

Canada's Action Plan Against Racism



A Canada for All



Government
of Canada

Gouvernement
du Canada

Canada 

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Please address all correspondence concerning this publication to:

Department of Canadian Heritage
Multiculturalism National Office
11th Floor
15 Eddy Street
Gatineau, Quebec
K1A 0M5

Tel.: (819) 953-1970 Toll Free Number: 1-888-77MULTI or 1-888-776-8584

Fax: (819) 997-0880 TTY: (819) 997-3123

Email: Multi_Canada@pch.gc.ca

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PRIME MINISTER • PREMIER MINISTRE

Foreward

The Right Honourable Paul Martin, Prime Minister of Canada



In the Speech from the Throne, our Government made a commitment to be a steadfast advocate of inclusion and to strengthen Canada's ability to combat racism. We want to create prosperous and dynamic communities that will be powerhouses in the new economy. In a country like ours – one of the most multicultural countries in the world, whose fundamental values are rooted in democracy – all forms of racism and discrimination are simply unacceptable. All human beings have the right to live in security, to work, to participate in society, and to develop their full potential. Racism violates these rights.

Surveys confirm that Canadians would like us to take measures to combat racism. The international community also issued a call for action following the World Conference Against Racism in Durban, South Africa, in 2001. We are listening to Canadians and we want our country to continue to be recognized internationally as a land of freedom and equality. Today, we are presenting our Action Plan Against Racism as a response to the people of Canada and the world at large.

This Plan is based on the legislation, policies, and programs already in place, and proposes a series of new measures to fight racism effectively in Canada. Its strategies address priority areas such as youth, employment, cooperation among federal departments and agencies, and law enforcement. In addition, the Plan encourages much closer cooperation among governments, community organizations, public institutions, and individuals.

Encouraging respect for diversity, which enriches individuals, peoples and cultures, remains the best way to combat racism and discrimination. This Action Plan sets out courses of action and practical measures for promoting diversity in our institutions, our communities, and our homes. The Plan is an important step in the fight against racism throughout Canada. I ask all Canadians to join together to help build a more equitable society whose diversity is a source of strength to face the challenges of the future.

Canada 



Introduction

The Government of Canada is proud to present *A Canada for All: Canada's Action Plan Against Racism*.

Equality, multiculturalism and diversity are at the core of Canadian values. We seek to promote these principles throughout the world. Along with the commitment to diversity comes the need to underline the importance of treating all people with dignity and respect, both in the workplace and in the community.

This Plan represents the first-ever horizontal, coordinated approach across the federal government to combat racism. It is a comprehensive strategy with a range of concrete and pragmatic measures, both at the domestic and international levels, to realize the shared Canadian vision of an inclusive and equitable society and a sustainable economy for all citizens. Our approach is organized around the foundational principles of the inherent dignity and worth of the human person, the equal dignity and worth of all persons and the right of minorities to protection and to equal employment opportunity.

We already have solid achievements upon which we can build. We have laws and a Charter of Rights and Freedoms which is entrenched in our Constitution. We have policies and programs to enhance the multicultural nature of our society and to combat all forms of discrimination, and remove barriers to employment faced by minorities. Finally, we can count on the unwavering support of the majority of Canadians, who recognize that diversity enriches us, and who take a stand against racism in their daily lives, whether in the community or the workplace.

With this Action Plan Against Racism, Canada will continue to play a leading role on this front, both domestically and internationally. We will promote a culture of respect; human rights; accountability and a culture of productivity and prosperity.

Minister of State (Multiculturalism)
The Honourable Raymond Chan, P.C., M.P.

Minister of Citizenship and Immigration Canada
The Honourable Joe Volpe, P.C., M.P.

Minister of Labour
The Honourable Joe Frank Fontana, P.C., M.P.

Minister of Justice
The Honourable Irvin Cotler, P.C., M.P.

EXECUTIVE SUMMARY
A Canada for All



Canada's Action Plan against Racism

Executive Summary

About this action plan

A Canada for All: Canada's Action Plan Against Racism outlines issues and approaches for the Government of Canada with the aim of eradicating racism and racial discrimination from society. This document consists of three parts:

Part I: Breaking Down Barriers sets out the general context for the action plan.

Part II: Six-Point Action Plan identifies six key priority areas that guide existing government-wide activities. Each priority section identifies steps taken to date as well as new ones proposed by the government and its partners.

Part III: Reporting Back to Canadians outlines the ways in which each action item will be evaluated.

SERVING THE COMMON GOOD, so that everyone is valued and respected for who they are — that is the Canadian approach to diversity and multiculturalism. Indeed, it serves Canada well — helping to build a more resilient, harmonious, and creative society. The country's ongoing success and its prospects for the future hinge on being able to bring together people of all backgrounds — ethnic, racial, and religious — to build a society where no one's identity or cultural heritage is compromised.

Diversity in Canada has increased significantly over the past decade and will continue to expand. There are more than 200 ethnic groups living in Canada. Visible minorities comprise 13 percent of the population and 18 percent of Canadians are foreign-born. Immigration accounts for 53 percent of population growth and visible minorities will account for 20 percent of the population by 2016.

In the context of this growing diversity, Canada has developed an evolving approach to citizenship based on shared core values, rights and responsibilities, anchored in a robust legislative and policy framework. This model is based on deeply held principles: acceptance, fairness, equality of opportunity, and respect for human rights and rule of law. These rights are balanced against an expectation that individuals live up to basic responsibilities of citizenship.

Over the past forty years, Canada's legal framework has served to promote the rights of citizens and protect them from discrimination. Canada is also recognized internationally as a leader in human rights. As one illustration, our country is the birthplace of John Peters Humphrey — one of the principal authors of the Universal Declaration on Human Rights (1948). Moreover, Canada has ratified

the six major United Nations international human rights treaties and many supporting instruments.

Although racism erodes Canada's social foundations and runs counter to the values of Canadian citizens, recent public-opinion surveys confirm that racism and discrimination continue to exist. A 2003 Ipsos-Reid survey, commissioned by the Centre for Research and Information on Canada and *The Globe and Mail*, reports that 74 percent of Canadians polled believe that racism is prevalent in Canada. Analysis of Statistics Canada's 2002 Ethnic Diversity Survey reveals disturbing levels of reported discrimination and unfair treatment experienced by visible minorities, and particularly by Blacks, in the last five years. Moreover, domestic and international events have focused greater attention on issues of hate, racial bias, systemic discrimination, allegations of racial profiling, and weaker citizen engagement.

The Government of Canada is taking decisive steps to eliminate racism and remove barriers in society. This strong, public commitment — reaffirmed in the October 2004 Speech from the Throne — is a promise to reach out to all Canadians “in a manner that recognizes Canada's diversity as a source of strength and innovation.” It has also pledged that the Government will “take measures to strengthen Canada's ability to combat racism, hate-speech and hate crimes, both here at home and around the world.”

The federal response is building momentum through programs, initiatives and legislation. To ensure all Canadians have equal opportunity to participate fully in society, federal departments and agencies have launched a wide range of initiatives, many of them in partnership with various sectors of society.

A Canada for All: Canada's Action Plan Against Racism is a key component of the Government of Canada's response. It is a collaborative effort aimed at eliminating racism in Canada. It seeks to enhance policies, programs and actions across federal departments and sets out a plan for the future.

Canada's six-point action plan to combat racism and discrimination

- 1) Assist victims and groups vulnerable to racism and related forms of discrimination
- 2) Develop forward-looking approaches to promote diversity and combat racism
- 3) Strengthen the role of civil society
- 4) Strengthen regional and international cooperation
- 5) Educate children and youth on diversity and anti-racism
- 6) Counter hate and bias

A five-year investment of \$56 million, included in the 2005 Federal Budget, strengthens the government's ability to move ahead on implementation of the anti-racism action plan. Developed from extensive consultations with Canadians, it is dynamic and inclusive. It invites all sectors of society — governments, organizations, ethno-racial and ethno-cultural communities, and individuals — to embrace action against racism as a *shared task*.

Through partnerships with various sectors of society, the Government of Canada continues to address issues relevant to ethnic, racial and religious diversity, where there is joint responsibility. It will also help coordinate and share information among governments. As a part of this process, the Minister of State (Multiculturalism), supported by the Multiculturalism Program within the Department of Canadian Heritage, will annually consult with stakeholders to assess progress and to help renew efforts towards a cohesive and racism-free society.

A Canada for All is not just about inclusion — it is a call to action to combat racism. It represents a major step for Canada in its ongoing efforts to strengthen social cohesion. It complements the outstanding work being done throughout the country at the community level by organizations committed to fighting racism.

PART I:

Breaking down barriers



Lessons learned

Towards a working definition

Responsibilities and benefits of getting involved

An anti-racism action plan for Canada

Canada's priority areas

PART I: Breaking down barriers

Canada's legislative and policy framework

- 1947 *Canadian Citizenship Act*
- 1948 *International Convention on the Prevention and Punishment of the Crime of Genocide* (Canadian ratification in 1952)
- 1948 *Universal Declaration of Human Rights*
- 1958 *International Convention concerning Discrimination in Respect of Employment and Occupation* (Canadian ratification in 1964)
- 1960 *Canadian Bill of Rights*
- 1963 Establishment of the Royal Commission on Bilingualism and Biculturalism
- 1965 *International Convention on the Elimination of All Forms of Racial Discrimination* (Canadian ratification in 1970)
- 1966 *International Covenant on Civil and Political Rights* (Canadian ratification in 1976)
- 1966 *International Covenant on Economic, Social and Cultural Rights* (Canadian ratification in 1976)
- 1969 Book IV of the Bilingualism and Biculturalism Commission report emphasizing the bilingual and multicultural nature of Canada
- 1969 *Official Languages Act*
- 1971 *Canada's Multiculturalism Policy*
- 1976 *Immigration Act*
- 1977 *Canadian Human Rights Act*
- 1979 *Convention on the Elimination of All Forms of Discrimination against Women* (Canadian ratification in 1981)
- 1982 *Canadian Charter of Rights and Freedoms*
- 1984 Special Parliamentary Committee Report, *Equality Now*, calls for a multiculturalism act
- 1985 Equality Rights article (Section 15) of the *Canadian Charter of Rights and Freedoms* enters into force
- 1986 *Employment Equity Act*
- 1988 *Canadian Multiculturalism Act*
- 1989 *Convention on the Rights of the Child* (Canadian ratification in 1991)
- 1990 *Canadian Race Relations Foundation Act*

FOR OVER FORTY YEARS, Canada's legal framework has promoted the rights of citizens and protected them from discrimination. However, racism and discrimination are issues that extend well beyond this country's borders. That is why Canada's efforts to promote the principles of diversity and respect have been developed within the context of an international effort to fight racism, discrimination and racial intolerance.

Canada is party to several international human rights instruments, which support the elimination of discrimination. Principal among these instruments is the *International Convention on the Elimination of All Forms of Racial Discrimination*. This convention calls on governments "to prohibit and eliminate racial discrimination in all its forms and to guarantee the right of everyone, without distinction as to race, colour, or national or ethnic origin, the full and equal enjoyment of human rights and fundamental freedoms."

Lessons learned

In 2001, Canada played an active role in the third *World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance* (WCAR) in Durban, South Africa. In advance of the conference, three committees offered advice to Canada's then-Secretary of State (Multiculturalism) (Status of Women). Their input was developed through roundtable discussions, regional and national consultations, a youth forum, a media roundtable, and on-line consultations. These activities identified ongoing challenges, concerns and possible domestic solutions to inform Canada's position at the Conference.

In 2002, the Canadian Race Relations Foundation organized a three-day workshop for key stakeholders

who participated in the WCAR conference. A resulting document, *Strengthening the Agenda Against Racism in Canada*, recommended “priorities for action” and called on the Government of Canada to take action. This expectation was reiterated by the United Nations (UN) Committee on the Elimination of Racial Discrimination, and by the UN Special Rapporteur on Contemporary Forms of Racism.

Also in 2002, Canada appeared before the UN Committee on the Elimination of All Forms of Racial Discrimination as part of its responsibility to report on how it implements the *International Convention on the Elimination of All Forms of Racial Discrimination*. While commending Canada for many initiatives — domestic and international — the committee identified key areas of concern, many of which are being addressed through this action plan.

In September 2003, the UN Special Rapporteur on Contemporary Forms of Racism, Racial Discrimination, Xenophobia and Related Forms of Discrimination visited Canada. While he praised Canada for embracing ethnic, racial, cultural and religious diversity through its multiculturalism policy, democratic institutions and the protection of human rights, he also noted the need for a strategy to complement the legal framework. Calling on Canada to develop an action plan to combat racism, the Special Rapporteur noted wide socio-economic gaps in Canadian society, Aboriginal issues pertaining to treaty rights and the challenges facing visible minorities.

Towards a working definition

Combating racism requires a conscious and sustained effort by all Canadians to break down barriers to opportunity and participation. It means empowering individuals, eliminating tensions between groups and generating a positive civic spirit in communities across the country. It also means reducing social and economic inequalities and maximizing the knowledge and skills of all Canadians to ensure prosperity and overall well-being.

Racism is a complex issue which has social and economic consequences for both victims and

Racial Discrimination Article 1 of the ICERD*

...the term “racial discrimination” shall mean any distinction, exclusion, restriction or preference based on race, colour, descent, or national or ethnic origin which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social, cultural or any other field of public life.

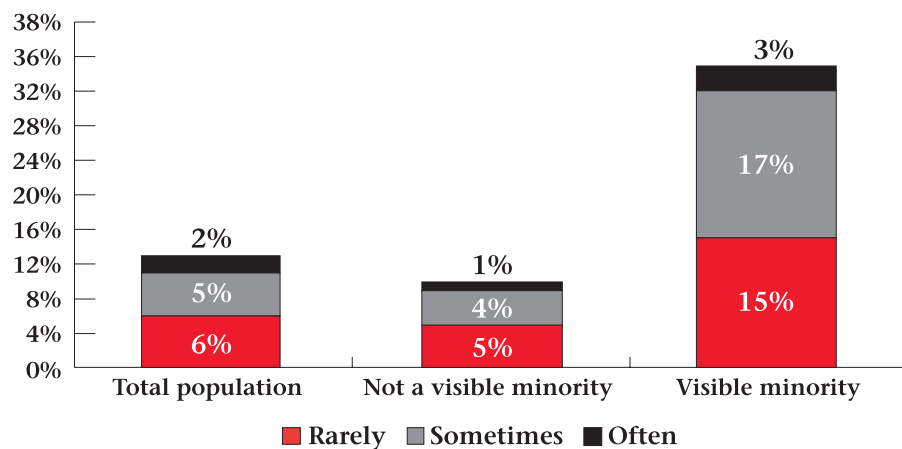
(Article 1, paragraph 1)

**International Convention on the Elimination of All Forms of Racial Discrimination*

beneficiaries. Moreover, racism takes many forms. It can be direct and overt, referring to attitudes, actions, policies and practices that openly embody the assumption that one ethno-racial group is superior to — or more deserving — than another. This form of racism includes hate-motivated crime and hate propaganda. Racism can also be indirect or covert, introduced consciously or unconsciously. It results in systemic racism, where policies and practices that adversely affect ethno-racial and ethno-cultural groups are embedded as the social norm.

Because racism is linked to socially constructed beliefs and perceptions of superiority or inferiority, different groups may experience racism in different forms, dimensions and intensities.

Graph 1. Discrimination and unfair treatment because of ethnocultural characteristics

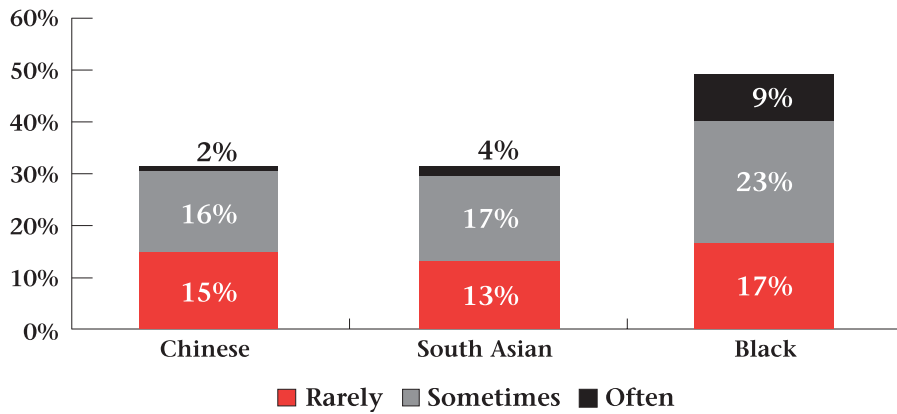


Source: Ethnic Diversity Survey, Statistics Canada.

For example, the Ethnic Diversity Survey found that, in the past five years, nearly 50 percent of Blacks reported discrimination or unfair treatment. By contrast, 33 percent of South Asians and 33 percent of Chinese respondents reported experiencing discrimination or unfair treatment. However, when these statistics are broken down by gender, there is a slight increase in Black men reporting discrimination

or unfair treatment (53% compared to 47% for women). Similarly, there is an increase of reports by South Asian men (38% compared to 27% for women).

Graph 2. Discrimination by select visible minority group



Source: Ethnic Diversity Survey, Statistics Canada.

*Numbers should be used with caution, due to high-coefficients of variation

According to a 2003 Ekos survey, 46 percent of Aboriginal people living off-reserve stated they had been a victim of racism or discrimination over the previous two years because of their origin. Moreover, research by Ipsos-Reid in 2002 suggested that more than six out of ten Canadians (61%) think that racism against Aboriginal peoples separates them from the rest of society. Roughly the same proportion (59%) felt that Aboriginal peoples are discriminated against by other Canadians.

To understand the different experiences of ethno-racial and ethno-cultural groups and to provide meaningful statistics on racism, race must be compared with other factors, such as gender, age, education and income. In turn, a clearer picture comes into view about the economic, social and political nature of race and its impact on different groups.

Responsibilities and benefits of getting involved

Canada's goal is to ensure that there is a place for every citizen — regardless of background, race or ethnicity — and that we eliminate all barriers to participation and opportunity. But rights come with responsibilities. That is why all citizens in this country share an obligation to do what they can to contribute to the well-being of everyone. A society that works together to reduce and remove barriers is one that stands to gain from a stable social foundation and a robust economy.

An anti-racism action plan for Canada

A Canada For All: Canada's Action Plan Against Racism is based on the principle of substantive equality which involves equality of outcome and not simply equality of opportunity. This action plan seeks to eliminate racist behaviours and attitudes and to help close the gap in socio-economic outcomes for all Canadians.

The action plan is guided by three objectives:

- to strengthen social cohesion through anti-racism measures;
- to further the implementation of Canada's human rights framework; and
- to demonstrate federal government leadership in the international fight against racism.

Each objective reinforces key elements to strengthen Canada's social foundations. Partnerships across different sectors of society are created or enhanced, and this in turn serves to strengthen our economy. When Canadians of diverse backgrounds are able to share their talents, perspectives and experiences, our economy benefits, our society benefits, and our families benefit.

Taking decisive action to combat racism and discrimination is part of Canada's commitment to

respond to international expectations and to encourage other states to follow suit. While the primary purpose of *Canada's Action Plan Against Racism* is to advance a domestic objective — building an inclusive and equitable society — it also demonstrates Canada's commitment to achieving the anti-racism principles of the World Conference Against Racism.

Within its own jurisdiction, the Government of Canada is committed to addressing the impacts of racism and related forms of discrimination. It is doing this through policies, programs, and actions that promote an inclusive and multicultural society. The Government also places high priority on the collection of meaningful data which allows Canada to identify best practices that can be shared nationally and internationally.

The *Action Plan Against Racism* addresses a reality felt by approximately 1,000,000 Canadian citizens, or more than one-third of Canada's visible minority population.

The Government of Canada recognizes the urgent need to press forward on this priority issue. To that end, the 2005 Federal Budget included a five-year, \$56 million investment to support implementation of the action plan.

By taking action now, the Government of Canada is improving the quality of life for all.

Canada's priority areas

Racism and discrimination cannot be defeated solely through legal means. There must be coordinated action, which is why *Canada's Action Plan Against Racism* focuses on building partnerships between governments and society. Through the action plan, federal departments and agencies carry out anti-racism activities in their work with various sectors of society. This includes working with civil society, employers and associations, police, federal departments and agencies and other levels of governments.

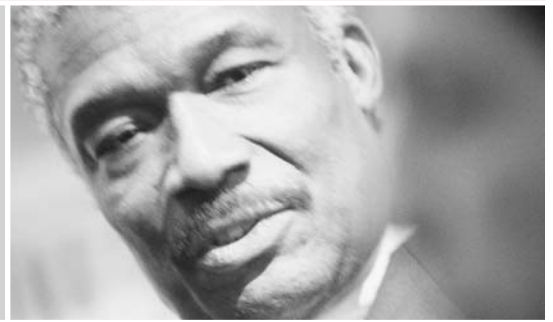
Canada's Action Plan Against Racism focuses on six key priority areas:

1. Assist victims and groups vulnerable to racism and related forms of discrimination;
2. Develop forward-looking approaches to promote diversity and combat racism;
3. Strengthen the role of civil society;
4. Strengthen regional and international cooperation;
5. Educate children and youth on diversity and anti-racism; and
6. Counter hate and bias.

What follows in this document is a detailed look at each of these priority areas, and a plan for next steps that includes the participation of all sectors of Canadian society.

PART II:

Six-point action plan



Assist victims and groups vulnerable to racism and related forms of discrimination

Develop forward-looking approaches to promote diversity and combat racism

Strengthen the role of civil society

Strengthen regional and international cooperation

Educate children and youth on diversity and anti-racism

Counter hate and bias

Part II: Six-point action plan

Indigenous peoples, racial, ethnic, religious, and linguistic minority groups, and migrants are vulnerable to racism, racial discrimination, xenophobia and related intolerance. Canada will continue to understand better the causes and manifestations of racism and racial discrimination and how the two affect vulnerable groups. Our approach will target compounded disadvantages suffered by individuals or vulnerable communities to strengthen social cohesion.

Canada's Intervention at WCAR

1. Assist victims and groups vulnerable to racism and related forms of discrimination

Canada's response: Eliminate barriers that prevent full and active participation in civil society of groups affected by or vulnerable to racism and related forms of discrimination.

Racism and socio-economic exclusion

Efforts to combat racism must recognize the historical, regional and global factors underlying it, and to assess the impact on specific groups.

While Canada has a broad range of initiatives to promote equality and prohibit discrimination, it will require more than legislation to close gaps in social and economic outcomes. Many studies demonstrate that women, Aboriginal people, visible minorities and immigrants are vulnerable to socio-economic disadvantages such as unemployment, underemployment, low incomes and social segregation.

Key examples:

- The unemployment rate for Aboriginal workers continues to be higher than for the rest of the Canadian population (19.1% versus 7.1% in 2001). (Canada's Performance Report 2004)
- Among Aboriginal people in metropolitan areas, 41.6 percent had low incomes — more than double the national average. (Canada's Performance Report 2004)
- Pendakur and Pendakur (2002) note that the earnings gap between visible-minority males and white males widened from five percent in 1971 to 15 percent in 1996.

- The same research notes that earnings differentials for some visible minority groups, such as Chinese and Japanese men, improved between 1986 and 1996. However, outcomes worsened for other groups. For example, compared to men of British origin, the relative earnings of Black and Aboriginal men declined significantly over the same period – by 20 percent and 18 percent respectively.
- Intersectional analysis of these groups (e.g., immigrant women, Aboriginal women) may also shed light on the issue of barriers and disadvantages. For example, Kunz and Thompson (2002) note that among those 25–44 years of age with a university-level education, immigrant women earn less than Canadian-born men and women and immigrant men.
- According to a Statistics Canada study prepared by Milan and Tran (2004), about one-fifth of foreign- and Canadian-born Blacks of prime working age (25–54) has a university education — the same proportion as other Canadian-born persons of the same age group. Despite these similarities, there are disparities in earned income. For example, the average employment income of Canadian-born Blacks (\$29,700) was substantially lower than all Canadian-born workers (\$37,200). Furthermore, the unemployment rates of Canadian-born Blacks (7.9%) and foreign-born Blacks (9.6%) are higher than those of other foreign-born (7%) and Canadian-born workers (6%).
- Milan and Tran (2004) further note that these differentials in income earnings and unemployment rates may also be related to discrimination or unfair treatment.

The disparities in economic and employment outcomes for ethno-racial and ethno-cultural groups are complex. Unequal outcomes between groups with similar levels of education suggest racial discrimination in hiring and promotions. Moreover, recent immigrants themselves identify discrimination as a key barrier to getting ahead in Canada's job market.

According to 1996 Statistics Canada Census data, the unemployment rate among immigrants (25–44 years of age) with equivalent training was *three times* the national average and nearly *twice as high* as for those in the same age group born in Canada. This trend seems to be continuing based on the data for the 2001 Census, with nearly 12 percent of immigrants reported as unemployed, compared with more than six percent for their Canadian-born counterparts.

In 2002, almost one in four visible minority workers reported that they had experienced racial harassment or discrimination in the workplace (Canadian Labour Congress, 2003).

Two years later, the Conference Board of Canada released a study on visible minority contributions to Canadian economic growth. It indicated that a main barrier to labour force entry is the applicant's "fit" within an organization. For many visible minorities, the phrase "lack of fit" is rooted in a racist assumption to preserve the status quo.

Another factor behind the disparities in economic and employment outcomes is the lack of recognition of foreign education, skills and credentials in a rapidly changing job market. Canada has been successful in attracting highly qualified immigrants who have levels of education higher than the average in the Canadian-born population. However, many immigrants are unable to fully apply their international qualifications.

Urban context

Racial and ethnic diversity in Canadian cities bring both benefits and challenges. On the one hand, cities are enriched by a variety of cultures, neighbourhoods, health and wellness practices, business associations, bilateral trade associations, and increased economic activity. On the other, growing cities must build and maintain costly physical infrastructure — public transit, education, housing, and health and social services.

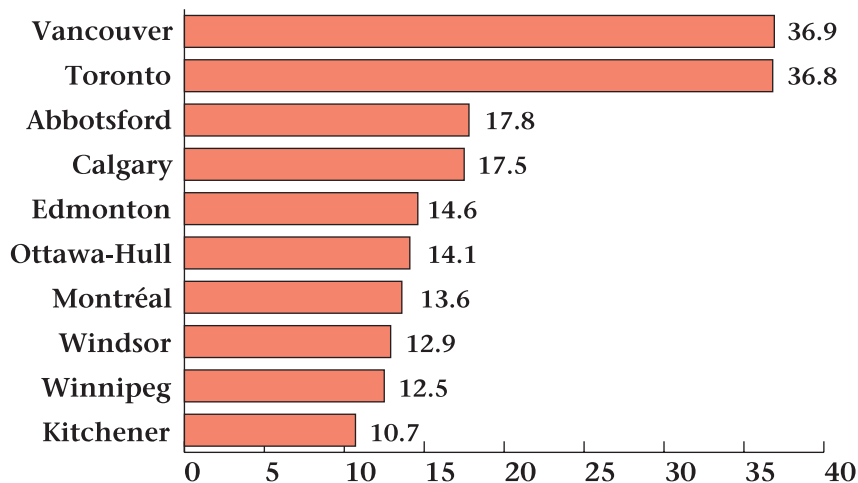
More than 94 percent of visible minorities live within Canada's metropolitan areas. In Vancouver and Toronto, more than a third of the population is comprised of visible minorities. It is projected that by 2016, this

figure will increase to more than half. In view of these trends, cities have a pressing need for immigrant settlement services, training for English and French as a second language, and social and police services that are culturally sensitive.

Canada's 2001 Census indicates that 20 percent of immigrants living in Canada's 27 metropolitan areas are considered low-income families, compared with 12 percent of non-immigrants living within the same geographic boundaries. Canadian cities also face a changing demographic makeup among school-age children. Statistics Canada reports that in 2001, one-in-five school children in Toronto and Vancouver was a new immigrant. For almost half of children in Toronto, and 61 percent of children in Vancouver, the language most spoken at home was neither English nor French.

The increasing concentration of visible minorities, immigrants and Aboriginal people in Canada's urban centres also raises concern for their general well-being. Recent social and economic indicators suggest these communities have lower participation rates in civic and political life. Other potential forms of socio-economic exclusion are evident from the aftermath of the terrorist attacks of September 11, 2001. Reports in the media have identified numerous acts of hate, bias and discrimination towards many ethno-racial, ethno-cultural and religious communities.

Graph 3. Proportion of visible minorities by select census metropolitan areas



Source: Statistics Canada, 2001 Census

In 2003, concerns about perceived racial profiling within social institutions led the Ontario Human Rights Commission to launch an examination into the human cost of these practices for individuals, their families and their communities. Having identified more than 800 personal accounts of perceived racial profiling, the Commission said the practice may lead to alienation, an eventual mistrust of Canada's institutions, and a weakened sense of citizenship for targeted racial and ethnic groups.

The UN Committee on the Elimination of Discrimination Against Women (CEDAW) and the Committee on the Elimination of Racial Discrimination cited several concerns about vulnerable populations in Canada. In reviewing the implementation of the *Convention on the Elimination of All Forms of Discrimination against Women*, the CEDAW Committee cited concerns that Aboriginal women (among other vulnerable groups of women in Canada) are unfairly confined to lower-skill and lower-paying jobs. These groups are also comprised of a high percentage of: women who have not completed secondary education; individuals serving prison sentences; or persons who are victims of domestic violence.

What Canada is doing

Key current measures in federal departments and agencies:

a) Department of Canadian Heritage (PCH) –
The Department's Multiculturalism Program provides financial support to civil society to resolve issues affecting ethno-cultural and ethno-racial communities, enhancing their participation in society and addressing discrimination and racism. The Program also supports projects that foster change in public institutions to better reflect principles of multiculturalism.

To improve outcomes for immigrants, PCH's Multiculturalism Program has invested almost \$1 million to further

support the involvement of immigrant professionals in the foreign credential recognition process. The British Columbia Internationally Trained Professionals Network and the Policy Roundtable Mobilizing Professions and Trades in Ontario have used these resources to establish their own networks. The goal is to establish provincial/territorial networks across Canada as well as one nationwide network by 2007.

The Court Challenges Program, a national initiative funded by PCH, provides financial assistance to linguistic and disadvantaged minority groups and individuals to initiate court challenges of national significance. These challenges seek to clarify matters related to constitutional rights and freedoms, and to equality and official language rights. The program makes important contributions to the scope of the equality and linguistic provisions of the *Canadian Charter of Rights and Freedoms*. Many of these cases would not have been launched without the Program's support.

The Aboriginal Affairs Branch of Canadian Heritage works with Aboriginal people — primarily those who live off-reserve — to celebrate and strengthen their cultural distinctiveness as an integral part of Canadian diversity. This includes increasing their full participation in — and contribution to — Canada's civic and cultural life. The programs and initiatives cover a diverse number of areas including languages, broadcasting, heritage, women and youth.

Through its Policy Research Fund, Status of Women Canada supports independent research projects related to human security, including the impact of the national security agenda on Aboriginal, immigrant and refugee women. Research examines how women and men are affected differently by changes to the *Immigration and Refugee Protection Act*. The research is used to assist affected groups in providing input into the legislative review of the *Anti-Terrorism Act*. It also recommends that policy makers ensure the implementation of all relevant legislation in keeping with Canada's commitment to respecting gender equality and diversity.

b) Indian and Northern Affairs Canada (INAC)–

This department provides a range of national programs that support greater Aboriginal participation in Canada's economy. INAC works with other federal departments, Aboriginal people, the private sector, provincial, territorial and municipal governments, and other partners to enhance First Nations and Inuit access to capital and natural resources. It also provides skills training and workforce experience, and helps Aboriginal businesses take advantage of economic development opportunities.

c) Health Canada – The First Nations Inuit Health Branch at Health Canada provides for, and supports the delivery of, community-based health programs on-reserve and in Inuit communities. It also provides drug, dental and ancillary health services to First Nations and Inuit people, regardless of residence. Health Canada works with First Nations and Inuit organizations to improve the health of people in these communities by promoting health and preventing disease among children and youth, and persons at risk of chronic disease, mental illness and addictions. The Department also provides primary care services on-reserve in remote and isolated areas where there are no provincial services readily available.

Since 1996, the Family Violence Initiative (FVI) has been an ongoing federal commitment. Led by Health Canada, 12 participating federal departments focus on promoting public awareness of the risk factors associated with family violence. The FVI also strengthens the responsiveness of the criminal justice, and health and housing systems. In addition, participating departments support data collection, research and evaluation efforts to identify effective interventions. The program addresses diversity by helping Aboriginal communities develop culturally appropriate responses and prevention programs. The FVI also attends to the unique needs and circumstances of other specific populations, including persons with disabilities, members of ethno-racial and ethno-cultural populations and persons living in remote and rural regions of the country.

d) Public Safety and Emergency Preparedness

Canada (PSEPC) – Within PSEPC, the Aboriginal Policing Directorate administers the First Nations Policing Policy and Program. This provides for the negotiation of culturally appropriate, on-reserve policing services, designed to empower First Nations communities and eliminate the historical tension between Aboriginal people and law enforcement. Policing arrangements are cost-shared by Canada and the provinces and territories. There are more than 129 agreements involving more than 312 First Nations communities.

With respect to community healing, PSEPC is working with Aboriginal communities to examine offender, victim and family services treatment. This approach is based on traditional values and cultures and allows communities to assume responsibility for offenders as an alternative to incarceration. In addition, *The Criminal Code of Canada* provides that reasonable sanctions other than imprisonment should be considered in all cases, especially for Aboriginal offenders.

Since 1998, nearly \$6.7 million has been invested under the National Crime Prevention Strategy (NCPS) on community-based projects to prevent hate-motivated crime and racism.

Lastly, PSEPC and Justice Canada are participating in the Cross-Cultural Roundtable on Security. This initiative was first announced in the National Security Policy of April 2004. The Roundtable is a forum to engage Canadians and the Government of Canada in an ongoing dialogue on national security in a diverse and pluralistic society. The policy states that the Minister of Justice and the Minister of Public Safety and Emergency Preparedness Canada must meet with the Roundtable at least once a year.

e) Justice Canada – Through the Aboriginal Youth Cities Project, Justice Canada works with federal, provincial and community resources to develop a collaborative approach to helping Aboriginal youth at risk. Efforts focus on reducing the number of Aboriginal youth in conflict with the law and

reducing Canada's reliance on the formal justice system for Aboriginal youth. In addition, the Department's Victims Fund provides support for projects that help Aboriginal victims of crime.

The *Youth Criminal Justice Act* (2003) expressly provides that all youth-justice system measures should "respect gender, ethnic, cultural and linguistic differences and respond to the needs of Aboriginal young persons" [s.3(1)(c)(iv)]. The Act allows for meaningful interventions that rehabilitate and reintegrate youth into their communities. The Youth Justice Renewal Fund provides support for Aboriginal peoples' capacity to participate in or deliver community-based justice options for Aboriginal youth in conflict with the law.

Funding for the Aboriginal Justice Strategy, through the Department of Justice Canada, has been renewed until March 2007. It is geared to community-based programs that reduce rates of crime and incarceration among Aboriginal people.

In response to concerns about the *Anti-Terrorism Act*, Justice Canada, PSEPC, and the Royal Canadian Mounted Police (RCMP) are engaging in research and outreach to examine the impact on ethno-racial and ethno-cultural communities.

f) Other interdepartmental or government-wide initiatives – Canada responded to the report of the Royal Commission on Aboriginal Peoples by way of *Gathering Strength: Canada's Aboriginal Action Plan*. This document proposed a long-term strategy to improve the quality of life for Aboriginal people and promote self-sufficiency. As part of *Gathering Strength*, the Government committed \$350 million for a community-based healing strategy arising from the legacy of physical and sexual abuse at residential schools. The Aboriginal Healing Foundation was formally launched and mandated to design, implement and manage the comprehensive healing strategy. It provides financial support to eligible community-based initiatives that complement existing Aboriginal and government programs.

Through an initiative called Our Diverse Cities, a number of departments (Citizenship and Immigration Canada, Canadian Heritage, the National Secretariat on Homelessness, the RCMP and Infrastructure Canada) are working with the Federation of Canadian Municipalities to explore diversity and immigration needs in urban policy-making. This joint initiative seeks to inform decision-makers at all levels of government and in non-governmental organizations.

What Canada proposes to do

To assist victims and groups vulnerable to racism and related forms of discrimination, the Government of Canada is pursuing these initiatives:

- The Prime Minister convened the Canada-Aboriginal Peoples Roundtable in April 2004. It was attended by members of the federal Cabinet, Senate, and House of Commons, as well as Aboriginal leaders from across the country and observers from provincial and territorial governments. Its purpose was to begin renewing the relationship between the Government of Canada and Aboriginal leadership and discuss meaningful ways to make progress on improving the health and well-being of Aboriginal peoples and communities. Following the Roundtable, sectoral discussions in key quality-of-life areas have been undertaken with Aboriginal leaders, provincial and territorial governments, experts and practitioners. The federal government will be developing an Aboriginal Report Card to ensure that the Roundtable and the various follow-up activities produce tangible results.
- In 2004, the Prime Minister announced \$700 million in new funding over five years to address urgent and critical health issues for Aboriginal peoples in Canada, including the establishment of an Aboriginal Health Transition Fund, an Aboriginal Health Human Resource Initiative and enhancements to prevention and promotion efforts.

- The Government of Canada will support community initiatives that deal with problems faced by victims and vulnerable groups. This includes the Urban Aboriginal Strategy (UAS), introduced in 1998 under the direction of Indian and Northern Affairs Canada to address the socio-economic needs of urban Aboriginal people. This strategy is designed to improve policy development and program coordination at the federal level and with other levels of government. The intent of the UAS is to reduce the level of disparity that urban Aboriginal people currently face by better tailoring government programs to local needs and priorities. The Strategy seeks to:
 - target urban Aboriginal socio-economic needs within new and renewed federal initiatives;
 - coordinate and improve access to programs and services;
 - raise awareness of the challenges facing urban Aboriginal people;
 - coordinate policy research, knowledge, and information sharing related to urban Aboriginal issues; and
 - improve horizontal linkages and policy integration within the federal government and seek opportunities for partnerships with other stakeholders (e.g., provincial and municipal governments, Aboriginal groups, and the private sector).
- The National Crime Prevention Strategy (NCPS), led by Public Safety and Emergency Preparedness Canada, will continue to support crime prevention projects that reduce the risks associated with crimes motivated by hate or bias. Furthermore, the NCPS will continue to respond to the needs articulated by ethno-racial and ethno-cultural communities across the country, both in project funding and by providing the knowledge and expertise to reduce crime and victimization.

- To improve outcomes for immigrants, a federal partnership (co-led by Human Resources and Skills Development Canada and Citizenship and Immigration Canada) is working to implement an approach to facilitate the integration of oreign-trained Canadians and immigrants into Canada's labour market. An interdepartmental steering committee has identified four pillars — improve processes for foreign credential recognition; implement Enhanced Language Training and Bridge-to-Work initiatives; provide more up-to-date and targeted labour market information; and invest in targeted research. Extensive collaboration with the provinces and territories is also necessary to ensure that all immigrants have the knowledge and tools to match their skill level and work experience, and to achieve full participation in Canadian society.
- The Multiculturalism and Human Rights Branch will explore the feasibility and options for providing additional financial assistance to support legal challenges of legislation and policies of potentially national significance that could have the result of reducing systemic racism and advancing the equality rights of ethno-racial groups.
- Also within Canadian Heritage, the Aboriginal Languages and Cultures Centre becomes operational in 2006. Its mandate is to preserve and promote Aboriginal languages and cultures.

- Justice Canada will continue to administer the Aboriginal Courtworker Program which helps those in conflict with the criminal justice system to obtain fair, just, equitable and culturally sensitive treatment. The program helps:
 - Aboriginal people understand their right to speak on their own behalf or to request legal counsel;
 - those involved in the administration of the criminal justice system to better understand values, customs, languages and socio-economic conditions of Aboriginal people; and
 - address problems and special needs caused by communication barriers between Aboriginal people and those who administer the criminal justice system.
- Justice Canada, in cooperation with federal agencies and departments, will develop options to address concerns about racial profiling. The department will also work to clarify race-based issues in the justice system, including over-representation of certain groups. Justice Canada will conduct research, consult, collect data, develop policy options to remove inappropriate race-based factors from key decision points, contribute to the training of justice professionals to promote impartial justice practices, and develop and test new policies and programs.
- Justice Canada will address the special needs of victims of hate and racially-motivated crimes by conducting research and consultations to understand the needs of these victims, and by supporting demonstration projects in cooperation with stakeholders. Information gathered through these measures could be shared with the legal community and service providers to raise awareness and promote effective practices.
- To ensure fair, meaningful interventions and sentences for those who commit hate and racially-motivated crimes, Justice Canada will conduct consultations and research to identify effective approaches. In cooperation with stakeholders, it

will test interventions that ensure accountability while encouraging rehabilitation. Information gathered through these tests will be shared with the legal community to promote best practices.

- Status of Women Canada, through its work with federal departments and its own funding priorities, will continue to address issues affecting Aboriginal women, racial minority women, and migrant, immigrant and refugee women — particularly those relating to violence and poverty. Key areas include: violence against Aboriginal women; the federal strategy on trafficking in persons; the Live-in Caregiver Program; and the development of a national child care strategy. Through its mandate, Status of Women Canada promotes attention to the diverse realities of all women while ensuring that the Government of Canada meets its commitments to the *International Convention on the Elimination of All Forms of Discrimination against Women* and other gender equality agreements.

2. Develop forward-looking approaches to promote diversity and combat racism

Canada's response: Inform and guide the legislative and policy process at the federal level, incorporate measures to combat racism and racial discrimination, and facilitate access to remedies.

Since the proclamation of the *Canadian Multiculturalism Act* (1988), Canadians have grown to accept multiculturalism as a positive aspect of life in Canada.

This acceptance has coincided with unprecedented changes to the racial, ethnic and religious diversity of the population.

Canada's Action Plan Against Racism complements this change and aims to strengthen the government's overall response.

Valuing diversity must be a priority in the formulation of new policy, laws and programs. Diversity must be viewed as a strength in providing Canada with competitive advantages as well as a rich new source of innovation and creativity. Forward-looking, action-oriented strategies to deal with the challenges of the past, present and future will promote full citizenship, inclusion and social participation for all of Canada's population.

Canada's Intervention at WCAR

What Canada is doing

a) Citizenship and Immigration Canada – Citizenship and Immigration Canada works with other federal departments to develop policies that facilitate economic and social integration of immigrants. Recent activities include an initiative to provide skilled immigrants and refugees with job-specific language training to assist them in accessing the labour market.

Working with provincial governments and non-governmental organizations, Citizenship and Immigration Canada delivers settlement services, such as orientation and language instruction. These services help immigrants integrate into their communities so they can more fully participate in the economic, social, cultural and political life of Canada. These activities also help inform communities about the importance of immigration and the benefits of diversity.

Metropolis is an international forum for comparative research and public policy on population migration, cultural diversity and the challenges of integrating immigrants in cities. In Canada, the Metropolis Project is built on partnerships between all levels of government, academic researchers and community organizations in five Centres of Excellence. It gives priority to research on barriers to immigrant integration and issues related to diversity and discrimination.

Operating under the umbrella of the Metropolis Project, the Political Participation Research Network draws together researchers and practitioners working in the area of political participation. This is an important area of study that has been largely absent from the public domain. It is Canada's only source of data on the participation of ethnic, racial, and religious minorities in the Canadian political process.

b) Statistics Canada – In 2003, Statistics Canada released the first results from the new Longitudinal Survey of Immigrants to Canada. The survey, conducted jointly with Citizenship and Immigration Canada and the Policy Research Initiative, provides a better understanding of how the settlement process

unfolds for new immigrants. It identifies the barriers to participation in Canadian society, including access to housing, education and the labour market. The survey also includes questions on: whether immigrants have experienced discrimination; the nature of discrimination; where it occurs most often; and the frequency with which it occurs.

c) Treasury Board Secretariat – The Government of Canada is committed to eliminating all forms of discrimination in the federal public service. To address persistent under-representation of visible minorities, the Treasury Board Secretariat established the Task Force on the Participation of Visible Minorities in the Federal Public Service (1999). In April 2000, the task force released its action plan: *Embracing Change: Building a Representative Federal Public Service*. It is now being implemented by federal departments and agencies.

d) The Royal Canadian Mounted Police (RCMP) – The RCMP's commitment to diversity is reflected in the delivery of police services across the country that reflect and respond to the needs of their constituents, by fostering close relationships with Aboriginal communities, and by supporting the RCMP Commissioner's Advisory Committee on Visible Minorities. The RCMP also supports, through the Law Enforcement Aboriginal and Diversity Network, a coordinated approach by policing agencies to better serve Aboriginal and diverse ethnic, racial, and religious communities. Moreover, it endorses the development of a Bias Free Policing Strategy to continue providing quality policing services to all people in a respectful, professional, fair and impartial manner.

e) The Department of National Defence and the Canadian Forces – These two organizations are working to build an inclusive workforce that is fully representative of Canadian society. Both support the operation of national-level volunteer Defence Employment Equity Advisory Groups, including the Defence Aboriginal Advisory Group and the Defence Visible Minorities Advisory Group. The Canadian Forces promote the Sergeant Tommy Prince Army

Training Initiative, designed to increase the participation of Aboriginal people. The Aboriginal Entry Program offers First Nations, Métis, and Inuit people first hand experience of life in the Canadian Forces before joining the military.

f) The Department of Canadian Heritage – Canadian Heritage recognizes the need for a better understanding of Canada's diverse and multicultural society. The Department's Framework for the Arts, a policy orientation for federal involvement in the arts, includes cultural diversity as a major theme. Policy, research and programs are encouraging diversity in the arts as a powerful contributor to dialogue and social cohesion.

The Department's Multiculturalism Program, in partnership with Statistics Canada, conducted the *Ethnic Diversity Survey* (EDS), a groundbreaking post-census report released in 2003. The EDS provides new and important information on the racial and ethnic background of Canadians and their lives in Canada today. Ongoing analysis will give the Government of Canada valuable information for developing future efforts to address racism and discrimination.

What Canada proposes to do

To develop forward-looking approaches to promote diversity, combat racism, and facilitate access to remedies, the Government of Canada is actively pursuing these initiatives:

- The Multiculturalism Program of the Department of Canadian Heritage will develop a multiculturalism lens, providing federal departments and agencies with a practical online tool that takes into account Canada's diversity when developing policies, programs and services. This tool will include guiding principles and best practices for assessing impact on ethno-racial and ethno-cultural communities. The Multiculturalism Program will also support the development of information, educational

materials, tools and capacity to help public servants better address the unique needs of specific communities.

- The Multiculturalism Issues in Canada Grants Program, a three-year partnership between the Multiculturalism Program and the Social Sciences and Humanities Research Council of Canada, will continue to support innovative academic research focused on anti-racism and multiculturalism issues in Canada. Based on this partnership, the Strategic Research Grants Initiative will help develop informed and relevant anti-racism and multiculturalism efforts. The first results generated by this partnership will be released in 2005.
- Through the Multiculturalism Program, and in partnership with the RCMP and the Canadian Association of Chiefs of Police, the Government of Canada supported the development of a Law Enforcement Aboriginal and Diversity Network. In the coming years, this initiative will provide law enforcement agencies at all levels with training, support and information to improve their capacity to serve Aboriginal, ethno-racial and ethno-cultural communities.
- Since 2000, the Employment Equity-Embracing Change Support Fund has helped federal departments and agencies to implement the Embracing Change Action Plan. Investments will continue to support recruitment and retention strategies, career development services and building managers' leadership capacity on issues related to visible minorities and other designated groups (e.g. Aboriginal peoples, women and persons with disabilities).
- The Labour Program at Human Resources Skills Development Canada (HRSDC) will implement a Racism-Free Workplace Strategy to help remove barriers to employment and upward mobility for members of visible minorities and Aboriginal peoples. The Labour Program works closely with Canadian Heritage and Citizenship & Immigration Canada on issues such as: inclusion in the workplace and the community; the business case for diversity;

and measures to better integrate visible minorities, recent immigrants and Aboriginal people.

- The RCMP will continue supporting:
 - research and consultation with partners to develop a progressive approach to policing in an increasingly diverse country; and
 - the development and implementation of culturally sensitive strategies, plans and programs to address the needs of Aboriginal people in urban and rural areas, as well as in the north.
- Citizenship and Immigration Canada will be working with non-government organizations and provincial partners to foster more inclusive and welcoming communities. The Department will enhance and expand some of its settlement activities – reaching out to more newcomer youth, their families, and Canadian citizens, and organizations and businesses across the country. Under the department's "Host Program", Canadian volunteers are matched with newcomers to help them access services so they can fully participate in their communities. By connecting newcomers and Canadians, the Host Program promotes inclusiveness and diversity, creating better cross-cultural understanding, and helping reduce racial stereotypes. In addition, the Settlement Workers in Schools (SWIS) activity helps newcomer students and their families, working with educational institutions and their boards, to build bridges between parents, students, schools and communities. Citizenship and Immigration Canada will be expanding SWIS activities to more communities to better support immigrant youth and their families and help to reduce racism, discrimination and ethnic conflict in the Canadian school system.
- The Department of National Defence and the Canadian Forces will continue to support the Defence Diversity Council, which is responsible for making recommendations to the Deputy Minister and the Chief of the Defence Staff. To build on the knowledge base of diversity in the military service, two publications will be released in 2005:

“For My Country: Black Canadians on the Field of Honour” and “Fighting for Canada: Chinese and Japanese Canadians in Military Service.”

- The Department of National Defence and the Canadian Forces will undertake a review of the current Canadian Forces Policy on Racist Conduct (CFAO 19-43). All Canadian Forces career-based training materials are under review to ensure that human rights, employment equity and diversity principles are clearly embedded and applicable to all – from recruits to senior officers. Research will guide the policy update and the preparation of new recommendations, including guidelines, advice and, if necessary, administrative and corrective measures.

3. Strengthen the role of civil society

Canada's response: Foster community participation and strengthen partnerships between community organizations and levels of government to ensure the continued development and capacity of ethno-racial and ethno-cultural groups to address issues of multiculturalism and anti-racism.

A strategy to improve the quality of life and socio-economic outcomes of all citizens requires the full engagement of government and civil society. To be effective, it must strengthen Canada's social foundation and help develop measures to abolish racism and related forms of discrimination. The experiences and expertise found in civil society are key to eliminating racism and discrimination.

The *Action Plan Against Racism* supports the development and capacity-building of racial and ethnic groups by fostering community participation and by coalition building between communities and non-governmental organizations. Collaboration between government and civil society continues to focus on strengthened partnerships, capacity-building, and public education on multiculturalism and anti-racism issues.

Engagement of civil society and, in particular, non-governmental organizations representing victims and those vulnerable to racism and racial discrimination is essential to developing and implementing appropriate national, regional and international measures to eradicate forms of racism. Canada will seek to strengthen partnerships and capacity of civil society through knowledge empowerment and public-awareness-raising relating to anti-racism and multiculturalism.

Canada's Intervention at WCAR

What Canada is doing

a) The Canadian Race Relations Foundation (CRRF)

– Operating at arm's length from the Government of Canada, the CRRF focuses on eliminating racism against minorities and Aboriginal peoples, with a particular emphasis on systemic discrimination in education and employment. It sheds light on the causes and effects of racism and provides independent, outspoken national leadership. Equally important, the CRRF enhances the knowledge base on racism in Canada, serving as a resource to society in the pursuit of equity, fairness and social justice.

b) The Department of Canadian Heritage

– The Multiculturalism Program of the Department of Canadian Heritage has maintained strong links with civic-based organizations. It funds national, regional and local initiatives that can identify and resolve racism-related issues.

Through the Women's Program, Status of Women Canada provides financial assistance and technical support to address the particular concerns of immigrant, refugee and visible minority women. It focuses on three areas: improving their economic status, eliminating systemic violence against women and girls, and achieving social justice.

c) Justice Canada – Through the Justice Partnership and Innovation Fund, Justice Canada provides funding for projects that address emerging issues. The fund also provides core funding to designated organizations that disseminate information on justice-related issues to all provinces.

d) The Royal Canadian Mounted Police (RCMP) – Working with voluntary organizations, the RCMP advances community policing to meet the needs of a diverse society. These partnerships, assisted by the Canadian Council on Social Development, enhance the capacity of Canada's criminal justice system and the voluntary sector to respond to violence against immigrant and visible-minority women. In addition, the RCMP, in partnership with the Multilingual Orientation Service Association for Immigrant Communities, is developing a policy framework for responsive policing in diverse cultures.

What Canada proposes to do

To strengthen the role of civil society, the Government of Canada is actively pursuing these initiatives:

- A new Inclusive Institutions Initiative, administered by the Multiculturalism Program of the Department of Canadian Heritage, will stimulate and support partnerships between federal departments and diverse community groups. The goal of this initiative is to ensure that federal programs, policies and services reflect the needs and realities of ethno-racial and ethno-cultural communities.
- The Voluntary Sector Initiative is a unique undertaking between the Government of Canada and the voluntary sector to enhance relationships and strengthen capacity. Partnerships will be established to address issues including: funding practices, policy dialogue, technology, volunteerism, and research about the sector. Currently, Citizenship and Immigration Canada, through its partnerships with other federal departments, brings members of the local community, non-governmental organizations and other levels of government into the settlement and integration process. Since 2001, the department's involvement in the Voluntary Sector Initiative has helped to engage the community-based immigrant and refugee-serving sector, provincial governments and other federal departments. In turn, this has helped to engage NGOs with government on policy development.
- Indian Residential Schools Resolution Canada (established in 2001) will continue to develop partnerships with Aboriginal communities and churches to strengthen capacity-building, decision-making and other opportunities for community action. The department develops and encourages partnerships with government departments and agencies, educational institutions and the private sector.

Canada will promote the importance of existing international human rights instruments, including the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD), and serve as a model to encourage other States to undertake their international obligations. We will strive to maximize co-operation among regional and international processes to ensure the effectiveness of global efforts to eradicate racism, racial discrimination, xenophobia and related intolerance.

Canada's Intervention at WCAR

4. Strengthen regional and international co-operation

Canada's response: Identify and share best practices regarding anti-racism measures and the implementation of international human rights instruments, including the International Convention on the Elimination of All Forms of Racial Discrimination; and promote the effective functioning of international and regional mechanisms.

Canada's model of multiculturalism has made it a world leader in the fight against racism and in efforts to ensure that all people can participate in political, social, cultural and economic activities in their communities.

The Government of Canada is demonstrating to the world that it is committed to eradicating all forms of racial discrimination, strengthening anti-racism measures and fostering efforts that build an inclusive, cohesive society. At the international level, Canada is working with influential bodies, such as the UN Committee on the Elimination of Racial Discrimination. This effort helps the Government look at its work objectively and improve initiatives to combat all forms of racism. Canada's ability to influence the international environment is also strengthened by its work with the UN Commission on Human Rights and the UN General Assembly.

As a leader in the fight against racism, Canada continues to work with other countries and international and regional organizations including: the United Nations, the Organization of American States, the Organization for Security and Cooperation in Europe, and the Council of Europe.

What Canada is doing

a) International Cooperation on Indigenous Issues – Canada played an active role in creating and supporting the United Nations Permanent Forum on Indigenous Issues. The forum, established in 2000,

offers great potential for responding to the needs of indigenous peoples around the world. The mandate of the Permanent Forum is to address indigenous issues related to economic and social development, culture, the environment, education, health and human rights.

Canada helped organize the 2003 Global Forum on Indigenous Peoples and the Information Society in Geneva, Switzerland, as part of the World Summit on the Information Society. This forum addressed topics such as e-health, e-learning, cultural preservation through digital media and citizen empowerment. The Government of Canada is working to ensure that indigenous issues receive sustained attention at the second phase of this forum in 2005.

Canada is also an active participant in negotiations to finalize a UN Declaration on the Rights of Indigenous Peoples. Canada's objective is to achieve a strong and effective statement addressing the human rights and fundamental freedoms of indigenous peoples and individuals. The declaration should provide guidance on the relationship between states and the indigenous peoples who live there, and guidance to various UN bodies and other international organizations.

b) *International partnerships* – Canada's participation at the UN is central to this country's international efforts. Our multilateral engagement includes involvement in bodies such as: the UN General Assembly; the UN Commission on Human Rights; the UN Permanent Forum on Indigenous Peoples; and the UN Educational, Scientific, and Cultural Organization. It also includes regular reporting to treaty-monitoring bodies, such as the Committee on the Elimination of Racial Discrimination. Furthermore, Canada collaborates with the Office of the High Commissioner for Human Rights and with the special mechanisms of the UN Commission of Human Rights, such as the Special Rapporteur on Contemporary Forms of Racism.

Canada is continuing its regional partnerships with the Organization for Security and Cooperation in Europe, the Organization of American States, the European Union, and the Council of Europe, and continues its

work with international non-government organizations to raise awareness and share best practices.

In 2002, to cooperate on indigenous health issues, Canada's Minister of Health signed a Memorandum of Understanding with the U.S. Secretary of the Department of Health and Human Services. Ongoing collaboration has included work on youth suicide prevention and research on fetal alcohol spectrum disorder. In September 2004, the Canadian Institutes of Health Research signed a letter of agreement with the American National Institutes of Health to cooperate on indigenous health research. As part of the International Network of Indigenous Health Knowledge and Development, Health Canada also works in partnership with governments, indigenous organizations and communities in the U.S., New Zealand and Australia.

c) *International Criminal Court (ICC)* – Canada remains a dedicated supporter of the ICC, which has jurisdiction over genocide and crimes against humanity. Canada signed the Rome Statute of the ICC in December 1998, and ratified it on July 7, 2000, becoming the 14th State Party to do so. Also in 2000, Canada became the first country to adopt comprehensive legislation related to the Rome Statute.

d) *Integrated International Crimes Investigative Team* – The RCMP continues to fulfil Canada's international obligations by sending personnel to support multilateral foreign operations. It also supports the investigation of complaints and the prosecution of offences under the Crimes Against Humanity and War *Crimes Act and the Geneva Convention Act*, and other relevant offences recognized as criminal under international law.

What Canada proposes to do:

To strengthen regional and international cooperation, the Government of Canada is pursuing these initiatives:

- Canada will continue to support international discussions and efforts, including programs that combat racism and create a more inclusive and equitable society internationally. It will continue to take a role in UN and regional processes to advance national priorities and interests on human rights issues. Activities will include developing and implementing strategies to maximize efforts and opportunities, and ensuring cooperation in combating racism and related forms of discrimination.
- The Government of Canada is the lead country in the development of a compendium of capacity-building best practices in the Arctic region. This initiative was undertaken with the support of the Arctic Council — a multilateral forum representing eight circumpolar countries and six Indigenous Peoples' groups. The compendium documents the capacity-building initiatives and activities of the Arctic Council Working Groups over the past several years. The initiative will make the compendium available to northern residents, educators and organizations to use as a guide to better manage and resolve capacity issues.
- The use of the Internet for the distribution of hate propaganda and other racist offences makes it almost impossible for any country to fight dissemination of this material on its own. As part of its response, Canada will sign the the Council of Europe Additional Protocol to the Convention on Cybercrime Concerning the Criminalization of Acts of a Racist and Xenophobic Nature Committed Through Computer Systems. The Protocol helps international parties cooperate in investigating and prosecuting racist offences committed through the Internet.

Canada believes that a lifelong learning approach in relation to racism can promote acceptance and respect of diversity within a nation's borders and around the world. The voices of youth must be at the forefront in relation to anti-racism action, and incorporated in domestic and world affairs. Canada will work to ensure that the potential of its youngest citizens to participate fully in and contribute to society as adults is maximized, and never undermined by being forced to endure discrimination, intolerance and racism.

Canada's Intervention at WCAR

5. Educate children and youth on diversity and anti-racism

Canada's response: Contribute to a lifelong approach to diversity and anti-racism and maximize the participation of all Canadians — young and old — in the fight against racism and racial discrimination through public education and prevention initiatives.

The Government of Canada recognizes the importance of engaging children, young women and men in its anti-racism strategy. It is the key to sustaining an open, civic-minded society. That is why this action plan promotes a lifelong educational approach to anti-racism and multiculturalism. It will engage children and youth early on, to maximize their full contribution to society as adults and break down barriers in all sectors of society.

Public education promotes dialogue between cultures and religions. Not only does it promote multiculturalism and the benefits of diversity, it also fosters mutual respect and serves as a way to inform Canadians about the contemporary forms of prejudice, discrimination and racism.

Canada's younger population is the most racially and culturally diverse age group in the country. More than one-in-six Canadians (16%) ages 15–34, belong to a visible minority group. Of particular interest, the Aboriginal population in Canada is growing rapidly. Half the population is under the age of 24, and less than one-third is under 15 years of age.

A quick glance at the age dynamic of Canada's ethno-racial and ethno-cultural groups and Aboriginal population emphasizes the importance of nurturing educational potential. In the coming years, these young people will account for an increasing part of the working-age population. For instance, in Toronto and Vancouver, nearly one-in-five school-age children immigrated to Canada within the past 10 years. The addition of immigrant children to the educational system raises unique challenges due to language and other settlement issues that affect school integration.

Research indicates that some Canadian children and youth are disadvantaged. For example:

- The 2001 Census reveals that the proportion of visible minority children who live in low-income households (34%) is higher than for Caucasian children (16%);
- A recent Conference Board of Canada study on new graduates in the labour market suggests there is a pool of highly trained, but underemployed graduates in Canada, identifiable by their skin colour, Aboriginal heritage, or disability; and
- Since 1996, a larger percentage of Aboriginal youth have graduated from secondary school. That year, 52 percent of non-reserve Aboriginal young persons ages 20–24 had not completed secondary school. By 2001, this figure had declined to 48 percent. Despite these strides, this proportion is still almost double that of the total Canadian non-reserve population in the same age group (26%).

What Canada is doing

a) The Department of Canadian Heritage –

Exchanges Canada creates opportunities for young Canadians to gain a better understanding of their country, to connect with one another and to experience the diversity of Canada's communities, languages and cultures. Each year, 15,000 youth are given the opportunity to experience different parts of the country through direct interaction.

Programs within Canadian Heritage — such as the Urban Multipurpose Aboriginal Youth Centres Initiative, the Aboriginal Friendship Centre Program, Young Canada Works for Aboriginal Urban Youth, and the Department's support of the National Aboriginal Achievement Foundation — encourage Aboriginal youth to pursue the education and training they need to contribute fully to the economic and social life of their communities.

The department's Multiculturalism Program is also engaged in public education. It supports national activities, such as essays and video competitions aimed at youth, to increase awareness and understanding about multiculturalism and racism. These include: the "Mathieu Da Costa Challenge" and the "Racism. Stop It!" national video competition. Also, through grants and contributions, the program provides support to civil society and ethno-racial community groups to undertake public education projects targeting youth.

The Multiculturalism Program has also partnered with Justice Canada to fund a three-year "National Arts and Youth Demonstration Project," led by academics from the McGill University Department of Social Work. This project focuses on arts intervention programs for disadvantaged youth to enhance their well-being and school performance.

b) Public Safety and Emergency Preparedness Canada (PSEPC) – Administered through the Department's Aboriginal Corrections Policy Unit, a host of PSEPC programs are in place to create opportunities and support intervention strategies for at-risk youth. Programs that create better social and economic opportunities for the future include: the Aboriginal Circle Healing Lodge Society ("Helping Ourselves Helping Others"); the Prince Albert Grand Council ("Family Reintegration Project"); and the Nishnawbe-Aski Legal Service ("Youth Offender Mentoring Program"). The Native Counselling Services of Alberta offers programs to develop public education and prevention initiatives focused primarily on preventing youth recruitment into hate groups.

c) Citizenship and Immigration Canada – This department promotes diversity awareness through activities related to Canada's Citizenship Week: the "Passages to Canada" immigrant speaker's bureau; the "We All Belong" series of posters and activity guides for teachers; and www.citzine.ca, the department's youth-oriented Web site. These events promote respect for diversity and a shared sense of belonging among all Canadians. The activities also recognize the contribution that immigration makes to Canada's growth as a country.

What Canada proposes to do

To educate children and youth in the fight against racism, the Government of Canada is pursuing these initiatives:

- Exchanges Canada at the Department of Canadian Heritage will continue to target underrepresented groups and undertake outreach activities where necessary to ensure that participation mirrors the diverse makeup of Canadian society. Exchanges Canada will build on existing collaborative projects with the Multiculturalism Program to ensure that education about multiculturalism and racism is fully integrated into youth exchange activities.
- The National Crime Prevention Strategy, led by Public Safety and Emergency Preparedness Canada (PSEPC), will continue to provide project funding, knowledge and expertise to improve the circumstances affecting at-risk children and youth. Members of ethno-racial, ethno-cultural and visible minority communities are encouraged to participate in community-based projects seeking to reduce crime and victimization.
- Justice Canada will continue to work with designated organizations to share information on various justice-related issues including human rights, family violence and family law to ensure greater access to justice for all. The Department will also continue to respect its policy on gender equality and diversity when reviewing project-funding proposals.
- In May 2002, the UN General Assembly held a special session on children. The session culminated in a declaration and plan of action called, "A World Fit for Children," which represented significant global agreement on strategies and actions. In April 2004, the Government of Canada released, "A Canada Fit for Children," with input from members of civil society, children and young people. Recognizing that children and adolescents make up approximately one-quarter of the population, with Aboriginal children representing the fastest growing segment, "A Canada Fit for Children" will help Canadians act to improve the lives of children in Canada and the world.

The Government of Canada encourages all partners to find innovative solutions, including the use of multimedia to reach and mobilize communities against hate and bias. Strengthened partnerships with the media will enable the dissemination of positive information on diversity, and the increased representation of minority groups in mainstream media content.

Canada's Intervention at WCAR

6. Counter hate and bias

Canada's response: Assist communities to target hate and bias through the use of media and other avenues, and increase representation and participation of racial and ethnic groups in mainstream media.

Hate propaganda and crimes motivated by hatred are particularly virulent forms of racism and discrimination. Legislation, public education, community action and the collection of data play a vital role in addressing hate and bias. But these are not enough. The media must also play a key role, both as educator and in shaping opinions. The *Action Plan Against Racism* explores the media as a tool for communicating effective anti-racism messages. It encourages communities to target hate and bias through the use of multi-media. It also aims to increase representation and participation of racial and ethnic groups in mainstream media.

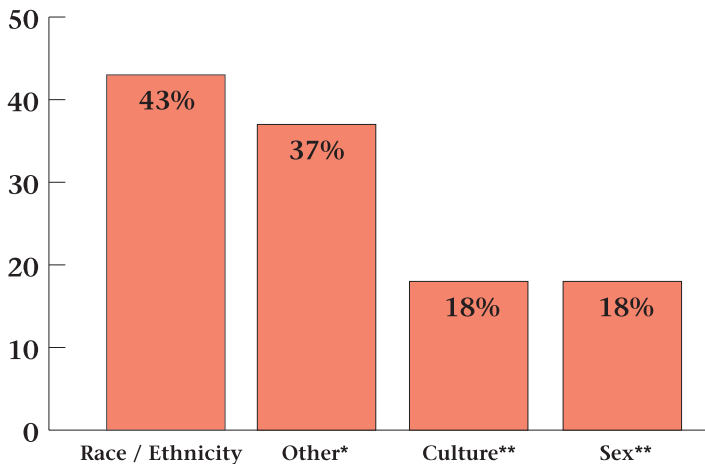
Canada's *Criminal Code* makes it a crime to incite or promote hate against an identifiable group. The Government of Canada's focus remains on developing preventive initiatives through partnerships so that all sectors can build effective measures to counter various forms of discrimination and racism.

It is clear, however, that more needs to be done. In 1999, Statistics Canada, through the General Social Survey, for the first time measured self-reported hate-motivated crime victimization nationally. It found that race/ethnicity was the most common reason (43%) cited by hate-motivated crime victims.

According to the same study, the risk of hate-motivated crime victimization was more than double for visible minorities than for non-visible minorities. Available studies also suggest that victimization associated with hate-motivated activity is more severe when compared to non-hate crimes. Moreover, hate-motivated crime results in a disproportionate amount of harm that affects not only the individual, but also the entire group associated with the victim.

The Government of Canada recognizes that more detailed information is needed to fill existing data gaps and to respond to many unanswered questions.

Graph 4. Hate crime victimization by motivation (1999)



Source: Statistics Canada, General Social Survey, 1999

*Other includes: age, sexual orientation, religion, language, disability and other(specify)

In view of the role the Internet has played in propagating hate material, attention must also focus on combating the recruitment of youth into hate organizations and the spread of hate information to younger people. Youth must be engaged because they are comfortable using technology and are often the targets of electronic hate material. Cooperation within and among countries is also essential.

Although new media and technology can promote hate, their positive potential outweighs the negative characteristics. Federal activities should be sustained with print, electronic and online media:

- to eliminate electronic forms of hate that do not adhere to traditional geographic boundaries and national laws;
- to educate host communities to help newcomers in the integration process; and
- to educate and empower youth in the fight against racism.

What Canada is doing

a) Criminal legislation against hate – The dissemination of hate propaganda is prohibited in Canada. Through Canada's *Criminal Code*, the federal government prohibits:

- advocating or promoting genocide against an “identifiable group;”
- inciting hatred against an “identifiable group” by communicating statements in any public place;
- wilfully promoting hatred against an “identifiable group” by communicating statements other than in private conversation.

An “identifiable group” is defined as any section of the public distinguished by colour, race, religion, ethnic origin or sexual orientation. Advocating or promoting genocide is an indictable offence punishable by a maximum of five years imprisonment. Inciting or wilfully promoting hatred are punishable by a maximum two-year imprisonment.

In addition, the *Criminal Code* provides for the seizure and forfeiture of hate propaganda destined for distribution or sale. In 2001, the Government of Canada added a provision to deal specifically with Internet hate-propaganda, authorizing a court to order deletion of publicly available online hate propaganda when it is stored on a server within the court's jurisdiction.

b) Hate-motivated crimes – In 1996, the Government of Canada added a sentencing principle in the *Criminal Code*. The addition made it an aggravating factor when there is evidence that an “offence was motivated by bias, prejudice or hate based on race, national or ethnic origin, language, colour, religion, sex, age, mental or physical disability, sexual orientation, or any other similar factor.”

In 2001, the Government of Canada identified as a specific crime any vandalism or damages to “property that is a building, structure or part thereof primarily used for religious worship, including a church, mosque, synagogue or temple, or an object associated with religious worship in or near the

grounds of such a building or structure, or a cemetery, if the action is motivated by bias, prejudice or hate based on religion, race, colour or national or ethnic origin.”

c) *The Canadian Human Rights Act* – For matters within Parliament’s authority, the Government of Canada supports the *Canadian Human Rights Act* which prohibits discrimination on a number of grounds. It also provides a remedy for victims. A person who believes that he or she has been subject to discriminatory treatment may bring a complaint before the Canadian Human Rights Commission. The commission will then conduct an investigation, after which it will: dismiss a complaint; attempt to facilitate settlement; or refer the complaint to the Canadian Human Rights Tribunal. Amongst other grounds, Section 3(1) of the Act establishes that race, national or ethnic origin, colour or religion are prohibited grounds of discrimination.

Section 13 of the *Canadian Human Rights Act* prohibits the communication either by a person or group acting in concert “of any matter that is likely to expose a person or persons to hatred or contempt.” The prohibition of racial hatred extends to electronic communications such as email and the Internet. Remedies include compensation for the victim, monetary penalties, and ordering the imposition of special programs or to prevent similar practices from happening again.

d) *Diverse broadcasting system* – Canada has developed one of the most diverse broadcasting systems in the world. Diversity is a key principle underlying the federal *Broadcasting Act*. As the Canadian broadcasting system’s regulating and licensing body, the Canadian Radio-television and Telecommunications Commission (CRTC) has implemented a number of supportive policies and continues to license ethnic and Aboriginal services. The CRTC obliges all broadcasters to reflect Canada’s cultural diversity in the communities they serve. More recently, it required commercial television networks and specialty services to submit corporate cultural-diversity plans as part of licensing renewal and to report annually on their progress.

As of November 2004, the broadcasting system offers some 17 ethnic radio stations, four ethnic over-the-air television stations, five analog ethnic specialty services, 11 digital ethnic specialty services (with many more approved but yet to be launched), and 19 foreign third-language services. The CRTC has also recently revised its policy for the authorization of foreign third-language services. Efforts will be made to improve access to non-Canadian third-language programming, while continuing to foster Canadian third-language and other ethnic services.

The broadcasting system also offers a range of Aboriginal-related services, including: the first-ever Aboriginal Peoples Television Network; a new Aboriginal radio network for select cities; and over 200 Aboriginal community-based radio stations in the north.

In 2001, encouraged by the CRTC, the Task Force for Cultural Diversity on Television conducted a landmark quantitative and qualitative study on the presence and portrayal of Canada's ethno-cultural and Aboriginal diversity on television. The results were released in July 2004, and will help define issues and inform practical solutions for the broadcasting industry. The CRTC will be responding to the report in early 2005.

e) Prohibition of abusive comment – CRTC regulations provide that programming shall not contain comment or pictorial representation “that, when taken in context, tends to or is likely to expose an individual or a group or class of individuals to hatred or contempt on the basis of race, national or ethnic origin, colour, religion, sex, sexual orientation, age or mental or physical disability.”

The Canadian Broadcast Standards Council (CBSC), a self-regulatory body that reports to the CRTC, administers standards established by its members (Canada's private broadcasters), including a *Code of Ethics*. This code provides that broadcasters ensure that their programming contains no abusive or unduly discriminatory material. The CBSC has

recently made its Web site and information brochure available in over 30 languages to ensure that as many Canadians as possible understand and can access the CBSC's codes and complaints process.

What Canada proposes to do

To counter hate and bias, the Government of Canada is pursuing these initiatives:

- Multiculturalism Program of the Department of Canadian Heritage will continue building on a recent project with the Radio-Television News Directors Association to promote increased diversity in the news media. This will encourage, support and facilitate fair representation of racial and ethnic minorities.
- As a result of the Minister of Canadian Heritage's Forum on Diversity and Culture (2003), the Multiculturalism Program entered into a three-year partnership agreement with the National Film Board of Canada, Telefilm Canada and the Canada Council for the Arts. This agreement, called the Spark Initiative, will continue to open doors for underrepresented professionals in Canada's television sector and create more vibrant cultural experiences for audiences across Canada. This will help remove real and perceived barriers for ethno-racial, ethno-cultural and Aboriginal professionals.
- The Multiculturalism Program, in collaboration with Statistics Canada's Canadian Centre for Justice Statistics (CCJS) will enhance the collection of data related to crimes and incidents motivated by hate. The CCJS is developing a nationally standardized data-collection strategy on hate-motivated crime and a training and assistance program for police to support collection and reporting. Once implemented, annual data will include: police-reported incidents of hate-motivated crime; offender characteristics and repeat offending patterns; details on the nature of the

crime and its hate motivation; association with criminal networks and sentencing outcomes; and analysis of victimization data.

- Justice Canada proposes to combat the communication of hate propaganda via the Internet by working to establish a tip line for reporting it.
- Justice Canada also proposes to provide public education and information on criminal legislation prohibiting hate-speech. This includes helping Internet service providers identify online hate propaganda.
- Citizenship and Immigration Canada will continue to build on efforts to promote shared citizenship values through its partnership in the Dominion Institute's Passages to Canada's Immigrant Speakers Bureau. This will be expanded to include more schools and greater participation by the business community. The Department will also build on the success of initiatives such as Cultivating Peace, a tool to help young people develop conflict resolution and peace-building skills.

PART III:
Reporting back to Canadians



Part III: Reporting back to Canadians

THE GOAL OF *CANADA'S ACTION PLAN AGAINST RACISM* is to ensure there is a place for everyone in Canada, regardless of background, race or ethnicity. The Government of Canada's role is to remove all barriers to full and active participation and opportunity. However, citizens share an obligation to do what they can to contribute to the well-being of Canadian society. With rights come responsibilities.

This action plan works towards eliminating racist behaviours and attitudes and, in doing so, will contribute to leveling the social and economic playing fields for all Canadians.

The Government of Canada's action plan invites all sectors of society — governments, organizations, ethno-racial and ethno-cultural communities, and individuals — to embrace the fight against racism as a shared task.

Racism is a reality that cannot be ignored. Sadly, public opinion research confirms that it continues to be a fact of life for many Canadians. The Government of Canada's consultations with civil society further indicate there are men, women and children who are denied opportunities or treated unfairly because of their race or ethnic origin. Rapid demographic changes and evolving cultural patterns in Canadian society underscore the need for forward-looking measures to combat racism — particularly in Canada's major urban centres.

Public consultations have provided valuable guidance in developing this action plan. They have affirmed that combating racism and discrimination must be a priority for governments and citizens alike. Canadians want to see decisive actions and tangible results.

With this in mind, each initiative in *Canada's Action Plan Against Racism* defines clear outcomes. Furthermore, the plan is built around partnerships involving different sectors of society and the results depend on how well government and civil society work together.

Monitoring progress and reporting back to Canadians is key to the success of the *Action Plan Against Racism*. Consequently, the Multiculturalism Program of the Department of Canadian Heritage will establish an accountability framework. To evaluate its long-term impact, the Social Sciences and Humanities Research Council of Canada and the Multiculturalism Program will collaborate to identify indicators to monitor progress in the fight against racism.

Through partnerships with provincial and territorial governments, the Government of Canada will continue to address racism and multiculturalism issues where there is joint responsibility, and assist in coordinating information sharing. The Minister of State (Multiculturalism) will annually consult with stakeholders to assess the progress in breaking down barriers to opportunity and participation, and to renew efforts to achieve a racism-free Canadian society.

The Government of Canada will report to Canadians through its Annual Report on the Operation of the *Canadian Multiculturalism Act*, tabled in Parliament. It will also report to the United Nations on the progress of the action plan as part of Canada's regular reporting on the implementation of the Convention on the Elimination of All Forms of Racial Discrimination.

The report to Canadians — like the action plan itself — will be open-ended to ensure ongoing evaluation and to identify the measures necessary for continued progress. Building racial equality and social equity is not an undertaking with well-defined start and finish points. Rather, it is an ongoing activity and part of the evolution of this country.

CONCLUSION



Conclusion

A CANADA FOR ALL: CANADA'S ACTION PLAN AGAINST RACISM demonstrates the unique role that the Government of Canada plays in leading the fight against racism. This action plan offers concrete measures to address direct and systemic racism. It also takes into consideration the impact on Canada's ethno-racial and ethno-cultural communities. Through policies, programs and services, this action plan strives to enhance Canada's identity as an inclusive, multicultural society.

With these objectives in mind, the Government of Canada used its 2005 Budget to make a five-year, \$56 million investment in the action plan.

Workable approaches, measurable results and reporting back to Canadians — all are at the core of *Canada's Action Plan Against Racism*. It identifies roles and responsibilities and best practices that can be shared with the international community. Moreover, it demonstrates how Canada and its citizens benefit from delivering on a commitment to anti-racism and multiculturalism issues.

The priorities in this document reflect Canada's commitment to create a fair, just and decent society. They serve to remove barriers to full opportunity and substantive equality for those Canadians who need it most. Moreover, they enhance the value of Canadian citizenship by strengthening our social bonds and making our shared values more relevant to contemporary life in Canada.

By implementing this action plan, Canadians will be helping to achieve a shared vision of an inclusive society — a Canada for all — where everyone is treated with dignity and respect, where there's a helping hand when needed, and where no one is left behind.