRF Board procedures. This is also consistent with the recommendations of the OAG review of Governance of Crown Corporations.

Executive Director

Current practice

The Executive Director and CEO is appointed by the Governor in Council for a term of up to 5 years and serves as a non-voting member of the Board. The Privy Council Office is responsible for placing ads for the Executive Director position. Potential candidates are discussed with the Chair of the CRRF Board of Directors, the Secretary of State and the Minister. Ultimately, the appointment is the responsibility of the Governor in Council. There was no legal obligation for the Minister to consult with the Board on the appointment of the first Executive Director, although in practice the Chair was consulted. Sub-section 9(2) of the Act requires the Minister to consult with the Board on the appointment of subsequent Executive Directors. There is a formal job description for the Executive Director which is used as the criteria for his or her appointment.

The CRRF Board perceives problems with the current process. The Board feels strongly that there should be a clear and transparent process for the selection of the Executive Director, which includes checks and balances, and that the process should be understood by all the parties involved. The Board also believes that the CRRF should be given some latitude in making recommendations for change of the Executive Director when required.

The CRRF Board passed a resolution in the fall of 2000 to have a voice in the selection process of their Executive Director. The Minister agreed that a Selection Committee would be established with one representative from each of the CRRF, PCH, and the Privy Council Office. The Board developed a list of five criteria that they believe to be significant in the selection of the CRRF Executive Director. Based on these criteria, the Board recommended a short list of applicants to the Minister. CRRF has proposed that the government representatives on the Selection Committee prepare a short list of three applicants and allow the CRRF's Board to select its new Executive Director from this list. The CRRF Board has had difficulties with the process currently underway, however it is not appropriate for us to make any comments until the process is complete.[13]

The Human Resources Committee of the Board assumes responsibility for the annual performance review of the Executive Director. Before the beginning of the next fiscal year, the Executive Director sets objectives for the performance of CRRF and this becomes the basis of his or her evaluation in the following year. The Human Resource Committee summarizes the Executive Director's performance results and presents this to the Board for feedback. The Chair then signs a formal letter and encloses the performance evaluation for submission to the Privy Council Office, where the Committee on Senior Officials, responsible for reviewing the performance of all heads of Crown corporations, will make a recommendation to Cabinet through the Governor in Council regarding corrective action or dismissal based on this performance review.

Opportunities

- **The CRRF Board of Directors should have significant input into the selection/ renewal of the CRRF Executive Director and the selection of future Board members**—It is critical that the Board have greater authority or influence over the hiring and dismissal of the Executive Director in order for the Executive Director to be accountable to the Board as opposed to the government. While stakeholders were appreciative of the fact that the CRRF Board must be representative of different regions of Canada, they were critical of the process of selection of the Executive Director and the Board. The stakeholders were very apprehensive about what appeared to be considerable political control over the appointments. In particular, Board members are concerned that their authority is lessened considerably if they do not have any input into the selection of the Executive Director. As identified in the Office of the Auditor General's October 2000 Report, boards must work with the Executive Director to build a relationship of openness and trust. An important aspect of this is to establish a clear accountability relationship for the Executive Director to the Board. In the private sector, this accountability relationship is achieved by virtue of the Board's power to hire and fire Chief Executive Officers and fix their remuneration.

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[13] One issue has been the elapsed time (11 months) required to staff the Executive Director position.

The OAG identified three different models in recent appointments of CEOs to Canada's Crown corporations: the "Centre-selects" model where the government controls the search and selection without meaningful consultation; the "Centre searches" model where the government runs the search and recruitment process, but only after meaningful consultation with and buy-in from the chair as proxy for the board; and finally, the "Board searches" model where the Crown corporation leads the CEO search process through either a search committee or the board, the PMO and PCO suggest additional candidates, and the PMO confirms the selection of the candidate recommended by the search committee. The OAG recommends that the board of directors lead the process of selecting the CEO, although a transition strategy should be used where a board does not yet have the capability to carry out this approach.

In order to enhance credibility of appointments, we recommend that the recruitment and selection process provide for a more formal and transparent consultative process with regards to Board appointments and the appointment of the Executive Director. For example, the Governor-in-Council could select the Executive Director from the short-list of Board-recommended candidates to establish a clearer accountability relationship between the Executive Director and the Board. A process could be established to allow for greater consultation with all of the Board members. It is critical that the Board's input take priority in both the hiring and retention decisions in order for the Board to be accountable for the oversight of CRRF's operations. This approach would also be consistent with the unique status of the CRRF under the Canadian Race Relations Foundation Act.

- **Consideration should be given to establishing a formal accountability agreement for the Executive Director**—The accountability agreement should state the overall performance objectives, goals and targets for the Executive Director and should be used a key tool in evaluating the Executive Directors annual performance. This is a general best practice that is beneficial in clearly establishing the expected performance of senior management in any organization.
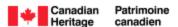
C.   Vision, mission and values

This criterion addresses the need to ensure the CRRF's mandate, objectives and values are clearly defined and communicated to staff and other stakeholders to permit an understanding of the primary purpose of their activities.

Current practice

The CRRF's vision, mission and goals are well documented in the Strategic Plan and the Annual Report—The Strategic Plan developed and updated evaluated annually and approved by the Board, details CRRF's strategic issues over the next three years based on an internal and external environmental analysis. Objectives and strategies as defined in the Strategic Plan are communicated and evaluated through an annual staff retreat where a common understanding of the CRRF's goals and priorities is established among all staff and an evaluation of the preceding year's achievement of objectives is discussed.

The CRRF vision, mission and objectives are well communicated—The CRRF communicates its vision, mission and objectives to external stakeholders through its web site and various publications. The CRRF's quarterly newsletters and periodic Fact Sheets discuss significant activities undertaken by the CRRF as well as findings from research projects in relation to the CRRF's objectives. The CRRF vision is also communicated through public

education forums, news conferences, and speeches and presentations made at relevant conferences and events. In 1999/2000, the CRRF expanded its public exposure through media coverage in print, radio, and television, commenting on issues including employment equity, policing, the justice system, media, hate crime and immigration. In addition, the CRRF launched the "Unite Against Racism" campaign, the largest and most diverse anti-racism campaign of its kind in Canadian history.

Program objectives and eligibility and selection criteria for applicants in all program areas are well documented, for example, in the program application guides and on the CRRF's web site. Program objectives are also communicated through mail-outs to potential funding recipients from the CRRF database, which is focused on organizations with an anti-racism mandate.

A well defined planning process is in place—During the first four years of CRRF's operations, i.e., 1996/1997 to 1999/2000 it was supported by contributions as start up funding from the Department of Canadian Heritage. As part of the agreement for start up funding, CRRF was required to submit annually to the Minister of Canadian Heritage, a three year Corporate plan. Standard Treasury Board Guidelines were used for the development of the Corporate Plans. The Corporate Plans contained a section on Strategic Issues, and StrategiesTactics/Performance measures. The Corporate Plans were developed by a core group of Board members (members of the Strategic Planning Committee) along with the senior management of CRRF. The Corporate Plans were then reviewed and approved by the Board. In 2000, CRRF developed a separate Strategic Plan for 2000/2001 to 2002/2003. CRRF has definitely made a good start in having a system whereby the management and Board are actively involved in drafting a strategy, which takes into account the external and internal environment influencing the CRRF.

Opportunities

- **The CRRF's Strategic Plan could be better linked to the organization's mandate**—The CRRF's must be able to communicate to its stakeholders the intended results of its programs and activities. Under the current reporting structure, it is difficult to assess the extent to which the CRRF is accomplishing its objectives and to demonstrate its successes and strengths in addressing racism. The CRRF's Strategic Plan should include performance indicators to help measure the CRRF's impact in achieving its objectives, and clearly link expected results with CRRF's mandate and objectives. The Performance Measurement Framework (Appendix F) is intended to help the CRRF identify actual impacts of funded projects and strengthen the link between program objectives and results achieved, and to provide the framework for the collection the data necessary to verify the continuing relevance of the CRRF's programs and activities over the long term.

- **CRRF needs to clearly identify its priorities as part of its Strategic Plan**—The corporate plans as well as the Strategic plan could be more specific about CRRF's priorities and how these link to its mandate. No explanation is provided as to why certain tactics were changed, though a brief note on generic progress to date is provided. In order to ensure that the strategy development process reflects how CRRF is responsive to the changing environment, we suggest CRRF take into consideration the following questions when drafting or revising its strategy. Are results that are sought realistic? Are these reflective of priorities based on organizational strengths and weaknesses? What gains are there to identifying and ensuring the involvement of *key* stakeholders? Will the involvement of stakeholders strengthen the program delivery capacity of CRRF? How would priorities change over time with a change

in organizational capacity? Or a change in external conditions ? What risk factors or opportunities will have the greatest impact on the achievement of objectives? How will these be managed?

D.   Values, Ethics and Culture

Probity, or honesty, in an organization is maintained through cost-effective financial and management controls and approaches that are based on sound values and ethics. Sound values and ethics become entrenched in an organization's culture through a professional code of conduct and a supportive work environment that values people and emphasizes openness and the sharing of information.

Current practice

The CRRF's leadership has demonstrated their commitment to creating a fair and supportive work environment through the development of a formal statement on workplace culture and a Human Resource Policy and Procedures Manual. The CRRF Workplace Culture statement states that "as staff members of the Canadian Race Relations Foundation, we believe in, and will support, on an individual and collective basis, our workplace culture. A culture defined and shaped together that ensures a healthy and safe work environment is inclusive, respectful, open, aware and accepting and promotes fair and equitable standards and behaviours." This statement clearly sets the tone from the top for all CRRF employees and demonstrates management's commitment to providing a fair, supportive, and collaborative work environment. The CRRF also has an Official Languages Policy, which ensures that the public can obtain services and communicate in the official language of its choice in all dealings with the CRRF.

CRRF's Human Resource Policy and Procedures Manual is very comprehensive in providing guidance on the requirements or expectations of and benefits to CRRF staff— The Manual describes CRRF's purpose and goals, organizational structure, and the roles and responsibilities of the Board and the Executive Director. Specific guidance is provided on conditions of employment, covering areas such as vacation, working hours, sick leave, and probationary periods, as well as human resource management practices, salary and benefit administration and travel policies. A separate section of the Manual covers the CRRF's Workplace Harassment Policy. In addition, the Manual states that all employees must comply with the CRRF Code of Conduct and Official Languages Policy, and must sign the CRRF Employee Conflict of Interest Code.

The CRRF's values are detailed under its Reward Guidelines developed in May 2000. The Reward Guidelines represent the CRRF's commitment to its employees in the areas of direct and indirect financial rewards, affiliation rewards, job content rewards and career rewards. The Guidelines include a statement of values and guiding principles that are reflective of the workplace culture as defined in the Statement of Workplace Culture.

Based on the results of our consultation process, it appears as though CRRF staff are driven by deeply held convictions in the cause to eliminate racism. **The CRRF has taken steps to ensure that its working environment is fair and supportive** and is quite advanced in the areas of developing comprehensive human resource policies in relation to the size of the organization. Employee incentives are both tangible and intangible, and are intended to maintain a personal commitment to CRRF's vision and mandate. Our consultations with both CRRF staff and the

Board reflect very positively on the work performed by the CRRF in promoting its values and ethics and in instilling a culture that is open and honest and values teamwork and the rights of individuals.

E.   Establishment of the Organization

"Establishment of the Organization" refers to the effectiveness of the CRRF in designing an organizational structure and establishing appropriate policies and procedures on a timely basis during the initial start-up stage of the CRRF.

Current practice

Overall, the CRRF did a good job in the start-up phase given the fact that it has a very broad mandate with limited resources. Key elements of the CRRF's infrastructure were established within its first year of operations, including developing operating policies and procedures and staffing the organization. During the initial start-up stage of the CRRF, the Foundation's organizational structure was designed and appropriate policies and procedures were established within a thirteen month period. The federal government proclaimed the Canadian Race Relations Foundation Act into law on October 28, 1996. The Foundation officially opened its doors in November 1997. The Board of Directors and Executive Director were appointed on a timely basis in the fall of 1996. The CRRF Board held their first conference call near the end of October 1996, at which time a meeting date was set for January 1997. An information package was provided to the Board members at the time of their appointment. However, no formal orientation was provided to the Board, and in the beginning, there was considerable uncertainty among the Board members as to their roles and responsibilities. The Director-General, Finance, the Director-General, Multiculturalism and Aboriginal People Program, and the Director, Heritage, Cultural Affairs and Housing, Program Branch, Treasury Board Secretariat, delivered a presentation titled "Federal Crown Corporations Accountability" to the first CRRF Board of Directors on January 16, 1997. The following topics were discussed amongst others:

- key players and their roles;
- key instruments of accountability;
- the role of the Board of Directors, including stewardship and working with management;
- the role of the Executive Director;
- the Annual Accountability Cycle;
- Bill C-49 and its impact on the Board.

The first year of CRRF's operations was primarily spent on setting up the CRRF, including finding office space, purchasing office equipment, hiring staff, developing job descriptions, operating policies, requisition forms, and other administrative tasks. The CRRF was fully staffed by mid 1997. During the first two years of operations, the CRRF did not establish a profile nationally. This was not due to a lack of effort on the part of CRRF management, but rather reflects the reality of starting an organization from ground zero with limited resources.

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[14]   2000 Report of the Auditor General of Canada- December – Chapter 18, page 9.

During this first year, the CRRF defined its vision, mission, objectives and programs—In developing its programs, the CRRF performed preliminary telephone surveys and made cold calls to about 80 organizations and consulted PCH on the Stop Racism program. An Environmental Scan was commissioned in 1997 to assist the CRRF in identifying priority areas. Board community forums were also organized.

Appropriate governance, financial and administrative policies were drafted and implemented over the first two years of operations—A Finance Committee was formed as a sub-committee of the Board, and an Investment Policy was drafted by mid 1997. The Investment Policy appropriately addresses the management and monitoring of the endowment fund and aims to ensure adequate resources exist to support CRRF activities in the short and long term. The Policy describes the purpose of the endowment fund and the investment objectives, including cash flow requirement for each of the first four years of CRRF operations, risk tolerance, performance objectives, required portfolio mix and concentration levels, and reporting requirements. The Policy is required to be reviewed by the Finance Committee at least annually. At the time of our review, the Endowment Fund has been invested in accordance with the terms of the Investment Policy. Terms of reference for the Finance Committee were developed in December, 1997, and specify the roles and responsibilities of the Committee and its authority.

The initial Board of Directors could have received more guidance with respect to their roles and responsibilities and the operations of the Board—The Board orientation presentation by PCH was considered to be fairly high level and broad in scope and did not provide the specific operating guidance needed by the Board. As a result of this and the fact that the CRRF was a new organization, much of the Board's time was devoted to operational issues during the CRRF's first year. A Visionary Workshop was held in the second year of CRRF's operations in which an external firm was brought in to explain the role of the Board. The focus of the Board then changed toward more strategic issues and that of overseeing management. However, the lack of direction up front on the specific tasks and responsibilities of board members may have reduced the effectiveness of the Board in performing its role.

F. Human resources capabilities and commitment

"Commitment" criteria ensure reward programs (both monetary and non-monetary), accountability, performance assessments and other tools are in place to build and maintain staff's commitment to the achievement of the CRRF's objectives. Key elements of "commitment" include the design and communication of policies to support the achievement of an organization's objectives. In addition, authority, responsibility, and accountability must be clearly defined and consistent with the CRRF's objectives; and sufficient and relevant information should be identified and communicated in a timely manner to all relevant parties.

"Capability" relates to ensuring an appropriate quality and quantity of resources exists to achieve the organization's objectives. Key elements of "capability" include a clear definition and communication of roles and responsibilities throughout the organization; the identification of and timely response to training needs; appropriate human resource policies and practices with respect to hiring and firing staff; and, the provision of tools and resources required to enable staff to perform their roles and responsibilities.

Staff accountabilities are clear—There are three main personnel levels within the CRRF: Program Staff (Officers), Directors (Management), and the Executive Director. Formal job descriptions have been developed for each position which describe the supervisory and reporting requirements of the position, overall responsibility, specific areas of responsibility, and education, experience, skills and attributes required to fill the position. Lines of authority and accountability are documented through these job descriptions as well as through the CRRF organizational chart, and a formal performance evaluation process exists which links employee performance to CRRF objectives.

All staff are provided with an orientation on CRRF's procedures and policies as well as the expectations of their particular position within the organization based on the formal job descriptions. Training needs are identified through the annual performance evaluation process to ensure that staff remain competent to perform their roles and responsibilities.

Internal communications are in place to resolve issues—Monthly management meetings between all Directors and the Executive Director, and monthly all staff meetings are currently being held to discuss significant issues as they arise. This form of communication should continue as it is a key step in obtaining feedback on issues important to the success of the CRRF and in building staff's commitment and capability to perform their roles, as well as a demonstration of the value placed on each staff member's input by the CRRF.

Staff resources are in place—At the time of this review, the CRRF was staffed by a Finance and Administration Director, a Communications Director and one Communications Officer, and a Program Director with two Program Officers. In addition, there are two part-time Database Assistants and two Administrative Assistants. Within the Finance and Administration area, staffing appears to be adequate at this time given the low volume of transactions incurred by the CRRF.

Performance appraisals are carried out on a regular basis—Employee performance needs to be clearly linked to and evaluated against the achievement of CRRF's objectives to foster a strong sense of commitment to the organization. At the beginning of each year, employees must identify four to six key objectives and expected outcomes for the coming year. Performance assessments are held every six months through a non-formal review of employee workplans and progress toward their achievement of their objectives. A formal annual performance review is held for each employee through which an assessment is made of the employee's competency growth and achievement of objectives during the year. Employee performance is evaluated against the following core competencies: flexibility/adaptability; analysis, problem solving and judgement; networking and partnership building; teamwork/collaboration; creativity/innovation; and communication. In addition, employees must have demonstrated behaviours in role specific competencies. An overall performance assessment is made based on competencies and results. Salary adjustments are based upon consensus at a management meeting where the performance of all employees is discussed following the employees' individual performance review meeting with their performance counselor. Based on the above, it appears that the CRRF has developed a formal employee performance evaluation system that clearly links and evaluates performance against the achievement of individual objectives, which in turn are linked to the achievement of CRRF objectives.

Rewards and recognition systems are in place—Employees must be highly committed to the success of the CRRF. One means of obtaining this commitment, or "buy-in", is to ensure that reward systems, including both financial and non-financial incentives and sanctions, and performance measures are consistent with the organization's ethical values and support the achievement of objectives. Employee incentives are both tangible and intangible, and are intended to maintain a personal commitment to CRRF's vision and mandate. The CRRF's Reward Guidelines describe direct and indirect financial rewards, affiliation rewards, job content rewards and career rewards available to CRRF employees. In addition to a market-based salary that is adjusted annually based upon performance, the CRRF offers training and professional development opportunities and promotes growth in individual capabilities through ensuring that all job openings are posted internally as well as externally.

Issues and challenges

Greater in-house capacity in the Program areas is required to effectively achieve the CRRF's objectives—There is a concern that the current skill set among CRRF program staff is not sufficient to enable the CRRF to fulfill all areas of its mandate. Currently, there is insufficient capacity in research despite the fact that Contract and Commissioned Research accounts for 17% of total program expenditures over the past four years. Resources are needed to translate research findings into concrete activities to achieve CRRF's overall objectives. In addition, CRRF staff currently lack strong skills in setting standards for training, which is one of CRRF's mandates. It is important to note that these resource decisions will need to be made in the context of the level of priority attached to the various mandates of the CRRF.

As the CRRF continues to grow and as new avenues for fundraising are explored, staffing needs will need to be re-assessed to ensure that the level of resources available is appropriate for the workload—In both the Finance and Administration and Programs area, staffing needs will have to be assessed over time as the existing programs are expanded or as new activities or programs are developed.

Opportunities

- **Assess need for additional CRRF staff and/or external consultants with experience in research**—Currently, there is a lack of CRRF staff with a strong background in research despite the fact that contract and commissioned research accounts for 17% of total program expenditures over the past four years. Although there is a Research Advisory Panel responsible for the review of final research reports and recommending how the results should be disseminated, greater in-house capacity is needed to translate research findings into concrete activities to achieve CRRF's overall objectives and for implementing recommendations of the Research Advisory Panel. One of the key issues identified through our consultation process was a consistent level of dissatisfaction with CRRF's use of research findings. There appears to be a need to build capacity in-house to translate research findings into activities that are consistent with its objectives. As noted earlier, plans are underway to recruit additional staff which will help increase the Foundation's policy research and analysis capacity.

- **Assess need to improve skills in training program areas**—In addition, there has been a lower amount of effort devoted by the CRRF to training standards despite the fact that this is a mandated activity. CRRF staff currently lack strong skills in setting standards for training. CRRF could train existing staff or hire additional resources with experience in training and

setting standards for training applicable to various groups across the country, including police associations, the clergy, and education professionals.
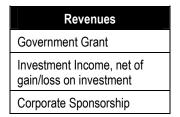
- **Training should be provided to staff for project monitoring and evaluation**—Project monitoring is not currently being performed at an optimal level. Program staff need to be provided with the tools and training necessary to ensure that they perform their roles with due diligence and that projects are appropriately monitored and evaluated to ensure that funding is being used for the purposes intended and that the projects are consistent with CRRF's objectives.

- **Review staff competencies and complement over time as programs evolve**—As the CRRF continues to grow and as new avenues for fundraising are explored, staffing needs will need to be re-assessed to ensure that the level of resources available is appropriate for the role to be played by the CRRF, as well as workload. For example, as public education and communications take on increasing importance, the CRRF will need to ensure that it has the competencies in these areas. Additional resources may also be needed for community outreach. The CRRF should periodically review the competencies required by the organization in light of its changing focus and role.

G.   Sources of Funding
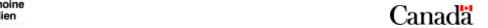
Current practice

In evaluating the adequacy of CRRF's finances over its first four years, we examined the allocation of financial resources to activities designed to achieve the CRRF's objectives. The CRRF relies on one major source of revenue to fund its operating activities—investment income earned on the endowment fund. In its first three years of operations, the CRRF obtained grants from the Department of Canadian Heritage to fund its start-up expenses net of capital asset amortization and to fund the acquisition of capital assets. The CRRF also received a small amount of sponsorships in fiscal year 2000. Sources of revenue over the past four years are shown in Figure 7.

Figure 6: Sources of Revenue

Revenues
Government Grant
Investment Income, net of gain/loss on investment
Corporate Sponsorship

Any organization is at risk when it relies on one major source of funding, as the actual amount of funds available in any given year are subject to changes due to external factors. In the case of CRRF, significant downturns in the economic market may significantly impact the resulting investment income generated in a particular year. The reliance of revenues generated from one income stream also places limits on the total financial resources available for operating activities. This may result in budgeting based upon available resources as opposed to budgeting based on the estimated cost of operating activities. This in turn may have the effect of constraining the scope of programs and activities due to a lack of sufficient resources. Concern has been raised over the small amounts of funding provided to individual projects and the fact that the individual

project funding received may not be sufficient to permit quality results, which is partially due to the fact that CRRF operates within constrained resources.

Fundraising activities to date have been limited. This is understandable given the CRRF first had to put an organization in place, put into place the delivery of programs and activities, and establish itself as a visible and credible player in area of race relations. The CRRF had given some consideration to utilizing alternative funding channels, but was advised by an external consultant in 1998 that conducted a fundraising feasibility study that the time was not opportune for fundraising activities. Our understanding is that a more recent analysis this year indicated that the Foundation is at a stage where it could embark on fundraising.
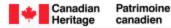
Opportunities

- **CRRF should consider developing a formal fundraising strategy to supplement revenue from the endowment fund**—The CRRF needs to diversify its funding and consider external sources if it wishes to significantly expand its activities and programs or improve the quality of existing programs. Additional sources of funding will also be necessary if the CRRF is to pursue certain activities within its mandate on a more pro-active basis. In order for fundraising efforts to be successful, the Board members must develop a strong understanding and expertise in fundraising and the CRRF will need to strengthen its national presence by demonstrating key areas of strength and past successes. The CRRF will also need to consider further the appropriate strategy and approach, and then assess the level of investment required, and acquire additional staff resources that have the required expertise in fundraising.

H.   Direct Controls

"Direct controls" relate to ensuring proper controls are in place to manage the safeguarding of assets, segregation of duties, and validity and existence of reported information. Control activities are designed as an integral part of the organization, taking into consideration its objectives, risks to their achievement and the inter-relatedness of control elements. A key component of "direct controls" within the CRRF relates to controls over the investment and monitoring of the endowment fund and the judgment exercised by program staff in evaluating the reasonableness of costs incurred by funding recipients and ensuring that only eligible costs are funded.

Financial Management

At the most basic level, internal controls should provide management with reasonable assurance that transactions are recorded completely and accurately and on a timely basis; assets are safeguarded and protected from fraud and losses of all kinds; and resources are received and used in accordance with applicable laws and regulations. Financial information must be linked to operational information, as it provides a basis for developing performance indicators and cost and quality measures. It can also be used to support and demonstrate the extent to which the organization has used its resources effectively.

Endowment Fund

The CRRF's primary source of funding is the investment income generated from the Endowment Fund. Section 23 of the Canadian Race Relations Foundation Act requires that an Investment Committee be established consisting of the Chairperson of the Board, a director to be designated by the Board, and three other persons to be appointed by the Governor in Council on the recommendation of the Minister. The Governor in Council appointees cannot be CRRF Board members, and they must have financial or investment counseling experience. The role of the Committee is to advise the Board in the management of investments under the Act.

Bill C-49 (and subsequently Bill C-44) provided for the elimination of the CRRF Investment Committee. However, both bills died on the order paper. This resulted in an oversight whereby no Governor in Council appointments have been made to the Investment Committee. The Minister and Privy Council Office have been advised. PCH will need to brief the Minister on options to rectify the situation.

In the absence of the Investment Committee, the CRRF established a Finance Committee and various financial policies and systems. Through the Finance Committee, the CRRF has implemented strong controls over the investment and use of the Endowment Fund. The Investment Policy specifies the eligible asset classes and concentration limits for various types of investments and outlines cash flow requirements for all years covered under the Strategic Plan as well as long term investment performance objectives.

The Finance Committee of the Board reviews investment mix and performance on a quarterly basis to ensure that the fund is being managed in accordance with the Investment Policy and reviews the Investment Policy at least annually to ensure that portfolio concentration limits and risk tolerance levels remain appropriate in light of changes in the external environment.

The CRRF has employed investment advisors who select money managers on their behalf to invest the Endowment Fund according to the terms of the Investment Policy. The investment advisors provide quarterly summary reports and the money manager provides monthly reports which are reviewed by management and the Finance Committee for performance (rate of return) and consistency with portfolio balance guidelines. In addition to the oversight controls provided by the Finance Committee, a direct control over the accuracy of the investment balance is provided through the reconciliation of the investment account by CRRF's external auditors every six months. Over the past three years, the fund has been earning close to or exceeding its overall targeted rate of return of 8.5%.

In addition to the Investment Policy, the CRRF has developed a Money Manager Change Policy and an Investment Ethics Policy as well as a Capital Preservation Policy intended to preserve the net assets restricted for endowment by indexing it with an annual rate of inflation, a Portfolio Rebalancing Policy, which requires the investment portfolio to be reviewed quarterly for compliance with asset mix guidelines in the Investment Policy, and a Reserve Fund Policy which requires any operational surplus to be deposited into the Reserve Fund. The Reserve Fund may be used to cover shortfalls in investment return to meet the annually approved budget upon approval by the Executive Director and is intended to provide stability to CRRF operations due to fluctuations in investment income from year to year. To date, CRRF has not had to use any of the reserve fund as there have not been any operating fund shortfalls.

General Financial Controls

The CRRF uses Simply accounting software for all financial transaction processing and reporting. Transactions are recorded in accordance with CICA Accounting Recommendations, and the financial statement are audited externally each year.

Ensuring a proper segregation of duties is difficult in an organization of CRRF's size. Currently, the Director of Finance and Administration handles all aspects of accounting, from entering invoices to generating financial reports. However, where feasible, the CRRF does require a segregation of duties, such as the requirement for all invoices to be approved by a relevant member of management. Project funding must be approved by the Program Officer, Program Director and Executive Director prior to the issuance of payment.

Reporting

All Directors meet to set targets for both projects and funding to provide input into the annual budget. The budget is then approved by the Finance Committee and the Board of Directors.

Quarterly financial statements are provided to the Finance Committee and Executive Director which compare actual results to budget. The Board reviews the six month, nine month and annual financial statements. Both the Board and CRRF management appear to be satisfied with the current formal, level and timeliness of reporting.

In considering efficiency, project objectives need to be clear and resources to achieve the objectives need to be allocated to defined activities, i.e., costs need to be allocated to the program or project level. The CRRF currently allocates all direct costs to programs and pro-rates rent and the Executive Director's salary between administration and programs to provide a reasonable estimate of the "overhead" costs associated with performing program activities.

Program Management

At the project level within each program, CRRF has developed guidelines, templates and forms for project approval, project reporting and project administration. Procedures are generally adequate given the nature and size of most project funding. Further analysis of CRRF's program management is provided in the following section, "Risk Assessment".

Issues and challenges

With the exception of policies related to the endowment fund, the CRRF has few formally documented accounting policies and procedures—Given the small size of the organization and the free flow of communication both horizontally and vertically, the Director of Finance is generally well aware of activities and new projects that are occurring and can assess the reasonableness of transactions and financial reports based on this knowledge. However, as the CRRF grows there will be a need to update and develop financial policies to appropriately reflect the volume and complexity of transactions as well as to ensure consistency in the application of operating procedures as new resources are hired. For example, when and if the CRRF reaches a certain size, it may be appropriate to consider establishing an audit committee.[15] Policies and

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[15] The OAG review of Governance of Crown Corporations states "Audit committees play a crucial role in financial reporting, risk management, and internal control. They are the "engine" of the board of directors."

procedures will need to be more documented. However, we did not identify these as issues at this time given the size of the organization.

Care must be taken to ensure that the budgeting process is driven more by program needs, goals and expected results rather than resource availability to permit the CRRF to achieve its objectives—Ideally, program requirements and priorities should dictate the level of resources required. For example, if there is increased demand to undertake research or a greater focus is required on the "clearing-house" role, then this requirement should "drive" the level of resources required (as opposed to simply conducting research based on the level of funding available). In practice, an appropriate balance must be maintained between the level of program delivery and funding available. However, a more program driven approach could provide CRRF a strong indication of the extent to which external sources of funding are required (e.g, through fundraising or government grants) to supplement the existing investment income.
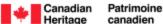
As the CRRF grows, it may need to consider developing efficiency indicators, such as the number of projects/grants that each manager can manage effectively, the cost of producing specific publications or the cost of holding conferences, etc.—These indicators will assist staff in assessing programming options such as publishing a document in-house versus contracting it out. Similarly, as the amount of individual project funding increases (i.e., >$5,000), procedures may need to be described with more rigour in terms of reporting requirements, monitoring activities, and expected outputs.

Opportunities

- **Correct situation in order to meet legal requirement for Investment Committee**—One option is to make the Governor in Council appointments to the Investment Committee, and thereby establish the Committee as required by the Act. This would have implications on the role of the Finance Committee already established by the Board. Another option would be to amend the Act to remove the requirement. The first scenario would be the more cautious approach.

- **CRRF should consider preparing monthly internal financial reports**—Consideration should be given to preparing a full set of internal financial statements on a monthly basis as it will become increasingly important to monitor changes in assets and liabilities as well as revenues and expenses as the Foundation grows and explores new sources of revenue.

- **Hardware upgrades should be made to improve operating efficiency**—The accounting software package currently being used appears adequate given the organization's small size. However, there was consistent concern expressed by CRRF staff members regarding existing computer hardware. It is recommended that hardware upgrades be made to improve the speed of the CRRF's network and to improve operating efficiency.

I.   Risk Management

Key elements of "risk management" controls include ensuring objectives and related plans include defined expected results, measurable performance targets and indicators; monitoring external and internal environments to obtain information that may signal a need to re-evaluate objectives or control; re-assessing information needs and related information systems as objectives change or as reporting deficiencies are identified; and ensuring that management and staff are conscious of the need to manage risk inherent in the funding process. Key performance

Current practice

Entity Level

CRRF's Strategic Plan identifies strategies, tactics and performance targets over a three year period. Performance targets are both qualitative (e.g., explore and facilitate means for anti-racist change in the education system; generate positive media coverage through paid and unpaid airtime; enhance pubic awareness on Aboriginal issues) and quantitative (e.g., increase the number of media quotes by 25% in each of 2000/01, 2001/2002 and then by 10% in 2002/2003; publish five fact sheets on identified topics each year). These measures will assist the CRRF to report on the actual outcomes of their activities in relation to their overall objectives. However, there is currently no formal identification of risks affecting the CRRF as whole.
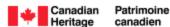
Financial Risk

As discussed under "Direct Controls" the controls over the management and accounting for the endowment fund appear to be adequate to generate projected budget requirements each year based on the current level of operations.

Program Risk

The CRRF has developed some strong risk management practices that are initiated at the beginning of the project life cycle. There are appropriate checks and balances to ensure an adequate segregation of duties at the funding proposal review stage as evidenced by the following:

- Contract research proposals are initially screened by Program Officers for eligibility, and are then reviewed, evaluated and recommended for funding by the Research Advisory Panel which is composed of five external members. Proposals are scored on a scale from one to ten in the areas of subject and purpose, research objectives, methodology, policy/program relevance, national relevance, advancement of equality, research team qualifications, and overall impact.

- Commissioned research proposals are initially screened for eligibility by Program Officers and recommendations for funding and approval is made by the Program Director and Executive Director.

- Initiatives Against Racism applications are screened for eligibility by Program Officers, who also perform an evaluation of the application against Program criteria and recommend the application for funding to the Program Director. The Program Director reviews these applications and makes funding recommendations to the Executive Director who grants final funding approval.

- An Awards Jury, consisting of up to five external members, adjudicates the CRRF Award of Excellence Program.

All CRRF programs have pre-defined selection and eligibility criteria. A standard proposal checklist is used for both Contract Research and Commissioned Research and a standard

evaluation sheet is used for Initiatives Against Racism (IAR) applications to permit a consistent approach to evaluating proposals. Recipients need to demonstrate other sources of funding available to complete the project and applicants must directly address the anti-racism agenda to receive funding.

To ensure that funding is used for the purposes intended, funding agreements or contracts have been developed based upon similar formats used within the Multiculturalism program of PCH and typically require the following:

- Contract and Commissioned Research projects have detailed Articles of Agreement which specify funding recipient reporting requirements. Requirements are typically for the provision of an interim report which is reviewed by the Program Officer and Program Director for consistency with project objectives, and the provision of a final report within 30 days of project completion. Project reporting must be received prior to the submission of the recipient's subsequent period's funding. This requirement provides the CRRF with some degree of control over ensuring that funds are being used for the purposes intended.

- IAR projects are of small dollar value and typically require the provision of a written report detailing the project outcome within three months of project completion.

- The external Research Advisory Panel evaluates completed research, assesses the strength of the data and methodology, and verifies the soundness of conclusions reached.

The CRRF makes it clear to all funding recipients that if the activities performed by recipients are not reflective of the intended purpose of the project, they are disqualified from applying for further CRRF funding.

Issues and challenges

Currently, project monitoring activity is generally limited to the review of interim reports against project plans for reasonableness—In any funding program, there is a need to monitor projects and evaluate both the project and the program to determine whether programs are effective and objectives are being achieved. Consideration must be given to the effects and impacts of each project using performance indicators as outlined in the Performance Measurement Framework. From this analysis, the CRRF needs to focus on what has been learned and what can improve future practices.

The extent of project monitoring activities should be reflective of each project's relative risk in order to balance the cost of monitoring activities with the expected benefits—However, the Articles of Agreement for Contract and Commissioned Research do provide for the right to audit and inspect the records and accounts of CRRF funded projects. Concern has been raised over the fact that often Contract and Commissioned Research reports are not received on a timely basis. In addition, the current procedures do not attempt to allocate resources (i.e., procedures and time) to projects based on the project's risk.

Opportunities

- **A formal project evaluation system should be implemented**—Procedures and mechanisms should be developed to measure the effects and impacts of each project using performance indicators as outlined in the Performance Measurement Framework. Funding recipients'

reporting requirements need to be strengthened to require reporting against these performance indicators at the project level and to link activities with outcomes or impacts as well as to overall objectives. Formal procedures to incorporate significant "lessons learned" from past projects should also be developed to ensure that they are reflected in future operating practices. In order for these activities to be performed it is critical that project plans include specific performance indicators that can be measured throughout the project to assess the effectiveness and efficiency of activities. In addition, the CRRF should report annually on what will be implemented as a result of what has been learned in previous years' evaluation activities as a means of ensuring that lessons learned are acted upon.

- **Consideration should be given to the development of a project risk rating scale**—A project risk rating should be developed and used to drive the extent of monitoring activity required for each particular project. The rating scale could rank the project's risk along criteria such as the dollar value of funding provided, public profile of the project, previous experience with the recipient, or other criteria that impact the risk that the project's funding will not be used for the purposes intended or that the objectives of the project will not be achieved. Specific monitoring activities will be dependent upon the project's risk ranking, such as for all high risk projects, an audit of the project may be required, for medium to high risk projects a visit to the project site of work may be required to ensure that work is progressing according to the project work plan, and medium risk projects may simply require the submission of periodic financial statements comparing actual costs to budget. The use of such a rating scale will appropriately focus program staff's attention on the areas of greatest risk and will initiate the implementation of monitoring procedures to mitigate these risks.

- **Consideration should be given to performing a risk assessment at the organizational level**—An organization-wide risk assessment would enable management to be conscious of the significant high-level risks affecting the organization, such as changing public perceptions, alliances with other groups involved in race relations, partnering with PCH, economic downturns that could impair investment income, etc. and to identify and implement risk mitigation strategies.

J.   Performance measurement

Current practice

CRRF has begun to develop systems to measures its operational effectiveness—The CRRF has begun the process of establishing a framework to measure operational effectiveness through its Program matrix (see Appendix J). This matrix was designed to provide a coherent structure to evaluate programs and operational effectiveness within the context of the CRRF's legislated mandate. It can also be used to help assess program priorities, and represents the first step in the development of the performance measurement framework.

Increased focus in the future will be required on assessing long term program outcomes— Evaluation surveys and questionnaires have been carried out to evaluate the IAR and Award of Excellence programs. At present, however, most of the information available from CRRF reflects program inputs and their outputs. This is understandable given that the CRRF has only been in operation for some four years. The strategic plan and the three corporate plans contain a mix of targets and some performance measures. They identify strategy and tactics as well as a matrix of performance indicators for key programs and activities. While these outline results to some extent e.g., "support the effort of allies and potential allies to press for solutions to racism

and racial discrimination", they need to be more specific about how the outcome "solutions to racism and racial discrimination" will be measured. These outcomes can only be measured over a longer timeframe, however the indicators needed to measure outcomes need to be put in place at this time. In the long term, CRRF requires a system that will clearly measure its operational effectiveness.

Opportunities

- **Continue to further develop and refine the performance measurement framework**— CRRF needs to continue to address the challenge of developing a comprehensive performance measurement framework, with the involvement of key stakeholders. Stakeholders, such as policy makers, have a major role to play in the achievement of results and can advise CRRF's in terms of the realistic results within a given time frame and the most effective strategies to achieve these.[16]

    A Performance Measurement Framework (PMF) (see Appendix F) is proposed to help the CRRF to assess program effectiveness, i.e., whether CRRF has used its resources on programs and activities that deliver on its mandate. Outcomes have been identified as a starting point for refining these with stakeholders. This framework lists the inputs, possible outputs and outcomes for each program and clearly identifies the reach, performance indicators, baseline information, data sources and data collection responsibility for each objective. We attempted to link CRRF inputs with outcomes and began with the seven components of the CRRF mandate and outlined the main programs that contribute most directly to the mandate. Next, and most critical in developing the framework, we identified the results that CRRF and its stakeholders want to achieve (Appendix H).[17] We have also identified some indicators that CRRF may consider using (Appendix I).

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[16]   Once results have been defined on the basis of the cause and effect relationship, performance indicators should be identified. Indicators should ideally contain measures of Quantity (how much), Quality (how well) and Time (by when). Not only do indicators need to show direct contribution to the program's "purpose" they need to be cost-effective, i.e., those that are timely, involve relatively simple data collection and analysis. Lastly, CRRF needs to clearly define the reach of the programs, in other words, identify the program stakeholders and beneficiaries, and the risks that can influence the achievement of results in the short-term (ST), medium-term (MT) and long-term (LT).

[17]   "Results" should be defined with the full participation of stakeholders so that these reflect what can realistically be achieved within a given time frame. Results can be categorized at three levels according to their cause and effect relationship, i.e., short-term results or outputs, medium-term results or outcomes and long-term results or impact. Activities are actions that are undertaken within the scope of the programs and lead to outputs which are the short-term effect of activities. Activities should be driven by results one hopes to achieve in the short-term. Similarly, outputs contribute to medium-term results or

As part of this framework, the CRRF should also examine the impact or results per dollar spent on major programs to assess each program area's cost effectiveness; for example, the return per dollar spent on major projects, such as the Unite Against Racism campaign in comparison to similar programs within the Multiculturalism program, such as the March 21st campaign, to assess the cost effectiveness of its programs. In conjunction with the above recommendations, the CRRF could link inputs to results to permit the assessment of program effectiveness and should clearly state how it is using this type of assessment to increase its operational effectiveness.

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outcomes which in turn contribute to impacts or long-term results. Indicators seek to measure results, by comparing actual results with expected/planned results. They can be both quantitative as well as qualitative and for each result a maximum of three key indicators is recommended to keep data collection and analysis manageable.

5.   Stakeholder Relationships

In this section, we review the role of the CRRF vis-à-vis its external stakeholders. This information summarizes or integrates issues and opportunities identified earlier in the report, but on a stakeholder by stakeholder basis. In considering these opportunities, we recognize that the CRRF has limited resources and therefore must achieve a balance in addressing the concerns of the various external stakeholder groups that it serves or partners with. The main stakeholder groups include:

- The Canadian public at large.

- Community based organizations. For example, this would include representatives of ethnic communities, individuals and groups interested in anti-racism, victims of racism, community activists, potential partners that may be interested in promoting race relations, or researchers who have an interest in race relations. They typically have had dealings with the CRRF in a number of ways—through the Redress Agreement, community forums, funding or research projects, award programs, newsletters, the web, personal contacts.

- The private and public sectors. These sectors were not a specific focus of our interviews, but are nevertheless ones that are critical in terms of fund raising or partnering in the future. This would include businesses, non-governmental organizations, provincial and municipal governments, educational institutions, who may or may not be specifically interested in race relations.

- The federal government, in particular, the Department of Canadian Heritage. The relationship between CRRF and the Multiculturalism Program is addressed separately below.

- Finally, the Minister may have specific objectives or priorities that he/she may want the Foundation to consider as part of its mandate. For example, in Paragraph 5 (1)(f) of the Canadian Race Relations Foundation Act, the CRRF may undertake, support, publish and disseminate research studies, reports and other documents on its own initiative or at the request of the Minister. The Minister also has important input through his/her recommendation with respect to the appointment of the Board and Executive Director.

A.   Expectations of external stakeholders

The Canadian public at large

As noted earlier, the challenge with the general public is increasing the general awareness of the need for fostering positive race relations, and of the existence of the CRRF to help achieve this goal. Many of the needs of the general public relate back to the mandate of the CRRF. These include: creating a better understanding of race relations issues and of the importance of eliminating racism and racial discrimination; and providing a reference centre for race relations (i.e., the concept of the clearing-house). At this particular stage of its evolution, a key priority of the CRRF is to continue the task of communicating its existence. This means building on current programs and initiatives such as:

- **General communications**, through newsletters and the web site.

- **Acting as a clearing house to the public at large**—This is dependent on making the CRRF more known to the public, targeting information to particular stakeholders (e.g., libraries, schools), promoting the exchange of information and best practices, and monitoring the

nature of queries and their source so as to become more effective in the future in disseminating information.

- **Creating visibility at the national level** through the national awards programs (e.g., AOE), grants in support of local projects (e.g., IAR), participation in national meetings (e.g., conferences, symposiums) and special projects and national events, and partnering with private or public organizations at a national level.

- **Creating visibility at the local level** through consultations, community forums, partnering with community-based organizations, establishing contacts through the board members, increasing the number of local speaking engagements, and creating more local visibility around Board meetings. This is an area where the members of the Board could be used more effectively as leverage. There may also be an opportunity for the CRRF to focus more on local media campaigns that have national repercussions. As noted earlier, Board members have already been active in hosting community events and panel discussions, and the CRRF has hosted community events in conjunction with some of its board meetings.

- **Being accessible to the national and local media** for commentary on race relations issues. The challenge is strategically choosing those topics that are most appropriate to furthering the objectives of the CRRF in promoting better race relations and that will have the greatest impact.

- **Public advertising and promotional campaigns** such as the Unite Against Racism campaign.

- **Creating visibility through the various CRRF programs**, such as the delivery of training programs funded by the CRRF, awards, and research.

- **Providing the public information on the state of race relations in Canada**—This involves publicizing the results of research, using the research results to influence policy-making, releasing information on the international experience

Community-based organizations

Community-based organizations that are active in the race relations field have specific expectations of the CRRF, given their familiarity with the organization, their knowledge of race relations, and their interest in obtaining CRRF support to pursue their objectives. Specific concerns of community-based organizations that were identified based on feedback obtained from the interviews included:

- **Ensuring that the CRRF maintains its independence vis-à-vis government**—This is because of the expectation that CRRF will play a "watch dog" role in ensuring that principles of race relations are upheld, and be visible in condemning acts of racism or discrimination. This would apply to both the public and private sectors. This reinforces the principle that CRRF operate at "arms-length" from the Federal Government.

- **A more direct interface between community-based groups and the CRRF**— Community-based organizations felt that CRRF could be more actively involved in working with them, could be more visible in the struggles that the communities are involved in, and wanted more opportunity to voice their concerns directly to the CRRF.

- **Local visibility**—Community-based organizations want the CRRF to be visible locally. For example, this could mean greater involvement of staff in key community events, or

sponsorship of local media campaigns. CRRF needs to be seen and heard from more "in the flesh". One proposal was that CRRF hire a full time "community outreach" professional who would work closely with communities. A staff person at the CRRF currently performs this function as part of his job, in addition to other responsibilities.

- **Broker/facilitator role**—The CRRF can help to bring community-based organizations together and act as a facilitator to help small and widely dispersed community organizations to work together under a national agenda. Another suggestion was that CRRF act as a "broker" between the government and the communities since it has greater influence over the government than small community organizations. The risk is that CRRF should not be seen as a representative of community-based organizations, otherwise it will simply become another advocacy group and lose its credibility as advisor to government.

- **Research that is geared to community group needs**—Community-based organizations would like to have greater input into the identification of research topics, to be more involved in the research, for the CRRF to focus their research on issues that community groups face day to day, and for the CRRF to make practical recommendations that they can act upon. Again, these needs of community-based groups must be balanced against broader issues in race relations where further research is required at a broader level.

The private and public sectors

Private and public sector groups could play a key role in the fundraising activities of the CRRF. The CRRF has raised some funding through private sponsorships. However, the CRRF needs to first strengthen its national presence and increase general awareness of the CRRF as discussed earlier in the report as this would help it to develop closer partnerships with both the private and public sectors. The latter will be more willing to provide financial and other support to the CRRF if it is perceived as having a high level of credibility and visibility at a national level.

Also, the CRRF would need to be careful to not become overly dependent on any single source of funding, and jeopardize its impartiality and credibility at a national level. If the funding has too many conditions attached, this could adversely affect the independence and flexibility of the Foundation.

The federal government

The interests of the Federal Government overlap primarily with those identified above for the public at large (i.e., acting as a clearing house to the public at large, creating visibility at the national and local level, creating visibility through the various CRRF programs, providing the public information on the state of race relations in Canada). However, specific additional interests of the federal government in the CRRF would include:

- **Policy-making**—The CRRF is in a unique position to provide advice to the Federal Government on race relations matters.

- **Program delivery**—The federal government could potentially be interested in the CRRF assuming greater responsibility for the delivery of programs (e.g., funding assistance, research, publicity campaigns) that overlap with those of Canadian Heritage. CRRF would need to demonstrate that it has the capacity to deliver such programs, and that it could deliver these programs more effectively, and at a lower cost. This is discussed further in the following section.
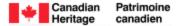
In conclusion…the unique features of the CRRF

The CRRF must be able to balance the different interests of the stakeholders, and relate these back to its overall objectives and the added value that it can bring to race relations. This suggests the following principles and niche for the CRRF:

- **A national focus**—The CRRF needs to be able to look beyond the concerns of individual communities, and take a broad holistic approach to race relations. The CRRF is a national level organization, and this national focus must be prevalent in all its activities. This national focus may imply that the CRRF cannot be as involved in the local struggles that community-based organizations are involved in, unless they are strategic at a national level or have nation-wide repercussions.

- **Knowledge-based**—The CRRF is in a unique position where it has the resources to carry out research and increase the level of knowledge on race relations. This is not something that most community-based organizations can afford. The CRRF needs to focus on research that adds value, i.e., which is innovative and adds value to the existing knowledge base rather than simply confirming the continued existence of what is known.

- **Clearing house**—Again, the CRRF is in a unique position where it can help organizations to exchange information on best practices, and foster greater collaboration and sharing of information between community-based organizations spread across the country.

- **Provider of tools and techniques**—The CRRF can develop standards and tools to help design training programs, awards programs, communications programs, and other tools that are critical to fostering better race relations at the local level.

- **Influence on policy-making**—The CRRF has a unique stature and relationship with government whereby it can influence government policy-making in the area of race relations. This does not mean becoming a pressure or advocacy group, but rather becoming a senior advisor to different levels of government.

- **Working in partnership**—Given its limited resources, the CRRF should work in strategic partnership with community-based organizations, the private sector, governments, and any group that has an interest in promoting race relations in Canada.

- **Facilitator**—The CRRF can help to bring community-based organizations together that have an interest in race relations, so they can work together under a common agenda at the national level.

- **Watch-dog**—The CRRF has a unique role to play in ensuring that high standards of race relations are upheld, and that all parties (public and private) abide by these standards. To do so, it must maintain independence, objectivity and a high level of credibility and stature.

- **Promoter**—A key role of the CRRF is to promote greater public awareness and visibility in the general public.

B.   Working relationships between CRRF and Department of Canadian Heritage

Opportunities

- **Relations between the CRRF and the Department of Canadian Heritage could be improved**—A number of factors could help the CRRF and PCH to have a more productive relationship. These include: greater recognition by the PCH of the "arms-length" status of the CRRF, greater willingness by both parties to share information and improve transparency, greater collaboration to do joint planning, greater integration of what appear to be overlapping activities between the CRRF and the Department, increased confidence in each others' capabilities, and a greater mutual understanding of the role of each organization.

  Past disagreements over accountability arrangements also need to be left behind. At the time the Foundation was set up, the Government had undertaken to implement recommendations from the overall review of federal organizations and their management undertaken in 1994 and announced in 1995. There was a move to rationalize the number of Governor in Council positions, introduce greater consistency to corporate governance provisions and strengthen the accountability mechanisms for many of the Government's Crown Corporations and federal organizations through Bills C-44 and C-49. The CRRF saw this as a threat to their "arms length" status and its overall mandate, and actively lobbied against Bill C-44. These events need to be put aside and the focus shifted to the future. Given that a new Executive Director will be appointed shortly, it would seem an opportune time to rebuild the relationship between CRRF and the Department of Canadian Heritage. Major improvements would be possible through improved communications and a focus on common areas of interest.

- **The CRRF could potentially benefit from a further strengthening of its relations with other PCH Portfolio agencies**—Both the CRRF and PCH would benefit from a more active participation by the Foundation in the Portfolio's Committees. From the departmental perspective, greater involvement by the CRRF is seen as critical to supporting Canadian Heritage Portfolio's objectives. The CRRF's Executive Director is invited to attend quarterly Canadian Heritage Portfolio Heads of Agencies meetings, which are chaired by the Deputy Minister or Minister and are open to the Executive Directors of all Crown corporations and agencies within the Canadian Heritage portfolio. Current events are discussed and the meetings provide a forum for each Crown corporation/agency to influence federal policy and direction. Similarly, monthly Shadow Committee meetings are held, and the second in command of each Crown corporation/agency is invited to attend. These meetings are co-chaired by the Executive Director of the Portfolio Affairs Office and one member of the Crown corporations on a rotating basis. These meetings allow for more in-depth discussion on policy issues and initiatives.

  The CRRF has attended some portfolio meetings. CRRF has had some participation in the Heads of Agencies or Shadow Committee meetings. The Executive Director had attended some Heads of Agencies meetings. A staff representative has participated in Shadow Committee meetings by teleconference and plans to attend the September retreat. But partnering with the Portfolio corporations and agencies obviously goes beyond participation in meetings. The CRRF has taken some steps to work with other portfolio corporations and agencies. For example, CBC provided in-kind airtime to the Foundation. Collaboration with the NFB has been explored at the staff level.

A key constraint on the CRRF is its limited financial and personnel resources to participate in such meetings, as well as a belief that the agendas for these meetings are at too high a level and well beyond the mandate of the CRRF. The benefits of greater partnering with other Crown corporations within the Portfolio would need to be made more evident. One benefit is the opportunity for the CRRF to influence federal policy and priorities and establish partnerships with other agencies that have similar communications and promotion mandates. Although the nature of the meetings may not be specific to race relations issues, the meetings do provide a powerful forum through which CRRF can promote their mandate and vision, and influence the activities of other Portfolio members with similar objectives. Another benefit could be increased credibility and visibility within the federal community which again could help to foster support for CRRF programs and activities. Finally, the portfolio partners have a number of relationships with the private sector and other levels of government that could be of strategic advantage to fostering the CRRF's visibility at a national level.

- **The CRRF and PCH could benefit from further exchange and collaboration with respect to their annual planning processes**—It would be beneficial to both the Department and the CRRF if they discussed and exchanged annual plans and priorities together as it would provide CRRF with an opportunity to influence and have input into federal direction in the area of race relations. Benefits would include: better coordination of priorities and activities between CRRF and the Multiculturalism program, particularly in areas such as research, funding projects and public awareness campaigns; and better alignment between the CRRF and the PCH Portfolio priorities. As a secondary benefit, further collaboration on planning would also help strengthen the accountability arrangements between CRRF and PCH. As the OAG review of the Governance of Crown Corporations pointed out, "The corporate plan is the cornerstone of the control and accountability framework". Although the CRRF corporate plan may not be required by the Act, active collaboration and agreement by the CRRF and PCH on the annual corporate plan would certainly help to solidify the accountability arrangements.

C.   Linkages with Department of Canadian Heritage's Multiculturalism Program

One of the specific Terms of reference for this assignment was to examine the extent to which CRRF's programs were complementing or overlapping with the Department of Canadian Heritage, and in particular, the Multiculturalism Program and the extent to which CRRF was responsive to the strategic directions of PCH. In order to do so, we examined program information from the Department as well as CRRF and posed the question in our interviews with PCH and CRRF management.

Addressing systemic barriers including but not limited to racism issues is an important component of the Multiculturalism Program at PCH. A significant portion of the Multiculturalism Program is focused on promoting better race relations. It spends significant funds on an annual March 21 anti-racism campaign; as well as research on racism; provides funding to community groups to address participation, access and racism issues; and supported the CRRF with start up funding during the first four years of its establishment The Multiculturalism Act has similarities to the CRRF Act. Both outline a mandate which includes similar objectives in terms of undertaking and assisting research, promoting exchanges, access,

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18   2000 Report of the Auditor General of Canada – December – Chapter 18, page 21.

participation, co-operation, and working with private sector and voluntary institutions with a focus on institutional change.

We begin by examining the significance of the Multiculturalism Policy, the Multiculturalism Act and the Multiculturalism Program to racism issues. This provides the broad policy context for both the Multiculturalism as well as CRRF programs and related discussions that follow. We then examine the synergies between the Multiculturalism and CRRF anti-racism programs, and identify future opportunities for both.

The Multiculturalism Policy, Multiculturalism Act , the Multiculturalism Program and their relevance to Racism Issues

In 1971, Canada became the first country in the world to adopt a Multiculturalism Policy. The Multiculturalism Policy, while seeking to promote diversity within Canada, makes specific reference to the Government's responsibilities to "promote the full and equitable participation of individuals and communities of all origins…and assist them in the elimination of any barrier to that participation." The integration of the Policy into federal department and agencies was further strengthened when the Canadian Multiculturalism Act was passed by Parliament in 1988. The Act effectively rendered the Policy into law and required all federal departments to promote the three policy goals of the Act i.e. Respect, Equality and Social Justice, into their programs and policies. In 1996, a review of the Multiculturalism Program led to revision of the goals to Civic Participation, Social Justice and Identity.
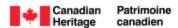
The Act requires the Minister of Canadian Heritage, designated with the primary responsibility of ensuring the implementation of the Act, to work towards a coordinated approach with other ministers and departments to achieving multiculturalism objectives. In practice, the Minister of Canadian Heritage has designated the Secretary of State (Multiculturalism) (Status of Women) to ensure the implementation of the Multiculturalism Act.

CRRF's activities and those of the Multiculturalism Program complement each other closely. Under the renewed Multiculturalism Program of 1996, the three goals are:

- **Civic Participation**—To develop, among Canada's diverse peoples, active citizens with both the capacity and opportunity to participate in shaping the future of their communities and their country

- **Social Justice**—To build a society that ensures fair and equitable treatment and that respects the dignity and accommodates the needs of Canadians of all ethnic, cultural, religious, linguistic, and racial origins.

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

These overarching goals of the Multiculturalism Program provide the context within which its four objectives[19] are framed:

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[19]   Source: Multiculturalism Program Performance Framework, National Multiculturalism Meeting, November 22-24, 2000.

- **Ethno-racial minorities participate in public decision-making**—Assist in the development of strategies that facilitate full and active participation of ethnic, religious, and cultural communities in Canadian society.

- **Communities and the broad public engage in informed dialogue and sustained action to combat racism**—Increase public awareness, understanding and informed public dialogue about multiculturalism, racism and cultural diversity in Canada. Facilitate collective community initiatives and responses to ethnic, racial, religious, and cultural conflict and hate motivated activities

- **Public Institutions eliminate systemic barriers**—Improve the ability of public institutions to respond to ethnic, religious, and cultural diversity by assisting in the identification and removal of barriers to equitable access and by supporting the involvement of these communities in public decision-making processes. Public institutions are defined as organizations in the public or private sector that exert an important and prevalent influence on the general functioning of society (e.g. media, boards of education, colleges and universities, banks and hospitals).

- **Federal policies, programs and services respond to Ethno-racial Diversity**—Encourage and assist in the development of inclusive policies, programs, and practices within federal departments and agencies so that they may meet their obligations under the Canadian Multiculturalism Act.

Complementarity or Duplication between Activities of the CRRF and the Multiculturalism Program

Multiculturalism funding related to racism, race relations, anti-racism, racial discrimination or combating racism, is in part decentralized to PCH regional offices across the country. These offices in turn disburse project funds to a number of agencies/NGOs and community-based organizations. Multiculturalism also disperses funds directly from its operating budget for the March 21st campaign for the elimination of racism, and specific anti-racism initiatives, for example, the Matthew DaCosta initiative, and this year, for the World Conference on Racism.

- **Funding support**—In order to assess the synergies between the CRRF and the Multiculturalism Program, we examined a list of anti-racism related Grant and Contribution awards from 1997-98 to 1999-2000, as well as funds spent on the March 21 campaign and other anti-racism initiatives. We also examined a sample of organizations that had been identified as receiving funding from both CRRF as well as Multiculturalism (Appendix K). In addition, we examined a sample list of international, national and regional projects funded by Multiculturalism. It appears that the Multiculturalism Program is funding a wide range of anti-racism projects for research, community mobilization, support for public education and awareness as well as other activities such as intercultural performances, web development and workshops on promoting race relations. Hence, at a broad level both the CRRF and Multiculturalism fund research, public awareness, as well as other activities such as education, and community mobilization activities, albeit to different extents, and for different amounts. One major difference between Multiculturalism and CRRF was that only Multiculturalism provided program funding, although this has now been phased out (at the end of March 2000).

- **Public awareness/education campaigns**—In addition, as part of their public awareness initiatives, both fund public awareness campaigns, Multiculturalism's "Stop Racism" campaign and CRRF's "See people for who they really are - Unite Against Racism"

campaign. Both Multiculturalism and the CRRF are currently in the process of evaluating the effectiveness of these campaigns. This provides a valuable opportunity for both to examine who their respective target audiences are, the relative merits of each campaign, and whether media campaigns are indeed cost effective for public awareness vis-à-vis other tools. Also the key question to ask may be "Is there much value added by having two similar campaigns?"

- **Anti racism community-based activities**—In a small number of cases both the CRRF and the Multiculturalism Program provided funds, for example, in support of the Desh Pardesh Conference/Festival, and the NAJC's Conference on Human Rights for the 21st Century (though in different Fiscal Years). In the case of the Winnipeg Chinese Cultural Community Centre, both organizations funded activities linked to the commemoration of racism suffered by Chinese Canadians for the same fiscal year. In the case of most organizations, duplication or complementarity of the grants from CRRF and Multiculturalism fund is difficult to assess unless the nature of the projects funded by both are known. Further exchange of information between the Multiculturalism Program and CRRF as to the organizations and the nature of projects funded by both would be necessary.

From a process point of view, CRRF has set up some checks in place to avoid duplication with the Multiculturalism Program. For instance, all funding applicants are required to disclose whom else they are receiving funding from. CRRF also makes explicit in its funding guidelines that it does not fund March 21 events as these are funded by Multiculturalism. CRRF also does not provide program funding nor funds for strategic planning. CRRF grants are usually smaller than those of Multiculturalism.

The real issue here is to ensure that public funds, whether these are dispersed by CRRF or Multiculturalism, are used cost effectively for anti-racism, anti-discrimination work. Also given the different organizational structures of CRRF and Multiculturalism, there are differences in the manner by which each organization can deliver programs and the target audience whom they can reach effectively.

Opportunities

Given the synergies between the two programs, there is potential for both the CRRF and Multiculturalism to complement each others work, while allowing the CRRF to maintain a niche for itself. The main overall opportunity would be to explore further whether CRRF and Multiculturalism could work closer together on program delivery. Specific opportunities include:
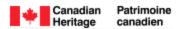
- **Explore opportunity for joint planning**—CRRF and the Multiculturalism Program could begin to do joint planning, which could potentially include other key stakeholders; and explore how CRRF and Multiculturalism could complement each others programs. However, CRRF would need to maintain its independence and arms length status. Specific questions to be examined further would include: how joint planning would be done at an operational level, the areas that would be the most likely candidates for joint planning, and the degree of flexibility of both parties to revise their priorities and program delivery as a result of the planning decisions made.

- **Explore opportunity to transfer delivery of some current Multiculturalism Program activities to CRRF**—The primary goal would be to eliminate overlap or duplication in program delivery where this is not providing added-value. Another goal would be for each

organization to focus on what it does best. Further, CRRF may in-some cases have greater flexibility in the delivery of programs. Multiculturalism is constrained to some extent in the type of work and influence it can exert on provincial public institutions such as boards of education, schools and hospitals. There is therefore an opportunity for Multiculturalism and CRRF to work together in providing technical input into the design of programs, while delivery of programs could be handled by the organization best able to do so. CRRF would also need to develop its capabilities if it is to assume increased responsibility for program delivery. Resources would also need to be transferred to CRRF with the corresponding activities. In exploring these opportunities, both the CRRF and Multiculturalism would need to be sensitive to differences in the strategic objectives pursued by CRRF and Multiculturalism, differences in the legislation, distinctions between multiculturalism and anti-racism objectives, and their implications in terms of greater collaboration with respect to program delivery.

- **Explore opportunity to provide CRRF a coordinating role for all race relations activities**—This is a role that the CRRF could play in the long term. However, the CRRF would need to further develop its human resource capabilities, and become more visible to the general public and stakeholders.

Department of Canadian Heritage Response
to the Review Report of the
Canadian Race Relations Foundation prepared by KPMG Consulting

Background

- The evaluation of the Canadian Race Relations Foundation (CRRF) is mandated in Bill C-63, sub-section 27 (1) "Review of the Act" which states:
  "As soon as possible after the fourth anniversary of the coming into force of this Act, the Minister, after consultation with the Board, shall evaluate and prepare a report on the Foundation's activities and organization, including a statement of any changes that the Minister recommends."

- In October 2000, the Department of Canadian Heritage commissioned the firm of KPMG Consulting to evaluate the first four years of operation of the Foundation, a Crown corporation and part of the Canadian Heritage Portfolio.

- In November 2001, KPMG Consulting completed its review on the CRRF. The resulting review concluded that the Foundation had been well set up as an organization, considering it had only been in place for four years; and that they had made a successful transition from 'start-up' to a 'building/developing' phase within a broad mandate and limited operating resources.

- The review highlighted areas in which the Foundation had been successful in achieving their mandated action areas: research; public awareness; and information clearinghouse and consultations; while less active in training and setting of policy standards, as well as program and policy development. KPMG also pointed to a number of challenges facing the CRRF, namely: to become more well-known and visible to the public; to ensure its programs and activities complement each other; to continue to focus on creating more external alliances and partnerships; to be more active in policy and program development.

- The Foundation's relationship with the Department of Canadian Heritage (PCH) also received a considerable amount of attention. The review suggested that the Foundation explore opportunities to improve its working relationship with PCH, while remaining cognizant of its arms-length status. Particular emphasis was placed on forging a more cooperative relationship with the Multiculturalism Program, as both the Foundation and the Program had similarities within their respective Acts; and by extension with the Portfolio Affairs Office, who could discuss the Foundation's request to have more control over the appointment process.

- The overall review was positive in nature, highlighting a number of the Foundation's achievements, and potential areas of opportunity directly related to the Department; namely:

1.	The Foundation should explore opportunities to improve its working relationship with the Department, and work more closely together to achieve each organization's specific objectives, best serve the Canadian public and respect the arms-length relationship. The evaluation suggested that the Foundation attempt to forge a more cooperative relationship with the Multiculturalism Program.

2.	The Foundation and the Multiculturalism Program should explore opportunities to develop greater synergy in the programs they deliver to reduce incidences of overlap and/or deliver race relations programs in a more concerted manner. The evaluation suggested that the organizations consider joint planning to explore how their programs complement each other and the degree of flexibility of both organizations to revise their priorities and program delivery. The evaluation also pointed to the possibility of transferring program delivery from the Multiculturalism Program to the CRRF.

3.	The review suggested that the CRRF's Board of Directors should have significant input into the selection/renewal of the Executive Director and future Board Members. It was further suggested that the role and contribution of the Canadian Heritage representation on the Board should be reviewed, and the Governor in Council should implement Section 23 of the *Act* as it applies to the establishment of an Investment Committee.

The following table presents the Departmental response to the recommendations in the KPMG Consulting review of the Canadian Race Relations Foundation:

Recommendations from the KPMG Review	Departmental Response
1. The Foundation should explore opportunities to improve its working relationship with the Department, and work more closely together to achieve each organization's specific objectives, best serve the Canadian public and respect the arms-length relationship.	The relationship between the CRRF or other members of the Canadian Heritage Portfolio and the Minister is one of arms-length, relative to day-to-day operations and programming decisions. The report provides the opportunity to reaffirm and improve this relationship. The Department and the Foundation have signalled keen interest in working more closely together to better achieve each organization's goals and objectives in serving Canadians; while respecting the unique status of this relationship. Ultimately, the Foundation's Executive Director and Board of Directors will decide to what extent they are willing to work with the Department.

2. The CRRF and Canadian Heritage Multiculturalism Program could explore opportunities to develop greater synergy in the programs they deliver, particularly in the areas of joint planning, and explore opportunities to reduce overlap; further suggesting that certain programs and services could conceivably be transferred from Multiculturalism Program to the CRRF. The Foundation and the Multiculturalism Program were encouraged to attempt to forge a more cooperative relationship, in order to reduce incidences of overlap and duplication highlighted in the report.	The *Canadian Multiculturalism Act* and the *Canadian Race Relations Foundation Act* outline objectives in research, public education and community support to address diversity and racism. We agree that opportunities exist for greater cooperation between the Multiculturalism Program and the CRRF while respecting the arms-length relationship, and addressing potential accountability and duplication. The Department is willing to work with the CRRF to begin a process of long-term, in-depth discussions to explore future opportunities for greater cooperation on our public education strategies and tools, research agendas and support for community action; and the benefits of joint planning between our organizations.

3. The CRRF's Board of Directors should have significant input into the selection/renewal of the Executive Director and future Board Members.	In accordance with the *Canadian Race Relations Foundation Act*, there is a consultation process in place whereby the Minister consults the Chairperson, before making a recommendation with respect to the appointment of the Executive Director. Board members are appointed on the recommendation of the Minister, following extensive consultations with the Chairperson, governmental and non-governmental institutions, various stakeholders or any other individual the Minister considers appropriate.
Expiry dates of Board appointments need to be staggered to ensure that the continuity of expertise and corporate memory is not compromised, and to ensure that the Board appropriately represents Canada's diversity.	To strengthen Board governance, skills profiles for all Board positions have been requested from all Crown corporations. It is in the best interest of the CRRF to participate in that process and to establish required skills to meet the Board's needs. The Department is making every effort to ensure that the appointment process respects the needs of all Portfolio agencies, the CRRF included, and respects and reflects Canada's diversity, ethnocultural, demographic and geographic make-up.
It was further suggested that the role and contribution of the Canadian Heritage representation on the Board should be reviewed.	The Department will review its role and contribution with respect to the PCH Board representative and designate an appropriately placed official to participate regularly and consistently in the Foundation's meetings.
The Governor in Council should implement Section 23 of the *Act* as it applies to the establishment of an Investment Committee.	The Department will recommend implementation of Section 23 of the *Act* as it applies to the establishment of an Investment Committee and the appointment of three committee members through the Governor in Council process.

Appendix A

Redress Agreement—Terms of Agreement Between the Government of Canada and the National Association of Japanese Canadians

Appendix A: Redress Agreement—Terms of Agreement between the Government of Canada and the National Association of Japanese Canadians

<u>*Acknowledgement*</u>

As a people, Canadians commit themselves to the creation of a society that ensures equality and justice for all, regardless of race or ethnic origin.

During and after World War II, Canadians of Japanese ancestry, the majority of whom were citizens, suffered unprecedented actions taken by the Government of Canada against their community.

Despite perceived military necessities at the time, the forced removal and internment of Japanese Canadians during World War II and their deportation and expulsion following the war, was unjust. In retrospect, government policies of disenfranchisement, detention, confiscation and sale of private and community property, expulsion, deportation and restriction of movement, which continued after the war, were influenced by discriminatory attitudes. Japanese Canadians who were interned had their property liquidated and the proceeds of sale were used to pay for their own internment.

The acknowledgement of these injustices serves notice to all Canadians that the excesses of the past are condemned and that the principles of justice and equality in Canada are reaffirmed.

Therefore, the Government of Canada, on behalf of all Canadians, does hereby:

1) acknowledge that the treatment of Japanese Canadians during and after World War II was unjust and violated principles of human rights as they are understood today;

2) pledge to ensure, to the full extent that its powers allow, that such events will not happen again; and

3) recognize, with great respect, the fortitude and determination of Japanese Canadians who, despite great stress and hardship, retain their commitment and loyalty to Canada and contribute so richly to the development of the Canadian nation.

As symbolic redress for those injustices, the Government offers:

a) $21,000 individual redress, subject to application by eligible persons of Japanese ancestry who, during this period, were subjected to internment, relocation, deportation, loss of property or otherwise deprived of the full enjoyment of fundamental rights and freedoms based solely on the fact that they were of Japanese ancestry; each payment would be made in a tax-free lump sum, as expeditiously as possible;

b) $12 million to the Japanese-Canadian community, through the National Association of Japanese Canadians, to undertake educational, social and cultural activities or programmes that contribute to the well-being of the community or that promote human rights;

c) $12 million, on behalf of Japanese Canadians and in commemoration of those who suffered these injustices, and matched by a further $12 million from the Government of Canada, for the creation of a Canadian Race Relations Foundation that will foster racial harmony and cross-cultural understanding and help to eliminate racism.

d) subject to application by eligible persons, to clear the names of persons of Japanese ancestry who were convicted of violations under the War Measures Act and the National Emergency Transitional Powers Act.

e) subject to application by eligible persons, to grant Canadian citizenship to persons of Japanese ancestry still living who were expelled from Canada or had their citizenship revoked during the period 1941 to 1949, and to their living descendants;

f) to provide, through contractual arrangements, up to $3 million to the National Association of Japanese Canadians for their assistance, including community liaison, in administration of redress over the period of implementation.

Only persons alive at the date of the signing of these Terms of Agreement would be entitled to the redress in paragraphs (a), (d) and (e), except that the redress in (e) would also apply to descendants living at that date.

Art Miki
President, National Association of Japanese Canadians

Brian Mulroney
Prime Minister of Canada

Appendix B

List of Documents Reviewed

Appendix B: Documents Reviewed

A number of documents were reviewed and these included the following.

CRRF Documentation

- Procedures for application and processing of key programs of the CRRF, e.g., procedures for the research advisory panel
    - File reviews (programmatic)
    - File review (financial)
    - Board Minutes
    - Forms (various)
    - Committee Minutes
    - ToR (Resource Development Task Force, Research Advisory Panel, CRRF Awards Jury)
    - Governance:
        - By-laws 1, 2 and 3 and Addendums
        - ToR (Standing Committees; Finance Committee, HR Committee, Program Committee, Advisory Committee on Aboriginal Issues, Communications Committee, Executive Committee?)
        - CRRF Policy manuals (HR Policies and procedures, Financial Policies, Employee Conflict of interest Code, Policy on Partnerships, terms and Conditions for Full time Governor in Council Appointees)
    - CRRF Annual reports 1997/98, 1998/99 and 1999/2000
    - D.S. Elliot & Associates (June 1998) Funding for Change: Meeting the Challenge (Commissioned Research Report).
    - • HR Materials (CRRF Workplace Culture Statement, Rewards Guidelines, Performance planning and Assessment Form, Job Descriptions).
    - CRRF Strategic Plan 2000/01- 2002/03
    - CRRF Corporate Plans 1997/98-2001/2002, 1998/1999-2002/2003, 1999/2000-2003/2004
    - CRRF Organizational Chart
    - Racism in Canada (Critical Readings)
    - Original and Revised Contract for Contract Services
    - Documents related to Bill-C-44, C-49
    - CRRF Operating and Capital Budget Fiscal 2000-2001
    - Factsheets
    - Examples of research reports
    - Newsletters
    - Unite Against Racism videos
    - WCAR documents
    - Aboriginal Issues Task Force

Canadian Heritage
- Hansard
    - Strategic Objectives
    - Portfolio Management
    - Portfolio Resources (2000-2001)
    - Legislative framework of Crown Corporations
    - Multiculturalism Program Performance Framework, National Multiculturalism Meeting, November 22-24, 2000.

Appendix C
Contract Research Calls Issued in 1997

Appendix C: Contract Research Calls Issued in 1997

Original Project Title	Revised Project Title	Authors	First Instalment	Final Instalment	Status
Systemic Racism and Employment Equity Policy in Canada: Strategies for Effective Implementation and Greater Diversity		Abigail B. Bakan and Audrey Kobayashi, Queen's University, Kingston, ON	July 24, 1998 Second March 30/99		Incomplete
Curricula and Special Programs Appropriate for the Study of Portrayal of Diversity in the Media		Media Awareness Network, Napean, ON	June 25, 1998	Jan 25, 1999	Released
Diagnosing Systemic Racial Discrimination in Organizational Culture	Systemic Racism in Employment in Canada: Diagnosing Systemic Racial Discrimination in Organizational Culture	Carol Agocs, London On and Harish C. Jain, Hamilton ON	July 2, 1998	Feb 18, 2000	Published in "Directions" Vol. 1, No. 1/March 2001
Racist Discourse In Canada's print Media	Racist Discourse In Canada's English Print Media	Carol Tater and Francis Henry, in collaboration with the Association of Black Journalists, Toronto, ON	July 2, 1998	March 10, 2000	Released
Cultural Differences and Secondary School Curricula		David Blades, Ingrid Johnson, Elaine Simmt (Univ. of Alberta)	Sept 15 1998	Sept 7 2000	Published in "Directions" Vol. 1, No. 1/March 2001
Towards An Ethnography and Practical Model of Multicultural/Anti-Racist Education on the University Campus		June Beynon and Parin Dossa, Simon Fraser University, Burnaby, BC	June 11 1999 The contract was only finalised in June 1999 after negotiations with the researchers		In progress
Race Relations Training in Canada: Towards the Development of Professional Standards		League for Human Rights of B'nai Brith Canada, Downsview, ON	July 24, 1998	March 31, 2000	Under Review

Original Project Title	Revised Project Title	Authors	First Instalment	Final Instalment	Status
Education Strategies to Combat Racism in Canada	Children's Rights Education as a means towards combating Racism in Canada	Katherine Covell and R. Brian Howe, Children's Rights Centre, University College of Cape Breton, Sydney NS	June 17,1998	Jan 7, 2000	Published in "Directions" Vol. 1, No. 1/March 2001
Les jeunes d'origines haitienne et jamaicaine au Quebec	Civic Incorporation or Inclusion? Representation of citizenship among second generation youth of Jamaican or Haitian origin in Montreal	Michelle Labelle, Universite du Quebec, with support from BAJQA (Bureau of support for the French Canadian youth of Haitian origin), the Jamaica Assoc. of Montreal	August 18, 1998	March 31, 2000	Published in "Directions" Vol. 1, No. 1/March 2001
Systemic Racism in education and employment and strategies to improve the situation	Teacher Candidates' Racial Identity Development and its impact on learning to Teach	Patrick Solomon, York University, Downsview ON		April 6, 2000	Published in "Directions" Vol. 1, No. 1/March 2001

Appendix D

Contract Research Second Calls Issued in 1999

Appendix D: Contract Research Second Calls Issued in 1999

Original Project Title	Authors	First Instalment	Final Instalment	Status
1. Improving Aboriginal Studies in Non-Aboriginal Controlled Schools	The Coalition for the Advancement of Aboriginal Studies	March 31,2000	On completion in Dec 2001	In progress
2. The contribution of Education Strategies to Employment Equity: the Case of Social Work	Dr. Fred Wien and Dr. Wanda Thomas Bernard, School of Social Work, Dalhousie University	March 31,2001	On completion in Dec 2001	In progress
3. Research on Integrating Accountability for Employment Equity in Canada	Dr. Rebecca Hagey, Faculty of Nursing, University of Toronto			Contract under negotiation
4. Racial Discrimination as a Health Risk for Female Youth: Implications for Policy and Healthcare Delivery in Canada	Women's Mental Health program, Centre for Addiction and Mental Health; Health Promotion Unit, Women's Health in Women's Hands.	March 31,2001	On completion in Dec 2001	In progress
5. Paths to Healing: Youth Surviving the Impact of Everyday Racism	Ga Ching Kong and Celia Haig-Brown, Faculty of Education, York University	June 21 2000	On completion in Dec 2001	In progress
6. Symbolic Racism in Young Canadians	Daniel Guerin, Department of Political Science, Universite Laval	July 5 2000	On completion in Dec 2001	In progress

Appendix E

Commissioned Research Projects

Appendix E: Commissioned Research Projects

	Original Project Title	Revised project Title	Authors	First Instalment	Final Instalment	Status
1.	A feasibility Study on the indicators of Racism	Report Card on Racism (feasibility Study)	Gentium Consulting and John Samual and Associates	Dec 1, 1998	March 18, 1999	Research completed. Recommendations informed the Unequal Access research
2.	Environmental Scan	Setting Priorities in the Field of Race Relations: An Environmental Scan on Current Issues	Canadian Council on Social Development (CCSD)	March 15, 1999	August 6, 1999	Research complete: informed the strategic plan and programs
3.	Review of Anti-Racist Training materials (see annual report 1999)	Educating Against Racism: An annotated bibliographic tool of anti-racist resources for activists and educators	Bina Mehta and Joelle Favreau	Dec 14th 1998	March 10, 2000	Published on CRRF's website
4.	Increasing Public Awareness of Race Relations in Canada	Increasing Public Awareness of Race Relations in Canada: The Role, Impact and Potential of Public Education Campaigns	League for Human Rights of B'nai Brith Canada	Sept 15, 1998	March 30, 1999	Research complete-recommendations informed the UAR campaign
5.	Funding for Change: Meeting the Challenge		D.S. Elliot and Associates Inc.	July 17, 1998	Oct 1, 1998	Completed
6.	Report Card on Racism(Unequal Access)			Feb 23, 2000	Dec 18, 2000	Completed-findings released through News Conference in January 2001
7.	Racist Discourse in the National Post – An Addendum Report to Racist Discourse in Canada's English Print Media		Frances Henry and Carol Tator	July 2, 1998	March 10, 2000	Research complete. Report is under review by the Research Advisory Panel.

Appendix F

The Performance Measurement Framework

Appendix F: Performance Measurement Framework

A performance measurement system for a program is a tool that includes measures of each of the following:

- the program **activities or inputs**—the tasks that are carried out by program personnel;

- the program **outputs**—the goods or services or other results produced as a result of the activities; and

- the program **outcomes**—the things which are done or experienced by others (people outside of the program) as a result of the outputs.

The terms "results" is used interchangeably with the term "objectives". Some organizations use the term "outcomes" to refer to the near-term results of the program and the term "impacts" to refer to longer-term changes to which the program contributes. Specifically:

- outcomes are the results at the program purpose level—what the program is expected to accomplish; and

- impacts are the broad, higher level, longer-term effects or results at the goal level to which the program is expected to contribute.

To illustrate the basic terminology—*activities, outputs, and outcomes*—let's consider a program which involves the preparation of maps. A performance measurement system for this program might include measures like:

- the number of surveys carried out to collect map data (an activity/input measure);

- *the number of maps produced* (an output measure); and

- *the extent to which the program's maps are used in planning and development decisions* (an outcome measure).

As another example, consider a training program intended to improve the employability of trainees. The performance measurement system might include measures like:

- the number of training courses provided (an activity measure);

- *the number of people trained* (an output measure); and

- *the extent to which the trainees experience more employment and/or higher incomes as a result of the training* (an outcome measure).

Other important terms are:

- **Effectiveness Measures**—This is another term for measures of outcomes. Included in effectiveness measures, therefore, would be measures of the extent to which a program is accomplishing its objectives.

- **Efficiency Measures**—This term means measures of outputs in relation to inputs, i.e., how much output is achieved per unit of input. For example, for the mapping program, an efficiency measure might be the number of maps produced per full-time equivalent staff member. For the training program, an efficiency measure might be number of people trained per dollar of program budget. Efficiency measures are particularly important for front counter operations.

- **Customer Service Measures**—This term refers to measures of the degree to which a service satisfies the needs and expectations of the recipients. Customer service measures are a type of outcome measure. An example would be the rated degree of satisfaction of trainees with the quality of training provided.

- **Reach**—The reach of a program refers to the people and organizations that are served or affected by the program's outputs. For a training program, for example, the reach of the program would be the population of trainees who participate in the program.

Use of PMF for this Assignment:

A standard PMF is as follows.

Table F-1: A Sample Performance Evaluation Framework

Expected Results	Reach	Performance Indicators	Baseline	Data Sources and Collection Methods	Frequency of and Responsibility for Data Collection
Goal (Program):					
Impacts					
Purpose (Project):					
Outcomes					
Outputs					
Inputs					

Given the broad mandate of CRRF, we redesigned the PMF to incorporate all the seven components of the mandate (see below). Though basic, the model provides a basis on which the CRRF can build a full fledged PMF.

Table F-2:Performance Measurement Model

Vision:
"The Foundation 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."

Mission:
"The Canadian Race Relations Foundation is committed to building a national framework for the fight against racism in Canadian society. We will shed light on the causes and manifestations of racism; provide independent, outspoken national leadership; and act as a resource and facilitator in the pursuit of equity, fairness and social justice."

Mandated Programs	a) Research and National Information Base	b) Clearing-house and Establish Linkages	c) Consultation and Information exchange	d) Promoting Training and Development of Standards	e) Public Awareness	f) Collaboration with Public, Private and NGOs	g) Supporting and Promoting Policies and Programs
Goal							
Outcomes							
Outputs							
Inputs: Core Programs and activities							
Beneficiaries							
Indicative Time Frame							
Levels of Risk							
Information Sources							
Data Collection Methods							
How Often							
By Whom							

Appendix G
The Management Framework Criteria

Appendix G: The Management Framework Criteria

To evaluate the effectiveness of CRRF's management controls and the efficiency with which CRRF delivers its programs and activities, we have evaluated CRRF's current management framework using our Management Evaluation Framework tool. For the purposes of this review, CRRF's management framework is defined as all practices, policies, procedures, and controls in place to manage CRRF's operations. The management framework encompasses governance, human resources, finance, and program management issues.

Our Management Evaluation Framework is a risk-based tool that focuses on CRRF's objectives and impediments to achieving these objectives based on the following criteria:

- **Accountability to Parliament**—the extent to which CRRF meets its obligations to Parliament as defined under the Act.

- **Purpose**—the extent to which the mandate and objectives of the CRRF are clearly defined, communicated and understood by all employees, clearly defined and communicated to stakeholders and the program and its objectives continue to respond to changes in the environment.

- **Establishment of the Organization**—CRRF's effectiveness in designing an appropriate organizational structure and developing policies and procedures on a timely basis during the start-up phase.

- **Commitment**—The commitment of senior management and staff to the achievement of CRRF's mandate and the entrenchment of accountability and due diligence practices in CRRF staff.

- **Risk Management**—The extent to which policies, procedures, and funding decisions are consistent with and reflective of the optimization of resources in the achievement of CRRF objectives.

- **Governance**—The effectiveness of CRRF's Board of Directors in their oversight of management.

- **Capability**—The provision of appropriate and adequate information, tools and training to all staff to permit them to carry out their responsibilities.

- **Direct Controls**—The existence of proper controls to verify the accuracy of reported information and to ensure that due diligence and judgment are exercised by program staff.

- **Measurement**—The use of performance measurement techniques that are directly related to program objectives and the communication of performance results.

- **Culture and Ethics**—The extent to which there is an atmosphere of mutual trust and openness among all staff levels and the extent to which the input of employees, stakeholders and the Canadian public is sought in the development of program priorities and assessing risks.

- **Monitoring**—The existence of a program of continuous assessment and review on the part of management and internal audit to ensure that controls are operating effectively, recommendations from audits and reviews and lessons learned are being acted on, and changes to the internal or external environments are analyzed for effect.

The criteria in the Framework are based upon the following models:

- *CoCo*—the Control Model developed by the Criteria of Control Board (CoCo) of the Canadian Institute of Chartered Accountants (CICA).
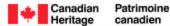
- *COSO*—the Internal Control-Integrated Framework developed by the Committee of Sponsoring Organizations (COSO) of the Treadway Commission.

- Independent Review Panel on the Modernization of Comptrollership in the Government of Canada.

- Office of the Auditor General's Risk Assessment Framework for Grants and Contributions Programs.

- Treasury Board's Policy Framework for Service Improvement.

- Financial Management Capability Model.

- KPMG Risk Management Diagnostic Tool.

- KPMG Risk Management Best Practices in Government database.

Using the Management Evaluation Framework, CRRF's current management practices were compared the above criteria. This resulted in an understanding of the ability of CRRF to meet its objectives, an identification of significant issues that need to be addressed, and an identification of key risks facing the Foundation.

Appendix H

CRRF's Performance Measurement Framework

Appendix H: CRRF's Performance Measurement Framework

The following Program Evaluation Matrix maps the CRRF's programs and activities against the areas defined in the legislated mandate. Because of the Foundation's broadly defined mandate and relatively small size, its program design encompasses a complement of programs which each meet multiple mandates.

The priorities for the first few years of the CRRF were to meet the mandated areas (a) (b) (c) (e) and (f). Mandate (g) was seen as gaining priority in the second phase of the Foundation's development. Mandate (d) was considered as an important issue during the late eighties when there were a lot of activities in race relations training, which is no longer the case. The Environmental Scan which involved stakeholder consultation was commissioned by the CRRF and also played a role in informing these priorities.

Appendix H: CRRF's Objectives and PMF

Mandated Programs	a) Research and National Information Base	b) Clearing-house and Establish Linkages	c) Consultation and Information Exchange	d) Promoting R.R. Training and Development of Recommendations for Standards	e) Public Awareness	f) Collaboration with Various Organizations in Instituting and Supporting Programs and Activities	g) Supporting and Promoting the Development of Recommendations for Effective Policies and Programs
Goal (L.T results) (i.e., the elimination of racism and all forms of racial discrimination)							
Outcome(M.T. Results) (i.e., CRRF's contribution towards the development, sharing and application of knowledge)	▪ increased influence of anti-racism organizations on political decision makers, public administration, judicial authorities etc.	▪ Ngos and community agencies are successfully networking and advocating for anti-racist programs and policies	▪ Ngos and community agencies are successfully networking and advocating for anti-racist programs and policies	▪ Strengthened capacities of Ngos community agencies, public sector institutions in understanding and successfully promoting equitable race relations	▪ Protection of rights of minorities are widely recognised and respected	▪ The integration of human rights and anti racism principles into private sector institutions and practices	▪ The integration of human rights and anti racism principles into government institutions and practices
Outputs (S/T. results)	▪ Increased understanding of racism and the causes of racism	▪ Anti-racism organizations improve their knowledge of racism issues	▪ Anti-racism organizations improve their knowledge of racism issues	▪ Community organizations and other institutions develop their skills to promote equitable race relations	▪ Increased understanding of racism and the causes of racism by the public	▪ Development of strategic partnerships that promote anti-racist organizational cultures	▪ Significant contributions to the development of effective anti-racist policies and programs
Inputs (program and activities)	▪ Contract Research ▪ Commissioned Research ▪ Documentation collection and development, database of contacts	▪ Information and referral via telephone, web, documents.	▪ IAR ▪ Forums, Conferences, Meetings, Consultations	▪ AOE ▪ IAR training projects	▪ IAR ▪ Communications ▪ Media interaction, public speaking, engagements, fact sheets, newsletters, UAR, videos	▪ Active Contacts in the labour and business sectors	▪ AOE ▪ CRRF Aboriginal Task force, Participation in the UN-WCAR consultations and development of a position paper
Beneficiaries (reach)	▪ Political decision makers, public administration, judicial authorities						
Indicative Time frame							
Levels of Risk in achieving results							
Information Sources	▪ Financial records ▪ Documents, interviews	▪ Financial records ▪ Reports, files, interviews			▪ Financial records ▪ Reports, files, interviews	▪ Financial records ▪ Reports, files, interviews	
Data Collection Methods							
How often							

KPMG Consulting

Mandated Programs	a) Research and National Information Base	b) Clearing-house and Establish Linkages	c) Consultation and Information Exchange	d) Promoting R.R. Training and Development of Recommendations for Standards	e) Public Awareness	f) Collaboration with Various Organizations in Instituting and Supporting Programs and Activities	g) Supporting and Promoting the Development of Recommendations for Effective Policies and Programs
Who will do the work							

Appendix I

CRRF's Performance Indicators

Appendix I: CRRF's Performance Indicators

Mandated Programs	a) Research and National Information Base	b) Clearing-house and Establish Linkages	c) Consultation and Information Exchange	d) Promoting R.R. Training and Development of Recommendations for Standards	e) Public Awareness	f) Collaboration with Various Organizations in Instituting and Supporting Programs and Activities	g) Supporting and Promoting the Development of Recommendations for Effective Policies and Programs

Input level indicators(outline inputs by CRRF as well as stakeholders; budget of CRRF programs)	▪ $ spent on funding research
	▪ $ spent on collecting and developing documentation
	▪ FT E spending X hours per month on developing contacts
		▪ Information and referral-increase in number of info. Requests fulfilled
		▪ Sources of Information
		  - 690 bilingual web links
		  - 19 FAQs on website
		  - X web pages
		▪ Increase database of contacts- 1997/98: 985 contacts 1999/2000:2800 contacts
			▪ $ on special projects
			▪ $on 15 IAR projects
			▪ $ 13 forums
			▪ $ symposiums
			▪ $Consultations
			▪ S surveys etc
			▪ $ community events
			▪ $conferences
			▪ $ meetings
				▪ $ AOE
				▪ $ IAR and other training projects
					▪ $ on 44 IAR projects
					▪ $ media campaigns
					▪ $ video project
					▪ $Communications
					▪ $ on 40 public speaking engagements
					▪ $ 6 newsletters
					▪ $fact sheets
					▪ $ Board outreach events
						▪ $ on community events
						▪ $E-Race it projects
						▪ $ on collaboration with TVO other partners during UAR
							▪ $ AOE
							▪ Increase in AOE applications over X years
							▪ $ associated with UN-WCAR position paper
							▪ $ attendance consultations
							▪ $ Aboriginal Task Force Report

Output Level or ST results	▪ Increased Understanding of Racism and the causes of racism	▪ Anti-racism organizations improve their knowledge of racism issues	▪ Anti-racism organizations improve their knowledge of racism issues	▪ Community organizations and other institutions develop their skills regarding race relations	▪ Increased understanding of racism and the causes of racism	▪ Development of strategic partnerships that promote anti-racist organizational cultures	▪ Significant contributions to the development of effective anti-racist policies and programs
Output level indicators (the deliverables of CRRF programs)	▪ Increase in stakeholders to whom results are disseminated ▪ -Increase in instances of media coverage related to research results ▪ -increase in quality of research ▪ -Increase in quality and use of information available from CRRF	▪ Increase in # of organizations that have basic information on racism, race relations ▪ Increase in number of external publications that refer to CRRF as a source ▪ Increase in number of web hits on X pages ▪ Increase in number of contacts that actively seek information	▪ Increase in participant knowledge of racism issues from CRRF's forums, symposiums et al	▪ Increase in participant knowledge of race relations from CRRF training ▪ Increase in # of organizations that adopt/adapt standards set by CRRF	▪ % increase in population with an increased knowledge of racism	▪ Increase in the # of strategic partnerships that will promote anti-racist policies within X years	▪ Increase in the number of organizations that adopt best practices ▪ -increase in the number of specific policy recommendations

Mandated Programs	a) Research and National Information Base	b) Clearing-house and Establish Linkages	c) Consultation and Information Exchange	d) Promoting R.R. Training and Development of Recommendations for Standards	e) Public Awareness	f) Collaboration with Various Organizations in Instituting and Supporting Programs and Activities	g) Supporting and Promoting the Development of Recommendations for Effective Policies and Programs
Outcome or medium-term results	▪ increased influence of anti-racism organizations on political decision makers, public administration, judicial authorities etc	▪ Ngos and community agencies are successfully networking and advocating for anti-racist programs and policies	▪ Ngos and community agencies are successfully networking and advocating for anti-racist programs and policies	▪ Strengthened capacities of Ngos community agencies, public sector institutions in understanding and successfully promoting an equitable race relations	▪ Protection of rights of minorities are widely recognised and respected	▪ The integration of human rights and anti racism principles into private sector institutions and practices	▪ The integration of human rights and anti racism principles into government institutions and practices
Outcome level indicators (should identify change in behaviour of stakeholders or the change in the way institutions function as a result of CRRF's programs)	▪ Increase in # of jurisdictions with anti-racist programs and policies	▪ Increase in # of jurisdictions with anti-racist programs and policies	▪ Increase in # of jurisdictions with anti-racist programs and policies	▪ Increase in # of jurisdictions with anti-racist programs and policies	▪ Fewer incidents of racial discrimination in Canada ▪ Non-discriminatory reporting by the media	▪ # of institutions with anti-racist policies ▪ # of institutions with anti-racist practices ▪ Reduction in barriers to employment and education	▪ Increase in # of jurisdictions with laws/legislation promoting equitable race relations and anti-racism practices ▪ Increase in # of instances where Government has demonstrated its anti-racist commitment
Goal level indicators (include targets beyond the scope of CRRF's programs)							
Beneficiaries (Reach)							
Indicative Time Frame							
Levels of Risk in achieving results							
Information Sources	▪ Financial records ▪ Documents, interviews	▪ Financial records ▪ Reports, files, interviews			▪ Financial records ▪ Reports, files, interviews	▪ Financial records ▪ Reports, files, interviews	
Data Collection Methods							
How often							
Who will do the work							

Appendix J

CRRF's Program Matrix of Indicators

Appendix J: CRRF Program Matrix of Indicators

Program Mandate/Activity	(a) Research & National Info. Base	(b) Clearinghouse and Linkages	(c) Consultation, Information Exchange	(d) Promoting R.R. Training and Development of Standards	(e) Increasing Public Awareness	(f) Collaboration with Various Sectors	(g) Supporting and Promoting Policies and Programs
Award of Excellence	National Database		2-day Symposium		Invitation, outreach & awareness of CRRF & programs	Work with partners on symposium	Support and encourage best practices in programs
Outputs:		Mass Dissemination of fact sheets, materials at events	▪ 135 people attended representing 90 organizations		▪ invitation to 250 participants ▪ press conference ~ 10 articles	▪ 5 partners involved in symposium	▪ Six awards over two years for best practices, innovation and excellence in race relations activities ▪ 40 applicants 1998; 70 applicants 2001
Communications: media relations, newsletters, public speaking, toll-free line website	▪ CRRF Newsletter ▪ Website ▪ CRRF research findings	Website ▪ weekly news highlight ▪ newsletters on website	Participation at conferences		Media Relations ▪ -Press conferences ▪ -Media interviews ▪ CRRF Newsletter ▪ Speaking engagements ▪ Tabling/display booths ▪ Website	E-Race It ▪ Youth website, a collaborative project with Young People's Press	
Outputs:	6 newsletters All publications available on website.	▪ over 10,000 requests for information answered	▪ 52 conferences attended		▪ 40 public speaking engagements ▪ 125 media interviews includes media quotes ▪ 12,000 newsletters circulated	▪ 34 active contacts in business and labour sectors	

Program Mandate/Activity	(a) Research & National Info. Base	(b) Clearinghouse and Linkages	(c) Consultation, Information Exchange	(d) Promoting R.R. Training and Development of Standards	(e) Increasing Public Awareness	(f) Collaboration with Various Sectors	(g) Supporting and Promoting Policies and Programs
Forums, symposiums & Consultations			UN-WCAR workshops Community events — linked to Board meetings; Board outreach Aboriginal Issues Task Force/Committee	AMSSA project: "BC Youth Countering Racism and Hate" Training program to mentor young people in BC; to identify issues of racism and hate, and take action.	Community Events	Collaborative planning of community forums with local organizations.	
Outputs:	Aboriginal Issues Task Force Report		▪ 3 anti-racism workshops/ conferences supported ▪ 13 Forums ▪ 181 Participants consulted in consultations, focus groups, and workshops (Gentium report, Unequal Access, Environmental Scan, WCAR) ▪ Consulted 7 prominent Aboriginal people for Task Force 1998; Aboriginal Issues Committee becomes standing committee in 1999 with 6 Aboriginal representatives	▪ AMSSA project ▪ 42 youth trained in anti-racism/hate in 4 regions of BC. Over 1,200 youth, adults and community reached through actions. Enhanced communications and outreach via email bulletins and web site.	▪ 5 board meetings and concurrent community events held across the country ~ 50-75 per meeting for a total of 375 people. ▪ 2 Board outreach initiatives reached approximately 70 attendees; 3rd meeting to be held in February	▪ 10 partners in joint public education activities	▪ supporting discussion about Aboriginal and anti-racist education policies and programs locally, in board/community forums

Program Mandate/Activity	(a) Research & National Info. Base	(b) Clearinghouse and Linkages	(c) Consultation, Information Exchange	(d) Promoting R.R. Training and Development of Standards	(e) Increasing Public Awareness	(f) Collaboration with Various Sectors	(g) Supporting and Promoting Policies and Programs
Initiatives Against Racism			IAR-funded projects	IAR-funded projects	IAR-funded projects		IAR-funded projects
Outputs:			▪ 15 IAR grants awarded across Canada (to October 2000)	▪ 15 IAR sponsorships focusing in the area of training (to October 2000)	▪ 44 IAR grants awarded focusing on raising public awareness of various issues/groups (to October 2000)		12 IAR grants awarded focussed on this mandate
Information Base: fact sheets, bibliography, directory, videos, toll free line	Factsheets Resource guides Bibliographies Videos (TVO/tfo) Challenging Online Hate	Website and links ▪ - database of contacts ▪ - hot links ▪ - bibliography				Collaborated with TVO/tfo to produce videos	
Outputs:	▪ 6 fact sheets/resource guides published ▪ Electronic fact sheet for youth. ▪ 3 videos produced	▪ in-house collection of over 1714 bilingual anti-racism work with a specific focus on Canadian content ▪ X pages on the website. ▪ 66,791 Visits to web site ▪ 19 FAQs on website ▪ 690 links on web site (Fr & Eng) ▪ in 1997/98 database ~ 985 individuals; in 1999/2000 database grew to 2800 individuals ▪ 2 Surveys to update mailing list in 1998 and 2000.				▪ 31 CRRF products developed and used by other organizations	▪ 3 position papers developed for the UN World Conference on Racism incorporating recommendations for domestic, international and Aboriginal issues and policy.

Program Mandate/Activity	(a) Research & National Info. Base	(b) Clearinghouse and Linkages	(c) Consultation, Information Exchange	(d) Promoting R.R. Training and Development of Standards	(e) Increasing Public Awareness	(f) Collaboration with Various Sectors	(g) Supporting and Promoting Policies and Programs
Research: Contract, commissioned	Commissioned research (4 major reports) Contract Research program (16 contracts awarded) Publication of findings through journal/website		Focus groups part of: ■ - Environmental Scan ■ - Unequal Access ■ - Survey of Public Education work ■ - informal survey and questionnaires, 1997	Research on race relations training and standards (B'nai Brith)			Policy/program recommendations stemming from research reports.
Outputs:	■ 22 research projects ■ journal with research findings to be published in March 2000			■ 86 participants in the study. The study investigated the effectiveness of race relations training in Canada to determine the feasibility of developing professional standards in the field. It examined key factors in the success of effective race relations/anti-racism training and criteria.			
Unite Against Racism Campaign					Advertising/PSAs broadcast nationally Video project in progress Campaign Website Campaign products	Collaborated with 20 campaign partners	

Program Mandate/Activity	(a) Research & National Info. Base	(b) Clearinghouse and Linkages	(c) Consultation, Information Exchange	(d) Promoting R.R. Training and Development of Standards	(e) Increasing Public Awareness	(f) Collaboration with Various Sectors	(g) Supporting and Promoting Policies and Programs
Outputs:					▪ 22 videos based on 5 themes were produced ▪ 6 campaign products (poster, shirts, cap, mug etc.) ▪ campaign launches attracted more than 170 participants.	▪ $300,000 in-kind airtime donation ▪ $80,000 financial donation	
Other special events, projects			UN WCAR workshops to establish CRRF position papers		Mandela & Children Event		UN WCAR policy papers
Outputs:			2 day-long workshops focussed on race relations and Aboriginal Issues.		▪ event reached 50,000 people		3 papers
Outcomes:	▪ Increase in knowledge of racism due to research	▪ Extent to which data assisted in influencing policy or program changes			▪ 1850+ minutes of airtime for Unite Against Racism Campaign ads. ▪ 23 million viewers in audience for paid and unpaid ads ▪ Increased awareness of the CRRF and anti-racism work	▪ Extent and type of follow up action, e.g., Policy advocacy ▪ Education forums, research conducted	
Performance Indicators:	▪ Expenditure ▪ 22 of research projects ▪ Stakeholder opinions	▪ Expenditure ▪ Over 10,000 info. requests ▪ Size of information holdings/access to data bases (see outputs section) ▪ Stakeholder opinions			▪ Expenditure ▪ # of grants & awards (see outputs section — IAR, and Research) ▪ Stakeholder opinions ▪ 125 instances of media coverage; 41 pertaining to CRRF research findings	▪ Expenditure ▪ Documented follow up activities — e.g., recommendations implemented from CRRF Aboriginal Issues Task Force Report	

Appendix K

List of Organizations Funded by Both CMF and MC

Appendix K: List of Organizations Funded by Both CRRF and MC

	Organization	Project Title	Program
1.	Alberta Magazine Publishers Association	**MC:** Magazine Session 2000 Alberta Magazine Seminar Day	
2.	African Canadian Legal Clinic	**CRRF:** National African Canadian Community Preparatory Conference for the UN World Conference Against Racism	IAR
		Award of Excellence Finalist	AOE
		MC: Conference on Racism	
3.	Artists Against Racism	**CRRF:** Artists Against Racism 1999/2000 Print Campaign	IAR
		Award of Excellence Finalist, best practices reader	AOE
		Unite Against Racism campaign partner (Ongoing)	UAR
		MC: Post Production PSA's	
4.	League for Human Rights of B'nai Brith Canada Toronto	**CRRF:** Race Relations Training in Canada	Contract Research
		Increasing Public Awareness of Race Relations in Canada-a survey of PE materials and campaigns	Commissioned Research
		Award of Excellence Finalist, best practices reader	AOE
		MC: International Symposium on Hate on the Internet	
		Building History: Legal Memory, Contemporary Judgments	
		International Symposium on Hate on the Internet	
5.	Black Achievement Award Society	**CRRF:** Bridges to Communities: Against Racism, Discrimination and Racial Violence	IAR
		MC: Project 2000 — I Have a Dream Mentoring Program	

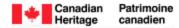| Organization	Project Title	Program
6. Canadian Council for Multicultural and Intercultural Education	**CRRF:** Black History Month: Honouring Our Elders	PEP
	Canadian Heritages and Racial and Ethnic Identity Forum	IAR
	MC: Development of a Marketing Plan	
	Development of website: www.ccmie.com	
	Black History Month Workshop	
	Program Funding 97-98	
	Program Funding 98-99	
	Program Funding 99-2000	
7. Canadian Ethnocultural Council	**CRRF:** Public Service Announcement: Canada's Diversity Is Our Strength	PEP
	Unite Against Racism campaign partner	UAR
	MC: CEC Strategic Action and Resource Generation Plan	
	CEC Strategic Action and Resource Generation Plan	
	Program Funding 97-98	
8. Carleton University School of Social Work	**CRRF:** Black Canadian Contributions to Social Work: Breaking down the traditions of how we shape social work	IAR
	MC: Public Education — Black History Month	
9. Centre jeunesse arabe	**CRRF:** Project to highlight the positive profile and contribution of Arab immigrants to Quebec	PEP
	MC: Parents en charge	
10. Chinese Canadian National Council (Toronto Chapter)	**CRRF:** Chinese Canadian Historic Photo Exhibit	PEP
	MC: Enhancing Political Participation: A National Conference	
	Media Representations on Chinese Canadians	
	Building an Inclusive Curriculum	
	Workplace Participation Among Chinese Canadian Immigrants	
11. Comité de solidarité tiers monde de Trois-Rivières	**CRRF:** Réseau In-Terre-Actif de rapprochement des jeunes Canadiens	PEP
	MC: Sensibilisation de masse au multiculturalisme et à la lutte contre le racisme	

Organization	Project Title	Program
12. Desh Pardesh	**CRRF:** Desh Pardesh Conference Festival	PEP
	MC: Brick-By-Brick Programs and Desh Pardesh Festival/Conference	
	Digital Editing Workshops	
13. Immigrant and Multicultural Services of Prince George	**CRRF:** Train the Trainer Project on Diversity	PEP
	MC: Program Funding 98-99	
14. Media Awareness Network	**CRRF:** Curricula and special programs appropriate for the Portrayal of Diversity in the Media	Contract Research
	Award of Excellence Winner	AOE
	MC: Interactive Anti-racism Game	
	Anti-racism Education Online and Off	
15. National Association of Japanese Canadians	**CRRF:** Human Rights for the 21st Century: Re-thinking Anti-Racism and Human Rights: Sharpening the Tools	PEP
	MC: Program Funding 97-98	
	Program Funding 98-99	
	Conference — Human Rights for the 21st Century	
16. Newfoundland-Labrador Human Rights Association	**CRRF:** Cross Cultural Education Project	PEP
	MC: Tolerance: What Can One Person Do?	
17. Winnipeg Chinese Cultural and Community Centre	**CRRF:** Commemoration of Racism Suffered By Chinese Canadians	PEP
	Creating a Refuge During the Holocaust	IAR
	MC: Commemorative Booklet and Documentary Film	
	Addressing Community Needs: Focus on Women and Seniors	

Appendix L

Canadian Race Relations Foundation Act

Canadian Race Relations Foundation Act

1991, c. 8

An Act to establish the Canadian Race Relations Foundation

[*Assented to 1st February, 1991*]

Preamble WHEREAS Canada, as a party to the *International Convention on the Elimination of All Forms of Racial Discrimination*, has resolved to adopt all necessary measures for speedily eliminating racial discrimination in all its forms and manifestations;

AND WHEREAS the *Canadian Charter of Rights and Freedoms* provides that every individual is equal before and under the law and has the right to the equal protection and equal benefit of the law, without discrimination;

AND WHEREAS the Constitution of Canada recognizes the importance of preserving and enhancing the multicultural heritage of Canadians and recognizes rights of the aboriginal peoples of Canada;

AND WHEREAS the *Canadian Multiculturalism Act* provides that it is the policy of the Government of Canada to promote the full and equitable participation of individuals and communities of all origins in the continuing evolution and shaping of all aspects of Canadian society and to assist them in the elimination of any barrier to such participation;

AND WHEREAS, in concluding the Japanese Canadian Redress Agreement with the National Association of Japanese Canadians, the Government of Canada has condemned the excesses of the past, reaffirmed the principles of justice and equality for all in Canada and undertaken to establish a race relations foundation;

NOW, THEREFORE, Her Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:

SHORT TITLE

Short title **1.** This Act may be cited as the *Canadian Race Relations Foundation Act*.

INTERPRETATION

Definitions **2.** In this Act,

"Board" «*conseil*» "Board" means the Board of Directors of the Foundation;

"Chairperson" «*président*» "Chairperson" means the Chairperson of the Board;

"director" «*administrateur*» "Director" means a member of the Board;

"Executive Director" «*directeur général*» "Executive Director" means the Executive Director of the Foundation appointed pursuant to section 9;

"Foundation" «*Fondation*» "Foundation" means the Canadian Race Relations Foundation established by section 3;

"Minister" «*ministre*» "Minister" means the member of the Queen's Privy Council for Canada designated as the Minister for the purposes of the *Canadian Multiculturalism Act*.

ESTABLISHMENT OF FOUNDATION

Foundation established **3.** There is hereby established a corporation, to be called the Canadian Race Relations Foundation.

PURPOSE OF FOUNDATION

Purpose **4.** The purpose of the Foundation is to facilitate throughout Canada the development, sharing and application of knowledge and expertise in order to contribute to the elimination of racism and all forms of racial discrimination in Canadian society by

(*a*) undertaking research and collecting data and developing a national information base in order to further understanding of the nature of racism and racial discrimination and to assist business, labour, voluntary, community and other organizations as well as public institutions, governments, researchers and the general public in eliminating racism and racial discrimination;

(*b*) acting as a clearing-house, providing information about race relations resources and establishing links with public, private and educational institutions and libraries;

(*c*) facilitating consultation, and the exchange of information, relating to race relations policies, programs and research;

(*d*) promoting effective race relations training and assisting in the development of professional standards;

(*e*) increasing public awareness of the importance of eliminating racism and racial discrimination;

(*f*) collaborating with business, labour, voluntary, community and other organizations, as well as public institutions and all levels of government, in instituting and supporting programs and activities; and

(*g*) supporting and promoting the development of effective policies and programs for the elimination of racism and racial discrimination.

POWERS AND CAPACITY OF FOUNDATION

Powers and capacity of Foundation

5. (1) In order to carry out its purpose, the Foundation has the capacity and the rights, powers and privileges of a natural person and, without restricting the generality of the foregoing, the Foundation may

(*a*) initiate, finance and administer programs and activities related to its purpose;

(*b*) acquire any money, securities or other property by gift, bequest or otherwise and hold, expend, invest, administer or dispose of that property, subject to any terms on which it is given, bequeathed or otherwise made available to the Foundation;

(*c*) expend any money provided by Parliament or any other sources for the activities of the Foundation, subject to any terms on which it is provided;

(*d*) undertake, support, publish and disseminate research studies, reports and other documents on its own initiative or at the request of the Minister;

(*e*) initiate, sponsor and support conferences, seminars and meetings;

(*f*) establish scholarly and professional links between the Foundation and universities, colleges and other organizations and persons interested in the Foundation's work; and

(*g*) undertake any other activities that are conducive to the fulfillment of its purpose and the exercise of its powers.

Capacity in Canada

(2) The Foundation may carry on its activities throughout Canada.

Rights preserved

(3) No act of the Foundation, including any transfer of property to or by the Foundation, is invalid by reason only that the act is contrary to this Act or the by-laws of the Foundation.

BOARD OF DIRECTORS

Board of Directors

6. (1) The activities of the Foundation shall be managed by a Board of Directors consisting of a Chairperson and not more than nineteen other directors to be appointed by the Governor in Council, on the recommendation of the Minister, after the Minister, taking into account the multicultural character, linguistic duality and regional diversity of Canadian society, has consulted with such governments, institutions, organizations and individuals as the Minister considers appropriate.

Criterium for appointment

(2) Persons appointed to the Board must have knowledge or experience that will assist the Foundation in fulfilling its purpose.

Term

7. (1) Each director shall be appointed to hold office for a term not exceeding three years.

Reappointment

(2) A director is eligible for reappointment to the Board in the same or another capacity.

Resignation

(3) A director who wishes to resign shall notify the Board in writing to that effect, and the resignation becomes effective when the Board receives the notice or at the time specified in the notice, whichever is the later.

Functions of Chairperson

8. (1) The Chairperson shall preside at meetings of the Board and shall perform such other duties as are assigned by the Board.

Election of Vice-Chairperson

(2) The Board shall elect one of the directors, other than the Chairperson, to be Vice-Chairperson of the Board.
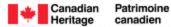
Absence or incapacity of Chairperson

(3) If the Chairperson is absent or unable to act or if the office of Chairperson is vacant, the Vice-Chairperson may act as Chairperson.

EXECUTIVE DIRECTOR

Executive Director

9. (1) There shall be an Executive Director of the Foundation, who shall be appointed by the Governor in Council, on the recommendation of the Minister, for a term not exceeding five years.

Consultation	(2) The Minister shall consult the Board before making any recommendation with respect to the appointment of the Executive Director, other than the first Executive Director.
Chief executive officer	(3) The Executive Director is the chief executive officer of the Foundation and has supervision over and direction of the work and staff of the Foundation and may engage such officers, employees and agents as are necessary for the proper conduct of the work of the Foundation.
Absence or incapacity of Executive Director	(4) If the Executive Director is absent or unable to act or if the office of Executive Director is vacant, the Board may authorize a director or an officer or employee of the Foundation to act as Executive Director, but no person may so act for a period exceeding sixty days without the approval of the Governor in Council.
Re-appointment	(5) The Executive Director is eligible for re-appointment.
Ex officio member	(6) The Executive Director is *ex officio* a member of the Board, but has no vote.

REMUNERATION AND EXPENSES

Fees of directors	**10.** (1) The Chairperson and other directors shall be paid such fees for their attendance at meetings of the Foundation and for the performance of other duties under this Act as the Governor in Council may fix.
Expenses of directors	(2) The Chairperson and other directors are entitled to be paid such travel and living expenses incurred by them in the performance of duties under this Act as the Governor in Council may fix.
Salary of Executive Director	**11.** The salary and any other remuneration to be paid to the Executive Director shall be fixed by the Governor in Council.

COMMITTEES

| Committees | **12.** Under such terms and conditions as are fixed by by-law of the Board, the Board may appoint an Executive Committee from among the directors and may appoint advisory and other committees consisting, wholly or partly, of directors and persons who are not directors. |

PRINCIPAL OFFICE AND MEETINGS

Principal office	**13.** The principal office of the Foundation shall be located in the Municipality of Metropolitan Toronto, Ontario.
Access to services	**14.** The Foundation shall take reasonable measures to provide access to its services throughout Canada, alone or in collaboration with other institutions and organizations.
Meetings of the Board	**15.** (1) The Board shall meet at such times and places as the Chairperson may determine, but it shall meet at least twice in each year.
Quorum	(2) A majority of the directors in office constitutes a quorum at a meeting of the Board.
Deputy Minister	(3) The Deputy to the Minister, or a person designated by the Deputy, is entitled to receive notice of all meetings of the Board and of any committees thereof and to attend and take part in, but not to vote at, those meetings.

By-laws

16. The Board may make by-laws respecting

(*a*) the duties of the officers, employees and agents of the Foundation;

(*b*) the remuneration and conditions of employment of the officers, employees and agents of the Foundation, other than the Executive Director;

(*c*) the constitution of any committees appointed pursuant to section 12, the role and duties of the committees and the expenses, if any, to be paid to the members of those committees who are not directors;

(*d*) the procedure at meetings of the Board and its committees;

(*e*) the administration, management and control of the property of the Foundation; and

(*f*) the conduct and management of the work of the Foundation.

GENERAL

Not an agent

17. (1) The Foundation is not an agent of Her Majesty.

Not part of public service of Canada

(2) The Chairperson, directors, Executive Director, officers, employees and agents of the Foundation are not part of the public service of Canada.

Part not applicable

(3) Part X of the *Financial Administration Act* does not apply to the Foundation.

Duty of care

18. (1) When exercising powers and performing duties under this Act, every director and every officer of the Foundation shall

(*a*) act honestly and in good faith with a view to the best interests of the Foundation;

(*b*) exercise the care, diligence and skill that a reasonably prudent person would exercise in comparable circumstances; and

(*c*) comply with this Act and the by-laws of the Foundation.

Reliance on statements

(2) A director or officer is not liable for a breach of duty under subsection (1) if the director or officer relies in good faith on

(*a*) financial statements of the Foundation represented to the director or officer by an officer of the Foundation or in a written report of the auditor of the Foundation fairly to reflect the financial condition of the Foundation; or

(*b*) a report of a lawyer, accountant, engineer, appraiser or other person whose position or profession lends credibility to a statement made by that person.

Disclosure of interest in contract

19. (1) A director or officer who

(*a*) is a party to a material contract or proposed material contract with the Foundation, or

(*b*) is a director or officer of, or has a material interest in, any person who is a party to a material contract or proposed material contract with the Foundation,

shall disclose in writing to the Foundation the nature and extent of the interest of the director or officer.

Disclosure by-laws

(2) The Board shall make by-laws respecting

(*a*) the time when and the form and manner in which the disclosure required by subsection (1) shall be made; and

(*b*) the limitation on the participation of a director or officer who has made a disclosure as required by subsection (1) in any proceedings respecting the contract that is the subject of the disclosure.

Power to indemnify	**20.** (1) The Foundation may indemnify a present or former director or officer of the Foundation or any other person who acts or acted at its request as a director or officer of another corporation of which the Foundation is or was a shareholder or creditor, and the person's heirs and legal representatives, against all costs, charges and expenses, including any amount paid to settle an action or satisfy a judgment, reasonably incurred by the person in respect of any civil, criminal or administrative action or proceeding to which the person is a party by reason of being or having been such a director or officer, if

(*a*) the person acted honestly and in good faith with a view to the best interests of the Foundation or other corporation; and

(*b*) in the case of any criminal or administrative action or proceeding that is enforced by a monetary penalty, the person had reasonable grounds for believing that the person's conduct was lawful.

Insurance	(2) The Foundation may purchase and maintain insurance for the benefit of a director or officer, and the director's or officer's heirs and legal representatives, against any liability, cost, charge and expense incurred by the director or officer as described in subsection (1).

FINANCIAL PROVISIONS

Registered charity	**21.** The Foundation shall be deemed, for the purposes of the *Income Tax Act*, to be a registered charity within the meaning of that Act.

1991, c. 8, s. 21; 1999, c. 31, s. 246(F).

Payment to Foundation	**22.** (1) There shall be paid to the Foundation out of the Consolidated Revenue Fund the sum of twenty-four million dollars, of which twelve million dollars shall be paid on behalf of the Japanese Canadian community in commemoration of members of that community who suffered injustices during and after World War II.
Endowment Fund	(2) The sum of twenty-four million dollars referred to in subsection (1) constitutes the capital of an Endowment Fund to be used only for investment and the earning of income, which income may be expended for the purpose of the Foundation.
Investment Committee	**23.** (1) There is hereby established an Investment Committee consisting of the Chairperson, a director to be designated by the Board and three other persons to be appointed by the Governor in Council, on the recommendation of the Minister, as provided in this section.
Term of Governor in Council appointees	(2) Each member of the Investment Committee appointed by the Governor in Council shall be appointed to hold office for such term, not exceeding three years, as will ensure, as far as possible, the expiry in any one year of the term of office of not more than one of those members.
Qualifications for appointment	(3) No person who is a director or who does not have financial or investment consulting experience shall be appointed by the Governor in Council as a member of the Investment Committee.
Termination of membership	(4) A member of the Investment Committee appointed by the Governor in Council ceases to hold that office if the member is appointed as a director.
Duties	(5) The Investment Committee shall aid and advise the Board in making, managing and disposing of investments under this Act.
Remuneration	(6) The members of the Investment Committee who are not directors may be paid for their services such remuneration and expenses as the Governor in Council may fix.

Dissolution

24. If the Foundation is dissolved,

(*a*) the capital of the Endowment Fund and any unexpended interest thereon, and

(*b*) any of the Foundation's other property that remains after the payment of the Foundation's debts and liabilities, or after making adequate provision for their payment,

shall be transferred to the Government of Canada and any other government on a proportional basis having regard to their total contributions to the Foundation.

Financial year

25. (1) The financial year of the Foundation is the period beginning on April 1 in one year and ending on March 31 in the following year.

Audit

(2) The accounts and financial transactions of the Foundation shall be audited annually by an independent auditor appointed by the Board and a report of the audit shall be made to the Board.

REPORTS

Annual report

26. (1) Within four months after the end of each financial year of the Foundation, the Chairperson shall submit to the Minister a report of the activities of the Foundation during that year, including the financial statements of the Foundation and the auditor's report thereon.

Copies for public scrutiny

(2) The Foundation shall make copies of the report referred to in subsection (1) available for public scrutiny at the principal office of the Foundation.

Tabling in Parliament

(3) The Minister shall cause a copy of the report referred to in subsection (1) to be laid before each House of Parliament within the first fifteen days on which that House is sitting after the day on which the Minister has received the report.

Review of Act

27. (1) As soon as possible after the fourth anniversary of the coming into force of this Act, the Minister, after consultation with the Board, shall evaluate and prepare a report on the Foundation's activities and organization, including a statement of any changes that the Minister recommends.

Tabling in Parliament

(2) The Minister shall cause a copy of the report referred to in subsection (1) to be laid before each House of Parliament within the first fifteen days on which that House is sitting after the report has been completed.

COMING INTO FORCE

Coming into force

****28.** This Act shall come into force on a day to be fixed by order of the Governor in Council.

*[Note: Act in force October 28, 1996, *see* SI/96-98.]