HOUSE OF COMMONS
CANADA

MULTICULTURALISM:

BUILDING THE CANADIAN MOSAIC

JUNE 1987

REPORT OF THE STANDING COMMITTEE ON MULTICULTURALISM

GUS MITGES, M.P.
CHAIRMAN

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MULTICULTURALISM:

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HOUSE OF COMMONS

Issue No. 5

Chairman: Gus Mitges

Minutes of Proceedings and Evidence of the Standing Committee on

MULTICULTURALISM

RESPECTING:

In accordance with its mandate under Standing Order 96(3)(d), an examination of multiculturalism policy.

INCLUDING:

First Report to the House

Second Session of the
Thirty-third Parliament, 1986-87

STANDING COMMITTEE ON MULTICULTURALISM
(Second Session, Thirty-third Parliament)

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Sergio Marchi
John Oostrom
Andrew Witer

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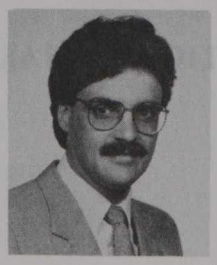

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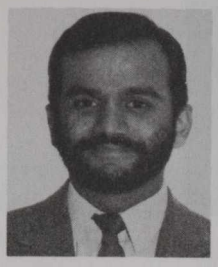

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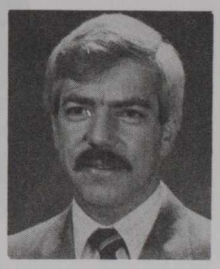

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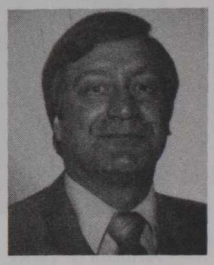

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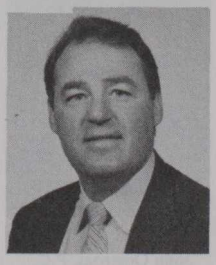

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THE STANDING COMMITTEE ON MULTICULTURALISM

has the honour to present its

FIRST REPORT

In accordance with its mandate under Standing Order 96(3)(d), your Committee has examined multiculturalism policy, adopted the following report and urges the Government to consider the advisability of implementing the recommendations contained herein.

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EXECUTIVE SUMMARY

BACKGROUND

Multiculturalism is an inherent part of the history of Canada. Cultural differences among its population have resulted not just from the differing roots of the immigrants who settled here. Regardless of where they came from, many times from the same country, depending on where they settled in Canada they developed differences and forged their own distinctive cultures in adapting to the particular geography and prevailing economic and social conditions of the different regions of the country where they made their homes.

Thus the French who settled in Acadia have evolved a distinctively different culture from those who settled in Quebec. Canada needs to come to terms with these many differences which will always prevail due to the very nature of its geography.

Cultural diversity characterized the earliest societies that form a part of our early history. The aboriginal peoples spoke a diversity of tongues across the breadth of North America. Despite this diversity the first appreciation of a cultural mosaic only appeared during the 1920s and 1930s. It was not until the Centennial of Confederation that the Canadian Parliament passed an *Immigration Act* free from discrimination.

Diversity was recognized and enhanced by the *Bill of Rights* of 1960, the *Official Languages Act* of 1969, the *Canadian Human Rights Act* of 1977 and the *Canadian Charter of Rights and Freedoms* of 1982.

In 1971, Canada became officially multicultural, following the recommendations of the Royal Commission on Bilingualism and Biculturalism. The Multiculturalism Policy introduced in that year focused on four areas: assistance to cultural groups, overcoming barriers to full participation, cultural interchange in the interest of national unity and assistance in official language training. Programs to implement that policy began with an initial investment of $1.5 million.

Since then, the policy has evolved into one that attempts to address *all* Canadians with a current budget of some $24 million. It has developed from one dedicated to cultural preservation to one that also seeks to ensure social, economic and political equality for Canadians of all cultural and racial origins.

Some concrete advances were made since 1984. The first federal-provincial-territorial conference on multiculturalism was held in the spring of 1985 and the Standing Committee on Multiculturalism was established in the fall of 1985. A progress report on *Equality Now*! was published in the spring of 1986.

However, there is still no Multiculturalism Act which establishes a clear policy and a full-fledged Department of Multiculturalism.

Need for Advancement

The Multiculturalism Policy of 1971 is clearly insufficient and out of date. It does not have the ability to respond to the needs of today's multicultural society. There is a sense that this 15-year old policy is floundering. It needs clear direction.

The cultural industries and government programs are not doing enough to preserve and enhance our multicultural reality. Ethnocultural and visible minorities continue to face varying degrees of

discrimination in employment. Various government policies and departments do not pay adequate attention to multiculturalism and Canada's ethnocultural and racial diversity, be it in matters of health and welfare, justice, youth issues, women's issues, or trade. With a budget of only $23.6 million which is minimal in comparison with other programs, Multiculturalism can only be seen as something of a marginal policy. Acceptance and support of Multiculturalism is carried out more in a fringe or peripheral sense. The mainstream of Canadian society and institutions have yet to be "multiculturalized".

Since one-third of the Canadian population is from minority ethnocultural communities, and this diversity continues to grow there is an obligation on the part of the Canadian Parliament and Government to respond.

Therefore, the Standing Committee, after having considered the various submissions it received, discussions with various witnesses and its own deliberations, submits various recommendations pertaining to a Multiculturalism Policy, Act and Department.

The Standing Committee also reviewed the recommendations of the Task Force on Program Review (Nielsen Task Force) and concluded that if the recommendations were implemented, the Multiculturalism Department and Policy would be dismembered. The Committee rejects most of the Task Force recommendations and instead recommends measures for the enhancement of the Multiculturalism Policy.

The Multiculturalism Policy

The Standing Committee recommends that Canada's Multiculturalism Policy be based on the following eight principles:

- Multiculturalism for All Canadians
- Advancement of Multiculturalism within a Bilingual Framework
- Equality of Opportunity
- Preservation and Enhancement of Cultural Diversity
- Elimination of Discrimination
- Establishment of Affirmative Measures
- Enhancement of Heritage Languages
- Support for Immigrant Integration

The Multiculturalism Act and Infrastructure

The Standing Committee urges that a new Multiculturalism Act be put in place and a multiculturalism infrastructure be established to spearhead the advancement of the above policy throughout all government departments and agencies. This infrastructure would also include:

(i) Canadian Centre for Multiculturalism
(ii) Canadian Multiculturalism Advisory Council
(iii) Commissioner of Multiculturalism
(iv) Standing Committee on Multiculturalism
(v) Parliamentary Secretary
(vi) Advisor on Multiculturalism to the Prime Minister
(vii) Cabinet Committee on Multiculturalism
(viii) Council of Federal-Provincial-Territorial Ministers responsible for Multiculturalism

The Multiculturalism Department

In addition, a new Department of Multiculturalism should be established to coordinate government wide delivery of programs to ethnocultural communities and provide advocacy in this respect. This could be achieved through Parliamentary action and through certain rearrangements of programs to include:

from the Secretary of State Department:

- Multiculturalism Sector
- Citizenship Development
- Citizenship Registration

from Canada Employment and Immigration Commission:

- Settlement Program

from the Department of Communications:

- Cultural Support Programs
- Responsibility for the Canada Council

The new department would as a result be responsible for expenditures of $329 million and employ 738 person-years.

The Standing Committee looks forward to serious consideration and early implementation of its recommendations so that multiculturalism can be advanced in a meaningful way.

SUMMARY OF RECOMMENDATIONS

SUMMARY OF RECOMMENDATIONS OF THE STANDING COMMITTEE ON MULTICULTURALISM BASED ON HEARINGS, SUBMISSIONS AND DELIBERATIONS

PRINCIPLES OF A NEW MULTICULTURALISM POLICY

1. RECOMMENDATION: The Standing Committee recommends that the new multiculturalism policy embody the following eight principles: multiculturalism for all Canadians, advancement of multiculturalism within a bilingual framework, equality of opportunity, preservation and enhancement of cultural diversity, elimination of discrimination, establishment of affirmative measures, enhancement of Heritage Languages and support for immigrant integration. (p. 48)

THE NEW MULTICULTURALISM POLICY

2. RECOMMENDATION: That the new Multiculturalism Department policies include programs in the areas of Cultural Preservation and Enchancement, Race Relations, Multiculturalism and the Economy, Multiculturalism in Education, Heritage Languages, Immigrant Integration, Immigrant and Visible Minority Women, Multiculturalism in Broadcasting, Ethnic Studies, Community and Group Development, Citizenship Programs, Federal-Provincial- Territorial Multiculturalism Development, and Federal-Municipal Development. (p. 52)

3. RECOMMENDATION: That multiculturalism policies be implemented in all relevant departments, and that the development of these policies be co-ordinated by senior interdepartmental committees chaired by the Deputy Minister of Multiculturalism, on Cultural Preservation and Enhancement, Race Relations and Economic Development and Multiculturalism. (p. 53)

PROVINCIAL AND MUNICIPAL POLICIES

4. *PROVINCIAL MULTICULTURALISM POLICIES*

   RECOMMENDATION: The Standing Committee recommends that, in those provinces that do not currently have established and coordinated multiculturalism policies, provincial governments review their policies and programs and respond to the needs that exist, especially in matters which are the primary responsibility of provinces. (p. 44)

5. *MUNICIPAL MULTICULTURALISM POLICIES*

   RECOMMENDATION: The Standing Committee recommends that municipalities, with the assistance of the Federation of Canadian Municipalities, further develop multiculturalism policies to suit the needs of their communities. (p. 45)

TOWARDS A NEW MULTICULTURALISM INFRASTRUCTURE AND DEPARTMENT

6. RECOMMENDATION: The Standing Committee has concluded and recommends that a new independent department to be called the "Department of Multiculturalism" be established through parliamentary action. After establishment of the Department, the Committee recommends transfer of program element responsibilities to the new Minister under the

Government Rearrangement and Transfer of Duties Act and through orders in council. Transferred programs and responsibilities should include:

From Secretary of State Department:
- Multiculturalism Sector
- Citizenship Development
- Citizenship Registration

From Canada Employment and Immigration Commission:
- Settlement Program

From the Department of Communications:
- Cultural Support Programs
- Responsibility for the Canada Council (p. 64)

7. RECOMMENDATION: The Standing Committee recommends that the grants and contributions budget (currently about $18 million) must be increased by 25% a year for at least four years. (p. 65)

8. RECOMMENDATION: The Standing Committee recommends that the new Multiculturalism Department substantially increase its personnel especially in the area of community development and liaison with the public. (p. 65)

9. *CANADIAN CENTRE FOR MULTICULTURALISM*

RECOMMENDATION: That the government establish a Canadian Centre for Multiculturalism that will conduct research on multiculturalism, develop a data bank on ethnocultural minorities and coordinate all related activities and information across Canada. (p. 68)

10. *THE CANADIAN MULTICULTURALISM ADVISORY COUNCIL*

RECOMMENDATION: That the Canadian Multiculturalism Council be reconstituted in the following manner:
- it be called the Canadian Multiculturalism Advisory Council;
- it should consist of 56 members with the following distribution: British Columbia-7, Alberta-4, Saskatchewan-3, Manitoba-4, Ontario-16, Quebec-12, New Brunswick-2, Nova Scotia-2, Prince Edward Island-2, Newfoundland-2, Yukon-1, North West Territories-1;
- it should have an executive committee;
- members should reflect the multicultural diversity of Canada;
- appointments should be made by order in council from among nominees recommended by organizations of ethnocultural minorities and other organizations working in the area of multiculturalism;
- members should be mandated to consult with ethnocultural communities in their provinces on a regular basis and transfer grassroots advice to the Minister;
- an annual appearance before the Standing Committee should be undertaken; and
- an annual report to the Minister and a mandatory ministerial response should be made public. (p. 69)

11. *A COMMISSIONER OF MULTICULTURALISM*

RECOMMENDATION: That the Parliament establish the Office of the Commissioner of Multiculturalism to monitor, investigate and report to Parliament on the implementation of multiculturalism policies throughout the Government of Canada. (p. 71)

12. *PARLIAMENTARY SECRETARY*

RECOMMENDATION: That a Parliamentary Secretary to the Minister of Multiculturalism be a permanent position. (p. 71)

13. *MULTICULTURALISM ADVISOR TO THE PRIME MINISTER*

RECOMMENDATION: That the Prime Minister appoint a Multiculturalism Advisor who will be responsible solely for Multiculturalism. (p. 72)

14. *A CABINET COMMITTEE ON MULTICULTURALISM*

RECOMMENDATION: That the government establish a Cabinet Committee on Multiculturalism to be chaired by the Minister of Multiculturalism. (p. 72)

15. *COUNCIL OF FEDERAL-PROVINCIAL-TERRITORIAL MINISTERS RESPONSIBLE FOR MULTICULTURALISM*

RECOMMENDATION: That the Minister of Multiculturalism, along with provincial and territorial counterparts establish a permanent "Council of Ministers Responsible for Multiculturalism" who will meet on an annual basis. (p. 73)

16. *THE FEDERATION OF CANADIAN MUNICIPALITIES AND MULTICULTURALISM*

RECOMMENDATION: That the federal government encourage and cooperate with the Federation of Canadian Municipalities to further its abilities to improve race and ethnocultural relations in municipalities across Canada. (p. 73)

AN ACT RESPECTING CANADIAN MULTICULTURALISM

17. RECOMMENDATION: That at the earliest opportunity, the Government of Canada introduce an Act respecting Canadian Multiculturalism which will enact a policy of multiculturalism and issue a clear mandate for implementing the policy throughout the Government. This Act should include sections on: Short Title, Interpretation, Administration, Application, Duties of Departments in relation to Multiculturalism, Principles, Rights and Obligations, Powers and Functions, Minister of Multiculturalism, Department of Multiculturalism, Canadian Centre for Multiculturalism, Canadian Multiculturalism Advisory Council, Commissioner of Multiculturalism, Reports, Monitoring and Enforcement, Regulations, Appropriations and Coming into Force. (p. 82)

18. RECOMMENDATION: That the drafting of the Canadian Multiculturalism Act be undertaken by lawyers with background and experience in human rights legislation. (p. 82)

SUMMARY OF RECOMMENDATIONS OF THE STANDING COMMITTEE ON MULTICULTURALISM IN RESPONSE TO THE NIELSEN TASK FORCE REPORT

1. *ISSUE: AN INFRASTRUCTURE FOR MULTICULTURALISM*

   RECOMMENDATION: The Standing Committee recommends that an adequate infrastructure be established to support a public policy of Multiculturalism. (p. 27)

2. *ISSUE: AN ADEQUATE BUDGET FOR MULTICULTURALISM*

   RECOMMENDATION: The Standing Committee recommends that budgetary allocations for multiculturalism be made adequate, and that more money be provided to meaningfully support a policy of multiculturalism, and that the federal government provide ethnocultural organizations with a charitable tax-exempt status. (p. 28)

3. *ISSUE: PHASING OUT ANY MULTICULTURALISM PROGRAMS*

   RECOMMENDATION: The Standing Committee therefore recommends that it would be inappropriate to phase out any of the programs supported by the Multiculturalism Sector. (p. 29)

4. *ISSUE: FORMAL EVALUATIONS OF ALL MULTICULTURALISM PROGRAMS*

   RECOMMENDATION: Given the inadequacy of the available data on multiculturalism programs, the Standing Committee recommends that the Minister of Multiculturalism arrange for formal biannual evaluations of his programs and publication of the results. (p. 29)

5. *ISSUE: CONTRACT COMPLIANCE TO FURTHER MULTICULTURALISM*

   RECOMMENDATION: The Standing Committee strongly endorses the government's inclusion of employment equity and contract compliance as procurement policy priorities for anyone doing business with the federal government. (p. 29)

6. *ISSUE: MULTICULTURAL REPRESENTATION ON THE SMALL BUSINESS ADVISORY PANEL*

   RECOMMENDATION: Should such a Small Business Advisory Panel be established, the Standing Committee recommends that such a panel should be demographically representative of Canada's multicultural mix. (p. 30)

7. *ISSUE: PRE-YEAR-END FREEZES FOR MULTICULTURAL BUDGETS*

   RECOMMENDATION: The Standing Committee therefore recommends that across-the-board pre-year-end freezes cease since they can have disproportionate harmful impacts on ethnocultural groups who depend on funding from the Multiculturalism Sector for their operations. (p. 30)

8. *ISSUE: APPOINTMENTS TO REGULATORY AGENCIES REFLECTING CANADA'S MULTICULTURAL MIX*

   RECOMMENDATION: The Standing Committee recognizes the recent improvement in this area and recommends that the government ensure that future appointments represent Canada's ethnocultural and multiracial makeup. (p. 30)

9. *ISSUE: THE ROLE OF THE CANADIAN HUMAN RIGHTS COMMISSION*

   RECOMMENDATION: The Standing Committee recommends that the proposed options of the Nielsen Task Force for the Canadian Human Rights Commission (for a reduction of the CHRC) be rejected. (p. 31)

10. *ISSUE: REVIEW OF ALL REGULATORY PROGRAMS FROM A MULTICULTURAL PERSPECTIVE*

RECOMMENDATION: The Standing Committee recommends that a review of regulatory programs be conducted to ensure that Canadians regardless of their ethnocultural heritage will derive equal benefit. (p. 31)

11. *ISSUE: CURRENT ROLES OF CITIZENSHIP COURT JUDGES*

RECOMMENDATION: The Standing Committee recommends that the present role of the Citizenship Judges be retained, but that Members of Parliament be informed prior to the citizenship ceremony at which their constituents will be receiving citizenship. (p. 31)

12. *ISSUE: PRECISE ROLE AND LIMITS OF REGULATORY AGENCIES*

RECOMMENDATION: The Standing Committee endorses this proposal that parliament specify the policy objectives of CRTC, CTC, AECB and NEB, and recommends that multiculturalism be included as a policy objective for all regulatory agencies. (p. 31)

13. *ISSUE: DEMOGRAPHICALLY REPRESENTATIVE APPOINTMENTS*

RECOMMENDATION: The Standing Committee recommends that order in council appointments to the various boards and commissions be representative of the cultural and racial diversity of Canada. (p. 32)

14. *ISSUE: ESTABLISHMENT OF MULTICULTURAL POLICIES FOR REGULATORY AGENCIES*

RECOMMENDATION: The Standing Committee concurs with the policy proposal of the Study Team that a general policy on regulatory intervention be adopted, and adds that a multiculturalism statement as a general policy objective be included for all regulatory agencies. (p. 32)

15. *ISSUE: "REAL PROPERTY" AS A LEVER FOR MULTICULTURALIZING CANADIAN INSTITUTIONS*

RECOMMENDATION: The Standing Committee recommends that the government use real property (e.g. museums) as a policy lever to reflect the multicultural reality of Canada. (p. 32)

16. *ISSUE: ACCURATE DATA ON CANADA'S MULTICULTURAL MINORITIES*

RECOMMENDATION: The Standing Committee recommends that Statistics Canada be required to incorporate additional questions in the 1991 Census that will provide adequate data on Canadian minorities, and that Statistics Canada consult with the Standing Committee following its cross-Canada consultations and before final decisions are made. (p. 33)

17. *ISSUE: MULTICULTURALISM EDUCATION AND RESEARCH*

RECOMMENDATION: The Standing Committee recommends that the federal government assert its leadership in multicultural education and research, in setting national standards, and continue its leadership role in the funding of organizations willing to work towards a more equitable multicultural Canada. The federal government could exercise a leadership role by placing multiculturalism on its agenda when meeting with the Council of Ministers of Education. (p. 33)

18. *ISSUE: THE CANADIAN ETHNIC STUDIES PROGRAM*

RECOMMENDATION: The Standing Committee recommends that the Canadian Ethnic Studies Program continue to be operated by the proposed Multiculturalism Department. The Social Sciences and Humanities Research Council is unable to guarantee that multiculturalism would be a priority. (p. 34)

19. *ISSUE: THE ETHNIC CHAIR PROGRAM*

RECOMMENDATION: The Standing Committee recommends that the Ethnic Chair program be continued and expanded. Given the contribution of the community to such a program, the government would be losing considerable community involvement. (p. 34)

20. *ISSUE: RESEARCH FUNDING THROUGH THE MULTICULTURALISM SECTOR*

RECOMMENDATION: The Standing Committee recommends that the machinery of government such as the regional offices be utilized to overcome the regional and other inequalities in the awarding of research grants. (p. 35)

21. *ISSUE: MULTICULTURALIZING POST-SECONDARY INSTITUTIONS*

RECOMMENDATION: The Standing Committee recommends that federal support for post-secondary institutions should include provision for promoting Canada's multicultural diversity. (p. 35)

22. *ISSUE: MULTICULTURALIZING THE GRANTING COUNCILS*

RECOMMENDATION: The Standing Committee recommends that the granting councils become more sensitive to Canada's multicultural diversity and that the government ensure that the memberships of the Councils be more representative. (p. 35)

23. *ISSUE: RESEARCH CENTRES AND INSTITUTES*

RECOMMENDATION: The Standing Committee recommends that the government follow up on the *Equality Now!* recommendation to provide for research centres to be coordinated by the proposed Canadian Center for Multiculturalism. (p. 35)

24. *ISSUE: CANADIAN STUDIES PROGRAMS IN THE MULTICULTURALISM SECTOR*

RECOMMENDATION: The Standing Committee recommends that the Canadian Studies program become part of the multiculturalism-in-education program of the proposed Multiculturalism Department. (p. 35)

25. *ISSUE: FUNDING CULTURAL ENRICHMENT PROGRAMS*

RECOMMENDATION: The Standing Committee recommends that the federal government provide leadership in the area of funding Cultural Enrichment Programs and developing Canadian Heritage Language instruction in conjunction with the provinces. (p. 36)

26. *ISSUE: "EQUALITY NOW" AND "EQUALITY IN EMPLOYMENT" RECOMMENDATIONS*

RECOMMENDATION: The Standing Committee recommends, therefore, that all of the *Equality Now* and *Equality in Employment* recommendations be reviewed, and that the Minister report on the implementation of each of the recommendations accepted by the government. (p. 36)

27. *ISSUE: IMMIGRANT AND VISIBLE MINORITY WOMEN*

RECOMMENDATION: The Standing Committee recommends that there be a comprehensive review of women's programs and that special attention be given to assisting immigrant and visible minority women. (p. 36)

28. *ISSUE: FUNDING LEVELS FOR WOMEN'S PROGRAMS*

RECOMMENDATION: The Standing Committee recommends rejection of the Culture and Communication Study Team proposal to reduce funding for women's programs and recommends acceptance of the Citizenship, Labour and Immigration Study Team proposal against funding cuts in this area. (p. 37)

29. *ISSUE: FUNDING FOR IMMIGRANT SETTLEMENT AND ADAPTATION AND CULTURAL INTEGRATION PROGRAMS*

RECOMMENDATION: The Standing Committee recommends that the Immigrant Settlement and Adaptation Program and the Cultural Integration Program be maintained in the proposed Multiculturalism Department. (p. 37)

30. *ISSUE: THE NEW CITIZENSHIP ACT*

RECOMMENDATION: The Standing Committee recommends unanimously that the new *Citizenship Act* reflect the ethnocultural and racial diversity of Canada but opposes in the strongest possible terms using a revised Act as a substitute for a Multiculturalism Act. (p. 37)

31. *ISSUE: MULTICULTURAL HEALTH SERVICES*

RECOMMENDATION: The Standing Committee recommends that the federal and provincial governments address all issues related to multicultural health services to provide Canadians with equal benefits from the health care system. (p. 38)

32. *ISSUE: ADVOCACY ROLE WITH PROFESSIONAL ASSOCIATIONS IN THE HEALTH CARE FIELD*

RECOMMENDATION: The Standing Committee recommends that the federal government take a lead advocacy role in examining licensing and accreditation practises and in working with professional associations to enable immigrants to establish themselves professionally in Canada. (p. 38)

33. *ISSUE: HISTORIC SITES PROGRAM*

RECOMMENDATION: The Standing Committee recommends that multicultural historic sites and monuments be given special recognition using, where possible, multilingual plaques. (p. 38)

34. *ISSUE: DIRECTORY OF MULTICULTURAL SITES*

RECOMMENDATION: The Standing Committee recommends that a directory of all multicultural historic sites and monuments be prepared for wider distribution to the public. (p. 38)

35. *ISSUE: ABORIGINAL SELF-GOVERNMENT*

RECOMMENDATION: The Standing Committee recommends that special attention be given to creating an environment in which aboriginal self-government could develop. (p. 39)

36. *ISSUE: IMMIGRANT AND ITINERANT FARM WORKERS*

RECOMMENDATION: The Standing Committee recommends that Labour Canada review and update the present conditions of immigrant and itinerant farm workers with special regard to their work environment, housing, health and safety. (p. 39)

37. *ISSUE: MULTICULTURALISM IN TOURISM PROGRAMS*

RECOMMENDATION: The Standing Committee recommends that "Multiculturalism in tourism" be given a central role in promoting Canada abroad. (p. 39)

38. *ISSUE: SENSITIZATION OF CANADA'S TRANSPORTATION SECTOR*

RECOMMENDATION: The Standing Committee recommends that there be more ethnocultural appointments to transportation bodies and that multicultural concerns be properly addressed. (p. 39)

39. *ISSUE: MULTICULTURALIZING CANADA'S CULTURAL POLICIES*

RECOMMENDATION: The Standing Committee recommends that internal evaluation procedures and appointments to cultural boards, including the Canada Council, reflect Canada's diversity. (p. 40)

40. *ISSUE: MULTICULTURALIZING THE PERFORMING AND VISUAL ARTS*

RECOMMENDATION: The Standing Committee recommends that the Performing and Visual Arts Program of the Multiculturalism Sector be retained. (p. 40)

41. *ISSUE: REVIEW AND UPDATE OF THE RECOMMENDATION OF THE B & B COMMISSION*

RECOMMENDATION: The Standing Committee recommends that there be a review and update of the Bilingualism and Biculturalism Commission's proposals for an increased role for broadcasting and filming in languages other than English and French. (p. 40)

42. *ISSUE: SUPPORT FOR MULTICULTURAL WRITING AND PUBLISHING*

RECOMMENDATION: The Standing Committee recommends that the Study Team proposal for phasing out the Writing and Publication Program be rejected, and strongly recommends that adequate support for the multicultural Writing and Publication Program be provided. (p. 41)

43. *ISSUE: THE ROLE OF THE MULTICULTURALISM SECTOR*

RECOMMENDATION: The Standing Committee recommends an expanded role for official multiculturalism so that Canada may truly become a multicultural country in which all ethnocultural and racial groups feel at home and can participate in all institutions of Canadian society. (p. 41)

44. *ISSUE: MULTICULTURALISM AS A NATURAL RESOURCE FOR CANADA*

RECOMMENDATION: The Standing Committee recommends that any strategy for fostering economic growth include the recognition and promotion of Canada's rich, multicultural human resources. (p. 41)

ACKNOWLEDGEMENTS

The Committee has held 16 public meetings and heard from a variety of witnesses. All written and verbal testimony has been considered as have the responses to the brief from the Canadian Ethnocultural Council by 20 federal departments and agencies.

Another major source of input was the written briefs received by the former Minister of State for Multiculturalism, the Honourable Jack Murta, in late 1984 and early 1985, for the preparation of a White Paper on a Multiculturalism Act. These briefs were obtained from the Multiculturalism Sector, Department of Secretary of State.

Extensive information on multiculturalism and related policies of provincial and municipal governments were also received from the Multiculturalism Sector and from provinces.

A further major source was the report of the consultative meeting on race relations policies hosted by the Multiculturalism Sector in August 1986 in Winnipeg.

The major documents that provide points of reference for this report include the *Bill of Rights* of 1960, the *Official Languages Act* of 1969, the *Multiculturalism Policy* of 1971, the *Canadian Human Rights Act* of 1977, the *Canadian Charter of Rights and Freedoms* of 1982, the *Equality Now!* report and the two Ministerial responses to it, the *Equality For All* report and Ministerial response.

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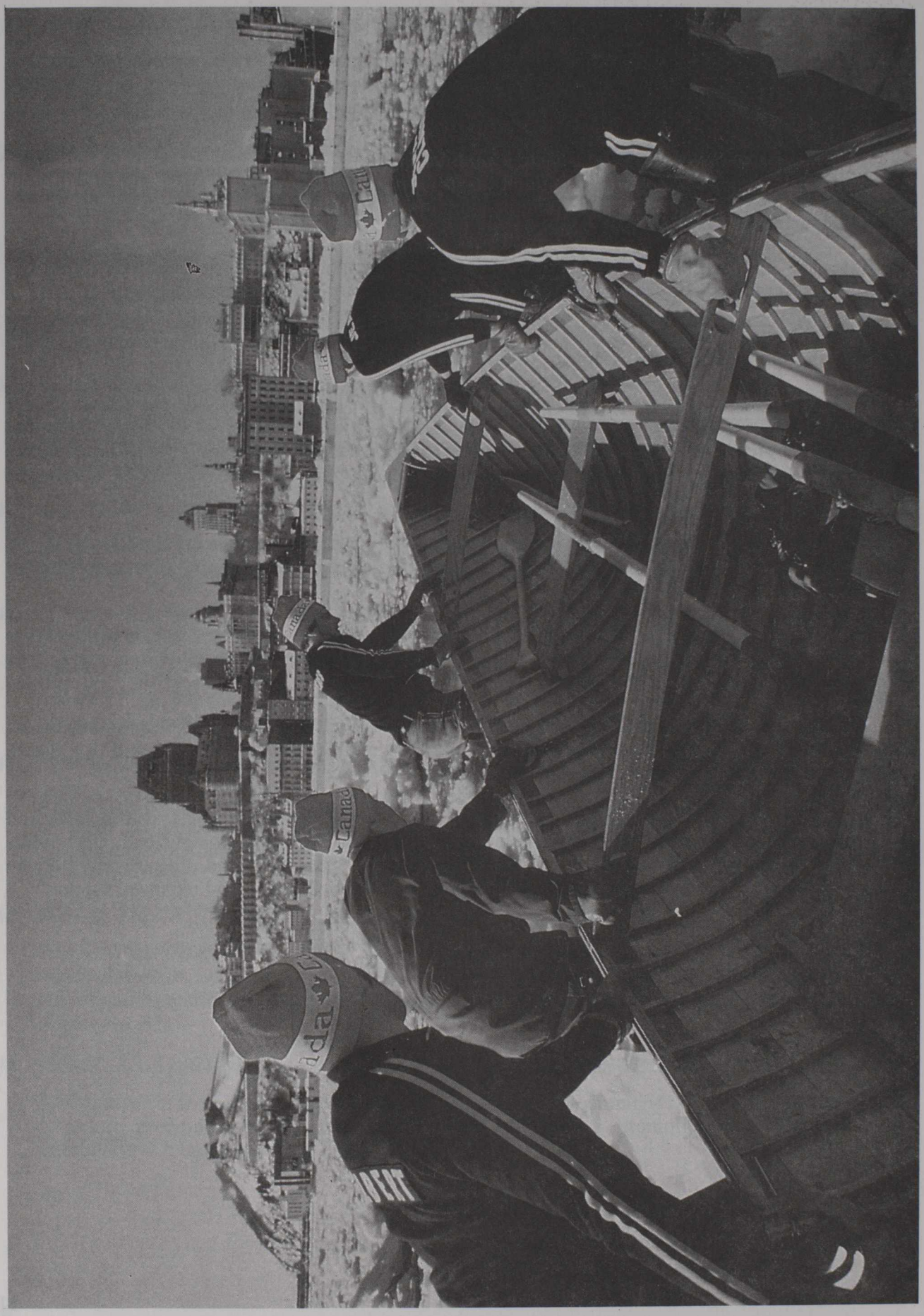

1.0 AN ISSUE DEFINED IN HISTORY

The Canadian Parliament recognized Canada to be a multicultural country as late as 1971. Recognition of Canada's bilingual character in the *Official Languages Act* only two years earlier had led to the realization that Canada could not be defined as bicultural. Parliament consequently gave positive recognition to an ethnocultural diversity that had long characterized the peoples of Canada.

1.1 A Primordial Cultural Diversity

Cultural diversity characterized the earliest societies to be seen through the mists of our history. Aboriginal peoples speaking a diversity of Algonkian tongues were spread across the breadth of North America. Others speaking Iroquoian languages lived in the lower Great Lakes — St. Lawrence River region. Inuit peoples lived to the north of the Algonkians and a crowning diversity of languages could be heard along the rainswept coasts of the Pacific slope. These aboriginal peoples also lived by a variety of nomadic hunting-fishing activities or were settled in agricultural or fishing communities, according to the natural richness of their habitat.

The arrival of European traders and missionaries, and the establishment of French settlements after 1600, inevitably intensified cultural diversity. The settlers themselves came from such distinctive regions as Brittany and Normandy which would not experience the nationalizing impact of the French Revolution and subsequent developments until almost two hundred years later.

The conventions of the fur trade added to social diversity among the European immigrants. Fur traders had responded to aboriginal traditions of exchanging "hostages" as guarantees of good relations by leaving white youths with their trade partners, and these youths had rapidly demonstrated how adept they were at adapting to aboriginal life. These *coureurs de bois* were the most obvious evidence of a general process of adaptation to the New World frontier.

The role of frontier conditions in creating new societies within the French empire has not always been appreciated in early Canadian history. Observers during the eighteenth century noted that the *Canadiens* saw themselves as a distinctive French society. Circumstances required that the *Canadiens* and the independent allied aboriginal nations over whom France extended her sovereignty be governed with a light hand. Geographic isolation and their marginal situation in the French imperial trade system forced the *Canadiens* to become self-reliant and innovative even while they remained much attached to military and monarchical honours.

The possibility that New France might become a homogeneous society more or less integrated with aboriginal communities that had accepted Christianity, as had happened in various areas of Latin America, was dashed by the historical events of the eighteenth century. Intermarriage with their aboriginal neighbours had produced distinctive Metis communities in various parts of the "upper country" of Canada. Within the French colony itself, which grew out of a permanent immigration of only 10,000 persons, about one thousand New England prisoners of war and expatriates requesting naturalization boosted the population. The distinctive society of the *Acadiens*, which had come under British rule early in the eighteenth century, was disrupted and dispersed in the English colonies down the Atlantic coast during the 1750s. *Canadiens*, who had enjoyed the vast continental domain of the French empire, found themselves conquered and under British military rule after 1759-60.

British American Cultural Diversity

A new cultural diversity rapidly developed in the domains of British America. English and Scottish traders rapidly relocated their bases from New York colony to Montreal and pressed their

new advantage in the trade of the interior. The dispersion of the *Acadiens* from Nova Scotia opened fertile lands along the Fundy coast to settlement by New Englanders. The peaceful development of this English colony was disrupted by the colonial assertiveness against the empire that led to the War for American Independence in the 1770s. Isolated from New England by British naval power, the "neutral Yankees" found solace and cultural purpose in "New Light" preaching rather than political revolt.

The society of Quebec was during these years beginning to experience British rule in its diverse ways. Military rule came to an end in 1764, a year after France ceded Canada to the British king, but an attempt to compel conformity to English laws continued for another decade. Only with the *Quebec Act* of 1774 were the *Canadiens* "new subjects" accorded a degree of autonomy and extended toleration of language and religion. Such a policy of conciliation had been anticipated in the Royal Proclamation of October 1763 governing relations with the Amerindian "native subjects".

The American Revolution consolidated the cultural diversity of British America. German settlers had come to Nova Scotia even before the New Englanders and founded Lunenburg. The United Empire Loyalists who migrated northward after 1783 were a most diverse population. Those who founded New Brunswick included would-be planters whose pretensions collapsed under the rigours of pioneering the St. John River Valley. Those who came to Canada ranged from the Six Nations Indians led by Joseph Brant to Hanoverian veterans who had come from King George III's Germanic domains to fight for his empire. During these years some of the dispersed *Acadiens* returned to settle in New Brunswick. Nova Scotia meanwhile became the home of Blacks, both free men and slaves, and of Maroons from Jamaica.

The French Revolution, followed by the Napoleonic wars, led a British governor to seek conformity again in Lower Canada. The political reaction Edmund Burke expressed in the very early stage of the Revolution was strengthened by francophobia as a revolutionary France became the most dangerous neighbour the English had known for centuries. Governor James Craig's attempt to compel the church of the *Canadiens* to recognize the leadership of the British monarch proved unsuccessful. The representative assemblies established in both Lower and Upper Canada under the *Constitutional Act* of 1791 were meanwhile beginning their work. Under the pressure of United Empire Loyalist demands for a separate colony, the British government gave Upper Canada the opportunity to build a distinctive British society while it limited the potential political power of the *Canadiens*.

The embryonic colony of Upper Canada found its British character being strengthened by migration and by war. Governor John Graves Simcoe encouraged traditionally-minded people during the 1790s to leave the American republic in order to enjoy the blessings of British rule. Among the most distinctive migrations of "late Loyalists" were the Mennonites who settled on the Grand River above Brant's Six Nations Indians and founded the town of Berlin now Kitchener, Ontario.

Conformity and Diversity

A U.S. declaration of war in 1812 followed by three seasons of U.S. attacks on the Canadas gave a decisive twist to the political culture of these colonies. Years of warfare with France had already intensified francophobia and anti-Catholic feeling among the rulers of Lower Canada. It had also introduced new social elements in the form of representatives of English and Scottish timber-importing firms. The defenders against U.S. attack were confirmed in their anti-revolutionary views of both France and the United States and resolved to protect both colonies against democratic excess. Politicians in both colonies found their attempts to assert the popular voice in government regarded as seditious activity.

Social and political struggles in Upper Canada were certainly intensified by the Great Migration from the British Isles that flooded the colony during the 1830s, '40s and '50s. Migration from the United States had largely ceased after war broke out in 1812. The new British migration included political dissidents from Ireland, Scotland, and northern England as well as firm supporters of Crown and Church. An attempt at revolution by both Upper and Lower Canadian forces received limited support, and the outbursts of 1837 in both Canadas were suppressed relatively quickly. Within a decade of the Durham Report of 1839 which had recommended assimilation of the French Canadians, however, Robert Baldwin joined Louis La Fontaine in a political alliance that achieved self-government and inaugurated an era of cordial relations between English and French-speaking Canadians.

The British American territories of the 1850s were marked by a great diversity of culture. Newfoundland had become home to a population derived from various fishing fleets. The Maritime provinces were home to a diverse population in which Scottish and Irish elements were added to *Acadien*, German, New England, Loyalist and Black elements. Halfway across the continent the Red River Valley had become home to a similar diversity of French-speaking *voyageurs* and English-speaking traders, Scottish crofters and Swiss mercenaries brought by Lord Selkirk, the *Métis* and "half-breeds" resulting from intermarriage with the aboriginal people, and clergy from Lower Canada and France as well as Scotland. The Hudson's Bay Company employees who shared Vancouver Island with the aboriginal peoples also found their population becoming diverse when a gold rush brought in migrants from the United States, including Blacks and Chinese. The Underground Railway was also bringing Blacks to Canada during these years.

The British American population also included descendants of the original diversity of aboriginal people. Generally they fared better than the Beothuk of Newfoundland who were extinct by 1829. Missionaries had worked with varying degrees of success in these societies, which had been subject to European contact for 250 years or more. Legislation to advance cultural conformity among the aboriginal peoples appeared in Upper Canada as early as the 1840s. More commonly the struggle was over lands with aboriginal peoples who were expected to be content with small reserves and leave most of the land to agricultural settlement by others. Protection of these reserves was not matched by protection of aboriginal culture.

Unity in Diversity

These colonies, marked by such astonishing cultural diversity, suddenly came under British pressure to form a continental political union in the 1860s and discovered a home-grown nationalism. The interaction of imperial and colonial/national elements is itself a rich topic for historical study. So is the rejection of Confederation by significant elements in Nova Scotia. Cultural diversity led the Fathers of Confederation to give responsibility for education and social services to the provincial governments. While Quebec rejoiced in finally having achieved control of its society — qualified, of course, by the power of English-speaking communities in Montreal, Québec City and the Eastern Townships that forced the province to be bicultural — Ontarians anticipated both a freedom to develop provincial institutions and the opportunity to extend their activities across the continent.

The province of Manitoba became the first focus of Canadian ambitions. The Canadians settled around Portage la Prairie had been defeated in the first round by the *Métis* of Red River. The emissaries of Red River obtained Canadian acceptance of provincial status for their communities. The many Ontarians who travelled west in the Wolseley expedition saw a good land and returned with their families to settle in Manitoba. These were followed by thousands more who made southwestern Manitoba a distinctive English-speaking and Protestant society.

The new Dominion soon felt a powerful Anglo-Canadian nationalism, checked primarily by the bilingual character of Quebec and the strength of diverse Catholic communities. Manitoba too entered Confederation in 1870 as a bilingual province and the Northwest Territories including the

later provinces of Saskatchewan and Alberta were established as bilingual in 1875. While provincial acceptance of Confederation was strengthened with federal funds, others called for the development of a national spirit among Canadians.

Duality and Diversity

The late nineteenth century in fact witnessed a struggle between those who wanted a unilingual, English-speaking Canada and those who insisted on their right to speak French and maintain at least a duality of Canadian culture. D'Alton McCarthy's crusade in the late 1880s carried the battle to Manitoba and achieved successes there that were impossible in Ontario and Quebec. Only when English-speaking Catholics began to fear an erosion of their separate school system did Ontario witness a similar assertion of unilingualism. Thus religious concerns diverged from bilingualism while intensifying Franco-Canadian support for an integral linkage of language to religion.

Conflicts between Catholics and Protestants over schools first occurred after Confederation in New Brunswick in 1869. The province of Manitoba, where the francophone portion of the population had fallen from 55 per cent in 1870 to 7 per cent by 1890, became the scene of even more dramatic conflict. A new government used popular concern about the cost of denominational education and broad support among anglophones for public schools as encouragement to create a single provincially-funded school system in 1889-90. Among the Manitobans forced to accept this new reality were the German-speaking Mennonites who had come to Canada in the 1870's and hoped to maintain their distinctive ways better in Canada than under the Russian Czars. The Laurier-Greenway compromise of 1897 provided a bold experiment in bilingual education but when another provincial government acted in the midst of war in 1916 to end bilingual education entirely, the Mennonites and other European ethnocultural communities found themselves completely in the melting pot.

Manitobans could truly feel that the schools of their province represented the melting pot at work. The Manitoba politician, Clifford Sifton, who defended assimilation in these terms during the 1890s became Minister of the Interior soon thereafter and presided over the migration of thousands of eastern and southern Europeans to Canada. Migration from the various jurisdictions under which Ukrainians lived, for example, began in 1891 and soon swelled to a massive flow. The great migration of this period came preeminently from Europe, and the communities of Northern Ontario and the Prairie West bore eloquent testimony to a renewed ethnocultural diversity in Canada.

This cultural diversity aroused a diversity of concerns. Those who saw "Christian civilization" in British, English-speaking and Protestant terms saw even the European immigration as undesirable. Few Canadians were ready to accept a multiracial population.

The Recognition of Diversity

Although Canada was clearly a nation of immigrants and descendants of immigrants, there was not much appreciation of ethnocultural diversity during the first half-century of Confederation. Immigrants were needed as labourers but Canadians expected them to be assimilated to an Anglo-Canadian conformity. The first appreciation of a cultural mosaic appeared during the 1920s and '30s, some of it significantly enough, from a publicist working for the Canadian Pacific Railway, which had brought so many immigrants to Canada.

Canada again became the recipient of significant immigration after the Second World War. Most of this immigration came from a war-torn and shattered Europe. Thirty-seven thousand Hungarians were admitted to Canada as political refugees after a popular revolt was suppressed in 1956. Not until the Centennial of Confederation did the Canadian Parliament pass an *Immigration Act* that was not discriminatory on a racial basis but instead sought ability wherever it might be

found. Only five years later Canada accepted some 5,000 Ugandan Asians as refugees from Idi Amin's Uganda. And within the following five years, Canadians joined as individuals and groups to sponsor the settlement of 50,000 Vietnamese "boat-people". Today many are involved in assisting the migration of refugees from oppressive Latin American regimes as the Canadian population becomes ever more diverse.

Canadian immigration policy has evolved over the past twenty years. Family reunification and immigration represent two of the most important programs. The independent immigrant category has tended to suffer at times of high unemployment. Young people have come to Canada from every continent under the student visa program. The foreign domestic program on the other hand has provided the most obvious evidence that immigrants often enter occupations that are less attractive to Canadians.

The Canada of 1967 was a very different Canada from that of the preceeding sixty years. In the midst of a remarkable "Quiet Revolution" in Quebec that expressed the self-confidence of Franco-Canadians who saw themselves primarily as *Québécois*, the Canadian government responded with cooperative federalism and then with official bilingualism. The work of the Royal Commission on Bilingualism and Biculturalism had provoked reaction, particularly among Ukrainian-Canadians in Western Canada, to suggestions that Canada was a bicultural country. The Canadian Parliament responded to this feeling in October 1971 with an all-party endorsement of "a policy of multiculturalism within a bilingual framework".

What remains to be done is to provide a legislative base for the policies and programs that a Minister presiding over a full-fledged Department of Multiculturalism could ensure would be established and developed in Canada.

1.2 Canadian Diversity Recognized in Policies

The recent *Report of the Royal Commission on the Economic Union and Development Prospects for Canada* (Donald S. Macdonald, Chairman) observed that, despite the prevailing diversity of the Canadian population, until the "mid 1950s, the Canadian state at the national level remained symbolically and practically an expression of English Canadians, and primarily of those of British background". The report notes that Prime Minister John Diefenbaker who had a vision of "One Canada" derived from the ethnocultural mosaic of life in the West and his own German and Scottish ancestry, responded to the diversity of Canada in various ways, most notably with the introduction of the *Bill of Rights* in 1960 - which provided rights and freedoms in law.

The recommendations of the Royal Commission on Bilingualism and Biculturalism resulted in two major developments that have contributed to developing and defining the Canadian identity. The *Official Languages Act* of 1969 recognized Canada's bilingualism and proclaimed English and French as our two official languages.

Complementary to bilingualism was the Multiculturalism Policy of 1971 — "a policy of multiculturalism within a bilingual framework". *It is unfortunate that while bilingualism was implemented through legislation, multiculturalism was announced only by means of a policy statement in the House of Commons and agreed to by all parties.* It was not until June of 1984 that a bill on Multiculturalism (Bill C-48) was introduced but it died on the *Order Paper* soon after.

It is important to note that in 1977 the *Canadian Human Rights Act* was passed by Parliament which prohibited discrimination based on "race, national or ethnic origin, colour, religion, age, sex, marital status, family status, disability or conviction for an offence for which a pardon has been granted".

This Act represented another step in the recognition of Canada's diversity and the growing sense of consciousness of human rights, as it provided equal opportunity in all matters within the purview of the legislative authority of the Parliament of Canada, as well as in private sector matters, and established a commission to administer the Act and provide recourse for those who have suffered injustices.

In 1982, the *Canadian Charter of Rights and Freedoms* was entrenched in the Constitution and therefore made basic rights and freedoms much less susceptible to alteration. It also allows for the *Charter* to take precedence over all legislation. In addition to basic rights covered in the *Bill of Rights*, the *Charter* included issues such as mobility rights and minority language rights. It also asserted in Section 27:

> This *Charter* shall be interpreted in a manner consistent with the preservation and enhancement of the multicultural heritage of Canadians.

This section is an interpretive clause which specifies how other sections should be applied and has already received serious consideration by the courts. While the concept of multiculturalism was entrenched in the Charter it does not provide a legislative base for a policy, a program, a minister or a department. It does not describe what government has to do to implement and advance multiculturalism.

The Equality Rights Section (Section 15) of the *Charter* came into force in 1985 — as designated — three years after the entrenchment of the *Charter* in 1982. Now, the prohibition of discrimination based on factors such as, "race, national or ethnic origin, colour, religion, sex, age or mental or physical disability", is entrenched in the *Charter*, and hence in the Constitution, providing a much stronger basis in law, even stronger than the *Bill of Rights* and the *Canadian Human Rights Act*.

The Standing Committee believes that it is time to further the recognition of the multicultural reality of Canada by giving this reality its own legislative base.

1.3 Multiculturalism and Bilingualism as Complementary Policies

Part of the consciousness of human rights is the acceptance of diversity. This is demonstrated in that the confluence of multiculturalism and bilingualism is becoming more and more evident.

In 1969 the **Royal Commission on Bilingualism and Biculturalism** sadly observed that:

> Since economic, social and linguistic factors all play a part, the Francophone community, being economically weaker than the Anglophone, cannot easily attract immigrants. This is evident in Montreal and elsewhere in Canada. Because of this imbalance between the two societies, most members of non-British, non-French groups, gravitate almost instinctively to the Anglophone side. (Vol. IV., pp. 5-6)

Sixteen years later, in 1985, the Macdonald Commission noted a significant change:

> English Canada is now multicultural, defined by language rather than by shared British past. The metropolitan centres of Anglophone Canada are home to a diverse population of many cultural backgrounds and various countries of origin. French Canada too, is now multicultural. Because of the Quebec government's recent language policies, it is no longer possible automatically to equate French speakers with the descendants of the approximately 65,000 "habitants" who remained after the retreat of the French Empire from North America more than two centuries ago. In little more than two decades, the concept of French-speaking *Québécois* has expanded to encompass a multicultural population, including immigrants from Haiti and refugees from Vietnam. In relative terms therefore, the growing tendency is to define French-speaking Quebec by language rather than by common past. (Vol. 1, p. 8)

Perhaps the best testimony to the complementary nature of bilingualism and multiculturalism is illustrated in four recommendations in the **Annual Report 1985** of the Commissioner of Official Languages. He not only endorses multiculturalism but is fully supportive of the teaching of Heritage Languages. The Commissioner recommends that the Federal Government:

1. develop an inter-cultural relations program to encourage ethnic groups to strengthen their ties with official-language minorities (Anglophones in Quebec and Francophones outside Quebec);
2. establish an information program on the complementarity of bilingualism and multiculturalism for ethnic community leaders and organizations and official-language minorities;
3. encourage the teaching of languages other than the official languages (Heritage Languages) at all levels;
4. encourage the teaching of an official language to immigrants to help them integrate into their communities. (Comments in parentheses are added) (p. 25)

1.4 Evolution of the Multiculturalism Policy

> Multiculturalism is a distinct Canadian concept. It is a very basic and humanitarian concept, which can and must make people from coast to coast proud to be Canadians.
>
> — Federation of Danish Associations

The Multiculturalism Policy as introduced in 1971 was aimed at four areas: assistance to cultural groups, overcoming barriers to full participation, cultural interchange in the interest of national unity and assistance in official language training.

In the early years of the policy the program focussed on issues of cultural retention resulting from the needs of that period, immigration patterns to date and the level of organization among some groups.

In the late seventies and early eighties, issues of social integration, harmonious race relations, support for Heritage Languages and political involvement also gained importance. In more recent years issues of economic contribution and economic equality were added to the list of priorities in the multiculturalism program.

Multiculturalism is evolving into a policy that attempts to address *all* Canadians. Multiculturalism recognizes the diversity of the cultural origins of the Canadian population. It addresses the need to work towards equality of opportunity and equality of result for all Canadians. In so doing, the policy and its programs focus on assisting those who do not presently enjoy cultural, social, economic and political equality — namely those Canadians who are minorities on the basis of race, national or ethnocultural origin, colour or religion. Its implementation has evolved under three major areas — cultural policy, integration and societal adaptation.

In addition, to say that multiculturalism is for all Canadians is to say that Canadians from the majority communities can also, and should also participate in multiculturalism. They too should have the opportunity and be encouraged to learn the Heritage Languages of minority communities, take part in multicultural events, share their cultures, desires and concerns with minority communities. It recognizes that *all* Canadians have a cultural background which forms the essence of Canada's cultural diversity, that is multiculturalism.

2.0 CURRENT ISSUES IN MULTICULTURALISM

2.1 Policy and Administrative Issues

These current issues and directions in multiculturalism encompass some major areas as evident in submissions and representations reviewed by the Committee.

Policy Issues:

- the need for all government departments and agencies to adhere to the principles of the Multiculturalism Policy and ensure access to services for all Canadians,
- the need for continued assistance for cultural retention programs,
- the need for a focussed race relations policy and programs and follow-up to the *Equality Now*! Report,
- the need for guaranteed annual funding for immigrant settlement centres,
- the need to support multilingual/multicultural broadcasting and the need to urge the public and private broadcasting sectors to reflect the multicultural reality of this country,
- the need for fair and equitable employment practices for visible minorities, as well as other ethnocultural minorities who face discrimination as a result of accents or family names,
- the support for Heritage Language Training,
- the need to encourage the incorporation of intercultural or multicultural education within the educational systems of Canada, to establish chairs of ethnic studies across the country, provide input to and impact on provincial education policies through federal-provincial actions,
- the need to provide a more systematic approach to accreditation of foreign qualifications and work with provincial governments and professional bodies to remove regulatory and other barriers to acquiring accreditation in Canada, and provide for an adequate appeal system,
- the need for a more equitable proportion of significant order in council appointments to go to qualified individuals from ethnocultural minority communities,
- the need to provide education in human rights and citizenship,
- the need to encourage equitable settlement and resolution of grievances experienced by minority groups,
- the need for a fair and equitable settlement of redress issues and in this respect amendment of the *War Measures Act*, restoration of lost citizenship, deletion of criminal records, establishing a mechanism to restore understanding between ethnocultural communities, etc.

Administrative and Structural Issues:

- the role of the Standing Committee in extending implementation of a multiculturalism policy,
- the overriding need for a legislative base, for a multiculturalism policy and programs, i.e. a Multiculturalism Act,
- the need for a separate ministry or department of multiculturalism,
- the need for the appointment of a Commissioner of Multiculturalism,
- the need to ensure adequate financial resources from all agencies and departments to implement multiculturalism policy and delivery of services,
- the need for regular federal-provincial-territorial conferences on multiculturalism,
- the need to secure assurance from federal cultural agencies and departments for delivery of services sensitive to multiculturalism.

Of these issues, those of overriding concern to communities were perceived to be the need for a Multiculturalism Act and a separate Department, follow-up to *Equality Now!* and race relations,

development of cultural enhancement support programs, redress of past injustices and women's issues.

2.2 Focus of the Policy

The Multiculturalism Policy seeks to ensure equality for all Canadians and focuses on the needs of minority communities to ensure that they are equal with the majority communities.

The 1971 policy statement noted that, "although there are two official languages, there is no official culture, nor does any ethnic group take precedence over any other". Similarly, the Multiculturalism Policy focuses on all ethnocultural minorities without some minority groups taking precedence, or other minority groups facing exclusion. At various times, however, there may be a need to focus on certain groups or certain issues that require particular attention. Focusing attention in one area, however, should not mean taking resources or assistance away from other areas.

Two underlying orientations that must be served are culture and equality. On occasion these two orientations are seen as being distinct from each other.

Approach 1 — Culture Oriented

> It should be recognized that the preservation of native tongues or accents need not in any way detract from national Canadian unity but rather lends to the dignity of our citizens. The supression of an immigrant's native tongue will only produce feelings of alienation and lower self-respect of newcomers.
>
> — Edmonton Multicultural Society
>
> The necessity and desirability of preservation and promotion of various cultures, languages and religions should be acknowledged.
>
> — Federation of Sikh Societies of Canada

In recent years there has been a debate as to the direction of the policy. Some groups see the Multiculturalism Policy as being primarily, or in some cases, only a cultural policy. According to this view the policy should focus on cultural retention — on literature, language, dance, food, festivals, music, traditions and religion. This was in fact the focus of the policy in the early seventies.

According to this view, the logical growth of the policy would therefore be to effectively "multiculturalize" the mainstream cultural agencies e.g. Canada Council, CBC, NFB, National Museums, Public Archives, etc. If Canadian culture is genuinely multicultural, i.e. culturally pluralistic, then the Multiculturalism Minister should be in charge of all cultural agencies. The ideal outcome of such reasoning would be to have a minister whose title could be "Minister of Multiculturalism", "Minister of Culture" or "Minister of Canadian Culture" — all of which would mean the same thing — who would ensure that all cultural agencies would be multicultural in their approach.

In general, the major Canadian cultural agencies continue to interpret Canadian culture in terms of the British and French communities. Native communities and minority ethnocultural communities continue to be largely excluded from the affairs of these agencies. In 1981, the Canadian Consultative Council on Multiculturalism (the precursor of the Canadian Multiculturalism Council) told the Federal Cultural Policy Review Committee (Applebaum - Hébert): "Canadians must receive the message that Canadian culture is inclusive of all Canadians... Canadian unity will come about only when all the cultural diversities are learned, accepted and respected". The culture of minority ethnocultural communities continues to receive fringe recognition — usually as quaint and foreign cultures.

In particular, all too many professional artists of minority ethnocultural origins have complained that their applications are rejected by the major agencies on the basis that they should go to the Multiculturalism Sector. The Sector in turn points to its meagre budget and concentrates on developmental work for amateur artists. Thus numerous ethnocultural artists fall through the gaps of the funding system and are ineligible for assistance.

This culture-oriented line of argument sometimes encompasses the following beliefs: That multiculturalism must not be seen as a policy for immigrants only and therefore should be far from Immigration or even Immigrant Settlement issues which would remain under the purview of the Minister of Employment and Immigration. Similarly race relations, regarded as a law and order issue, should be addressed primarily by the Minister of Justice, the Solicitor General and the Canadian Human Rights Commission.

It has been assumed, not always accurately, that this view tends to be enunciated more often by "established" or European ethnocultural communities than by visible minorities, although the latter do agree with the need for the cultural agencies to be more multicultural. Some of the Eastern European communities, especially those whose nations of origin are now under Soviet rule, are especially concerned with cultural preservation as they perceive that their cultures are being obliterated in the Soviet Union, but have a better chance of surviving in Canada.

Approach 2: Equality Oriented

> The Multiculturalism Minister should be specifically mandated under the terms of the Act to collaborate with other government departments and public bodies in designing and implementing such programs to meet the needs of all Canadians who suffer discrimination in employment.
>
> — Inter-Cultural Association of Greater Victoria

Another view interprets multiculturalism as a policy dedicated to the equality of Canadians of all origins. This includes cultural as well as social, economic and political equality. The cultural issues include all those discussed above. The social issues include race relations, immigrant settlement and official language training, education, immigrant women's issues, discrimination in employment faced by visible and other ethnocultural minorities, affirmative action and employment equity. The economic issues focus on the full participation of ethnocultural communities in business, trade, tourism and commercial issues. With regard to the political issues which are of primary concern to political parties, they focus on full participation by members of ethnocultural communities as candidates and as party officers and members. As well, in appointing the Senate of Canada, the government should be concerned that appointments reflect the multicultural reality of Canada.

According to this view the Multiculturalism Department would have to encompass cultural agencies as well as numerous social and economic operations. Rather than bringing half the agencies and programs under an unwieldy department of government, a central structure which coordinates programs and advocacy along multicultural lines would be ideal.

This more inclusive view tends to be espoused by visible minorities and to a varying extent in most communities of European origin.

2.3 Division not clear cut

Evidence received by the Standing Committee has demonstrated that relating these two orientations — equality and culture - to an assumed division between visible and non-visible

minorities, as is sometimes suggested, is not completely accurate and is far too simplistic. Some witnesses who appeared before the Committee explained very well the compatibility of the two orientations.

When representatives of the **Canadian Ethnocultural Council** — a coalition of over 30 national ethnocultural groups including visible and non-visible minorities — appeared before our Committee, they endorsed the current direction and mix of policy priorities:

> The last decade has seen Multiculturalism take on clear social, economic and political dimensions in addition to its earlier cultural dimensions... We strongly urge the government to stay the course on the multiculturalism policy. There is a need to further develop the direction already in place, to add suitable financial resources and accord appropriate political commitment by all Ministers and departments... In the Multiculturalism Sector current programs in the areas of Cultural Development (and Heritage Languages), Race Relations, Educational Resources, Community Development and Integration, Ethnic Studies, Chairs of Ethnic Studies, Cross-cultural Development and Policy Analysis should be continued and be provided with increased resources.

At the Committee's first public hearing **Dr. Keith McLeod of the Canadian Council on Multicultural and Intercultural Education** observed that the two fundamental aspects and foundations of multiculturalism are "cultural retention" and "inter-group relations".

At another hearing, **Dr. Bohdan Krawchenko of the Ukrainian Canadian Development Committee (Prairie Region)** cautioned against allowing dissension over the focus of the policy.

> Counterposing cultural retention to equality and integration is hardly the way to improve human relations in Canada. Such tactics establish false dichotomies which threaten to divide ethnocultural groups. Groups favouring cultural retention are portrayed as somehow being an obstacle to cultural integration, giving the impression to visible minorities that the focus on cultural retention has stood in the way of policies promoting social equality. Similarly, indicating to ethnocultural communities like ours that programs on cultural retention will have to be cut back to combat racism has the potential of turning such communities against their more visible counterparts.

Dr. Krawchenko further expressed very cogently, the view that the divisions are in fact more apparent than real:

> It is completely false to think that so called older ethnic groups have no interest in fighting against ethnocultural discrimination and racism and the promotion of full participation in Canadian society. This is not the Ukrainian Canadian position, but one which is attributed to us despite the fact that our community has faced, and continues to face, discriminatory practices.
>
> Moreover, it is also not true the visible minorities are not concerned about the development of their own ethno-cultures. The commitment to Heritage Language schools and the arts belies this. Of course, visible minorities have an acute additional problem to confront, mainly racism, but there is a very large measure of agreement between visible and less visible ethno-cultural communities on a multicultural perspective for Canada.

This evidence serves to show how simplistic it is to relate these orientations of culture and equality to an imagined distinction between minority groups.

2.4 Review of Funding for Multiculturalism (Grants and Contributions)

The Multiculturalism Policy was launched in 1971 with a proposed allocation of $1.59 million (actual expenditure was $875,000) for programs to implement the policy. A decade later in 1981, program funding stood at $8.3 million (actual expenditure). In 1983-84 that amount almost doubled to $14.4 million (actual expenditure). In 1984-85 the proposed allocation increased to $17.4 million but was reduced by $1.5 million as a result of the government restraint program. However an additional $1.8 million was provided to implement the recommendations of the *Equality Now!* report (actual expenditure was $18.4 million). The allocation for 1985-86 was $17 million (actual expenditure was $16.1 million) with $640,000 for *Equality Now!* implementation. Estimated funding for 1986-87 is $18.7 million and is reduced to $17.8 million in the 1987-88 Estimates.

Thus, the financial commitment to policies for ethnocultural minorities has not been extensive or comparable to the financial commitment for programs serving other constituencies. For example, the Official Languages grants and contributions allocation totals $217.3 million (contributions to provinces for education), $85.6 million for translation and interpretation services, $2.6 million for promotion of Official Languages, in addition to Language Training in the public service and an Office of the Commissioner of Official Languages with a budget of $10.6 million and 152 person-years. Another example is the Native Citizens Program in the Secretary of State Department which has $57 million in addition to a full department. These figures were compiled from the government's Main Estimates (1987-88).

A more detailed historical review and analysis of funding patterns for multiculturalism programs as compared with other programs of the Secretary of State is provided in Appendix F of this report.

3.0 REVIEW OF THE NIELSEN TASK FORCE AND RESPONSE OF THE STANDING COMMITTEE ON MULTICULTURALISM

This section covers the review and analysis of all the 21 volumes of the Nielsen Task Force report. Please refer to Appendix H for the Bibliographical Identification of each volume of the report. References and citations in this section will simply refer to the volume number identification and page number in the relevant report. For example, (1:39) refers to Volume 1, *An Introduction to the Process of Program Review*, page 39.

The Nielsen Task Force of 19 teams each spending approximately three months on their individual reports represents the equivalent of at least 57 months of cumulative study. As the Foreword declares:

> The review is unique in Canadian history. Never before has there been such a broad representation from outside government in such a wide-ranging examination of government programs.

This comprehensive overview has much "raw material" to which the Standing Committee on Multiculturalism wants to respond.

The Nielsen Task Force indicates that "several study teams commented on different aspects of a phenomenon which was finally labelled lack of *institutional memory*" (1:24). In preparing its response to the Nielsen report, the Standing Committee on Multiculturalism has taken cognizance of this generic problem which was detected during various reviews and, consequently, has taken into consideration the *institutional memory of Parliament*, and hence the recommendations of the Royal Commission on Bilingualism and Biculturalism, especially Book IV entitled *The Cultural Contribution of the Other Ethnic Groups*, the report *Equality Now!*, the Royal Commission report *Equality in Employment*, and Section 27 of the Charter.

Furthermore, the Standing Committee on Multiculturalism is convinced that multiculturalism is an accepted public policy and that the ideal of the concept must be reflected in the political ideology of the government so that a multiculturalism ethic permeates all structures of society. The Standing Committee on Multiculturalism distinguishes between a demographic, symbolic and structural multiculturalism. Demographically, Canada has always been a multicultural country, but multiculturalism has not always been reflected in the symbolic or structural aspects of Canadian society. The Standing Committee on Multiculturalism therefore has examined the Nielsen report with the view of seeing whether its various recommendations enhance multiculturalism symbolically and structurally.

PROVIDE AN INFRASTRUCTURE FOR MULTICULTURALISM

For multiculturalism to have structural support, there must be an adequate infrastructure to support such a policy. One of the results of the B & B Commission was the proclamation of the *Official Languages Act*. The Secretary of State was mandated to provide structural support for such a policy. In addition, a Commissioner of Official Languages was appointed and required to report annually to Parliament. The Department and Commissioner were provided with support staff and a budget to further the public policy of official bilingualism. As well, the Standing Joint Committee was established. To date, with the exception of a Standing Committee on Multiculturalism, there is no such statutory instrument as a Multiculturalism Act or a Multiculturalism Department to provide structural support for a multiculturalism policy nor a Commissioner of Multiculturalism. Judged in this light, the Nielsen report fails to provide Canada with the necessary structural underpinnings. Hence, the institutionalization of multiculturalism is not guaranteed.

RECOMMENDATION: The Standing Committee recommends that an adequate infrastructure be established to support a public policy of Multiculturalism.

A. INTRODUCTION AND OVERVIEW

The first volume of the Nielsen Task Force, *An Introduction to the Process of Program Review*, provides an overview of the 20 other volumes that were produced. Figure 2 on the Staffing Statistics — Mixed Study Teams on Program Review — reveals that at least two of the key Study Teams dealing with multiculturalism (Culture and Communications, and Citizenship, Labour and Immigration) lacked a regional component in their deliberations. Furthermore, the records of consultations for these study teams display, in the judgment of the Standing Committee on Multiculturalism, a similar lack of input from the Multiculturalism Sector.

Although the reports are grouped into four major themes (Management of Government, Service to the Public, Improved Program Delivery, and Economic Growth) (1:7), the Multiculturalism Sector is vitally interested in all four categories. It would appear that the four themes or categories are rather arbitrary. The Standing Committee on Multiculturalism notes that the recommendations of the study teams "do not reflect any decisions of the government" (1:8) but, at the same time, "some decisions have already been announced and the impact of others will be felt throughout the remainder of the government's term in office" (1:9). These statements appear to be somewhat contradictory.

PROVIDE AN ADEQUATE BUDGET FOR MULTICULTURALISM

Given the above, the Standing Committee on Multiculturalism notes that with regard to the amount of expenditures on multiculturalism, the budget for fiscal year 1986-87 is $23.6 million (20:368). This amounts to a mere $1 for each Canadian man, woman and child. The Standing Committee on Multiculturalism seriously questions whether such a small amount of fiscal structural support for a national multiculturalism policy can ensure the participation of all Canadians. It is noted that the expenditures and person-years are projected to drop for all subsequent years.

Many groups feel that non-partisan ethnocultural organizations should be given a charitable tax-exempt status. All community groups have financial needs. To expect groups to increase their contributions is short-sighted if the tools such as a tax-exempt status are denied.

The Standing Committee on Multiculturalism recognizes how difficult it is for ethnocultural groups to deliver programs and attempt to raise funds at the same time. A charitable tax-exempt status would enable community groups to raise funds more easily. Energy for program delivery would then not be diverted to fundraising.

RECOMMENDATION: The Standing Committee recommends that budgetary allocations for multiculturalism be made adequate, and that more money be provided to meaningfully support a policy of multiculturalism, and that the federal government provide ethnocultural organizations with a charitable tax-exempt status.

DO NOT PHASE OUT ANY MULTICULTURALISM PROGRAMS

The Nielsen assessment is that mainstream institutions have not been sufficiently multiculturalized. In places the Nielsen report encourages the multiculturalization of all Canadian institutions, The Nielsen report indicates that:

> . . . at first glance, the programs appear to duplicate the main cultural programs of the government and its agencies. However, closer assessment indicates that the main programs are not administered flexibly enough to respond to some of the special problems of ethnocultural communities and multicultural programs fill the gap (20:35)...The Multiculturalism Branch, through its various programs, fills this gap and will be necessary until existing institutions themselves assure such access to all Canadians (20:370). (The various ethnocultural groups cannot be expected to find adequate support within their own communities, municipalities, provinces, or other federal agencies.)

RECOMMENDATION: The Standing Committee therefore recommends that it would be inappropriate to phase out any of the programs supported by the Multiculturalism Sector.

CONDUCT FORMAL EVALUATIONS OF ALL MULTICULTURALISM PROGRAMS

The Nielsen Task Force indicates that, "No one would claim that these reports, each based upon three months of intensive work, provide the last word" (1:8). Frequently in the Nielsen report there are indications that certain program recommendations which have been made are based on inadequate data. For example, "No evaluation has been carried out" appears on the page dealing with "Cultural Integration" (12:176) and, "No formal evaluations" appears on the pages dealing with Immigration and Adaptation (12:173-175). When the team leader, Mr. Sydney Handleman, appeared before the Standing Committee on Multiculturalism on June 10, 1986, he indicated that their work:

> . . . represents the compilation of hundreds and hundreds of pages which ended up in the shredder. We finally managed to boil it down to those ten pages (20:353-372) because we ended up with over 400 in our total report.

RECOMMENDATION: Given the inadequacy of the available data on multiculturalism programs, the Standing Committee recommends that the Minister of Multiculturalism arrange for formal biannual evaluations of his programs and publication of the results.

B. MANAGEMENT OF GOVERNMENT

Management of Government is the first of four major themes treated by the Nielsen Task Force. The Standing Committee on Multiculturalism would like to respond to the contents of the five volumes of the report covered under this theme.

USE CONTRACT COMPLIANCE TO FURTHER MULTICULTURALISM

Volume 2, *Procurement*, deals with the $9 billion of purchases made by the federal government. The Standing Committee on Multiculturalism notes that, with regard to procurement as a lever for the attainment of national objectives, "modern day governments have used, and continue to use government procurement as an instrument of national economic and social policy" (2:3). The terms of reference for the study team and their subsequent assessment and recommendations fail to include multiculturalism as one of the desirable national economic and social objectives. The report *Equality Now!*, on the other hand, in many recommendations such as 12, 14 and 16 (see Appendix G for the *Equality Now!* recommendations), provide strong encouragement for considering multiculturalism in any procurement policies. It is therefore regrettable that, of the 40 different national objectives (2:14, 225-229), multiculturalism is not mentioned.

RECOMMENDATION: The Standing Committee strongly endorses the government's inclusion of employment equity and contract compliance as procurement policy priorities for anyone doing business with the federal government.

ASSURE MULTICULTURAL REPRESENTATION ON THE SMALL BUSINESS ADVISORY PANEL

The Standing Committee on Multiculturalism notes that a Small Business Advisory Panel ceased operation in 1984 and that the Minister of State for Small Business is considering setting up a similar panel.

RECOMMENDATION: Should such a Small Business Advisory Panel be established, the Standing Committee recommends that such a panel should be demographically representative of Canada's multicultural mix.

END PRE-YEAR-END FREEZES FOR MULTICULTURAL BUDGETS

The 1982 Auditor General Report showed that heavy spending occurs at the end of the fiscal year. Such a pattern is repeated year after year. For example, while average monthly government spending for 1980-1984 was approximately $6.2 billion in all accounting periods, average monthly spending in the final three months was $11.4 billion. Sixty-six per cent of this year-end spending bulge is accounted for by six departments: National Defence, Employment and Immigration, Transport, Indian and Northern Affairs, Solicitor General, and Public Works. The Standing Committee on Multiculturalism notes that, with regard to the year-end spending bulge, neither the Secretary of State as a department nor the Multiculturalism Sector within it is listed as part of the top six departments contributing to year-end spending sprees (2:90).

RECOMMENDATION: The Standing Committee therefore recommends that across-the-board pre-year-end freezes cease since they can have disproportionate harmful impacts on ethnocultural groups who depend on funding from the Multiculturalism Sector for their operations.

ASSURE THAT APPOINTMENTS TO REGULATORY AGENCIES REFLECT CANADA'S MULTICULTURAL MIX

Volume 3, *Regulatory Programs*, with regard to regulatory tribunals and agencies, indicates that the team received criticism about the lack of representatives on major boards in regulatory agencies (3:26).

RECOMMENDATION: The Standing Committee recognizes the recent improvement in this area and recommends that the government ensure that future appointments represent Canada's ethnocultural and multiracial makeup.

EXPAND THE ROLE OF THE CANADIAN HUMAN RIGHTS COMMISSION

The Standing Committee on Multiculturalism notes that in the Study Team's observation that, with regard to the Canadian Human Rights Commission:

> . . . it may be desirable to consider further reduction of CHRC powers in resolving cases which in its view need not be referred to the tribunal. Its roles could be limited to that of investigating complaints leaving decision-making entirely to the tribunal...Its advocacy function which is particularly onerous to the regulated, could also be restricted through various mechanisms (3:173-174).

Option 2(1) says:

> . . . abolish the CHRC and provide that henceforth discrimination complaints shall be dealt with by the courts with provision for legal aid (3:178).

As part of its institutional memory, the Standing Committee on Multiculturalism points out that recommendations in *Equality Now!*, such as Recommendation 23 (see Appendix G), visualize an expanded role for the Human Rights Commission. *Equality Now!* recommends that "The Canadian Human Rights Commission should conduct a study to determine the extent to which *systemic discrimination* exists..." Similarly, the *Equality in Employment* report of the Abella Commission, in its Recommendation 37 reads: "Human rights statutes across Canada should be amended where required to ensure that human rights commissions have jurisdiction over systemic

discrimination and can order employment equity as a remedy. These commissions should be given the necessary resources to exercise their authority effectively".

RECOMMENDATION: The Standing Committee recommends that the proposed options of the Nielsen Task Force for the Canadian Human Rights Commission (for a reduction of the CHRC) be rejected.

REVIEW ALL REGULATORY PROGRAMS FROM A MULTICULTURAL PERSPECTIVE

It is the feeling of the Standing Committee on Multiculturalism that all regulatory programs need to be reviewed from a multicultural perspective so that regulatory policies in Canadian society are multiculturalized.

RECOMMENDATION: The Standing Committee recommends that a review of regulatory programs be conducted to ensure that Canadians regardless of their ethnocultural heritage will derive equal benefit.

RETAIN CURRENT ROLES FOR CITIZENSHIP COURT JUDGES

With regard to citizenship registration and promotion, the Standing Committee on Multiculturalism notes the recommendation of the Study Team on Regulatory Programs that Members of Parliament be accorded a greater role in the ceremonial aspect of newcomers to Canada becoming citizens (3:237). This is at variance with the observation recorded by the Citizenship, Labour and Immigration Study Team (12:181). It is the feeling of the Standing Committee on Multiculturalism that the citizenship ceremonial role should not devolve to Members of Parliament. Because of the unpredictable and heavy demands faced by Members of Parliament in their parliamentary and constituency work, the current practice of Citizenship Judges handling the ceremonial roles of citizenship should be retained. However, so that new citizens might more closely relate to the legislative branch of government and so that opportunity be made for them to meet their Member of Parliament as soon as possible, all Members of Parliament, should receive a list of those who will be becoming citizens from their own constituency, prior to the citizenship court ceremony. The franchise is the most outstanding feature of citizenship and it is therefore appropriate that the ceremonial aspect of citizenship include where possible, the privilege of the new citizen meeting his or her duly elected Member of Parliament.

RECOMMENDATION: The Standing Committee recommends that the present role of the Citizenship Judges be retained, but that Members of Parliament be informed prior to the citizenship ceremony at which their constituents will be receiving citizenship.

DEFINE PRECISE ROLE AND LIMITS OF REGULATORY AGENCIES

Volume 4, *Regulatory Agencies*, examines 11 regulatory agencies. The Study Team points out that broadly defined agencies such as the Canadian Radio-Television and Telecommunications Commission (CRTC), the Canadian Transport Commission (CTC), the Atomic Energy Control Board (AECB), and the National Energy Board (NEB) often "exercise broad discretion and often make policy...The Study Team is of the view that Parliament should specify with greater precision the policy objectives of these four agencies" (4:17).

RECOMMENDATION: The Standing Committee endorses this proposal that Parliament specify the policy objectives of CRTC, CTC, AECB and NEB, and recommends that multiculturalism be included as a policy objective for all regulatory agencies.

MAKE APPOINTMENTS DEMOGRAPHICALLY REPRESENTATIVE

In the Study Team's third section dealing with Appointments, the previously mentioned criticism about the lack of representativeness in the appointment process is underlined. However, the Study Team fails to include the multicultural and multiracial demographic makeup of Canadian society as an important feature of the appointment process. Recommendation 21 (see Appendix G) of the *Equality Now!* report specifically urges the federal government to use the appointment process as a means of increasing the participation of minorities in the decision-making structures of society. The Standing Committee on Multiculturalism supports the *Equality Now!* recommendation.

RECOMMENDATION: The Standing Committee recommends that order in council appointments to the various boards and commissions be representative of the cultural and racial diversity of Canada.

REQUIRE REGULATORY AGENCIES TO ESTABLISH MULTICULTURAL POLICIES

In its concluding observations, the Study Team suggests the "adoption by the government of a general policy on regulatory intervention announced in the form of a statement of regulatory principles" (4:71).

RECOMMENDATION: The Standing Committee concurs with the policy proposal of the Study Team that a general policy on regulatory intervention be adopted, and adds that a multiculturalism statement as a general policy objective be included for all regulatory agencies.

UTILIZE "REAL PROPERTY" AS A LEVER FOR MULTICULTURALIZING CANADIAN INSTITUTIONS

Volume 5, *Real Property*, underlines the fact that real property (real estate, e.g. museums) can be used for national social policy.

> Often criticized in the past, the system has also been used to support economic and social objectives as well as distribute benefits across the country (1:29).

Given the multicultural mix of Canada, there is no reason why ethnocultural consideration cannot be used in the multiculturalization process. Specifically, with regard to real property such as the national museums, the Standing Committee on Multiculturalism reminds Parliament of Recommendation 16 in Book IV of the B & B report which recommended that:

> . . . the National Museum of Civilization be given adequate space and facilities and provided with sufficient funds to carry out its projects regarding the history, social organizations, and folk arts of cultural groups other than the British and French (Book IV:230).

RECOMMENDATION: The Standing Committee recommends that the government use real property as a policy lever to reflect the multicultural reality of Canada.

OBTAIN ACCURATE DATA ON CANADA'S MULTICULTURAL MINORITIES

Volume 6, *Major Surveys*, underlines the fact that Statistics Canada is the principal source of information on Canada not only for the government of Canada but for international organizations such as the International Monetary Fund, the Organization for Economic Cooperation and Development, and the United Nations (6:53). *Equality Now!*, Recommendation 24, (see Appendix G) recommends that there be additional census questions in the 1986 and 1991 Censuses to deal with the problem of a lack of hard data on minorities in Canadian society. Specific recommendations

are given with regard to eliciting more accurate data through the censuses that Statistics Canada conducts. This recommendation was not given adequate consideration by the Study Team when compiling their report on major surveys. Similarly, the Abella Commission in its report, *Equality in Employment*, visualizes a prominent role for Statistics Canada in providing and analysing data on minorities with regard to employment equity (Abella:255-269). The report recommends additional questions to the census questionnaire and the undertaking of longitudinal studies to measure the integration of designated groups in Canadian society.

RECOMMENDATION: The Standing Committee recommends that Statistics Canada be required to incorporate additional questions in the 1991 Census that will provide adequate data on Canadian minorities, and that Statistics Canada consult with the Standing Committee following its cross-Canada consultations and before final decisions are made.

C. SERVICE TO THE PUBLIC

Service to the Public is the second major theme treated by the Nielsen Task Force. There are five major reports in this category.

Volume 7, *Canada Assistance Plan*, Volume 8, *Veterans*, and Volume 11, *Housing*, do not relate directly to concerns that have been addressed by previous reports or in presentations to the Standing Committee on Multiculturalism.

EXERCISE A LEADERSHIP ROLE IN MULTICULTURALISM EDUCATION AND RESEARCH

Volume 9, *Education and Research*, addresses a number of issues that are of vital interest to the Standing Committee on Multiculturalism. This report has an entire section dealing with the issue of federal involvement in school programs. With regard to the history of such activity in what is primarily a provincial jurisdiction:

> . . . the federal government has become involved in provincial education because of its concerns with creating a bilingual and multicultural society, and with improving Canadians' knowledge of their country and heritage. Support for the education of official language minorities and training in the second official language ... began in 1970 as a federal program response to the report of the Royal Commission on Bilingualism and Biculturalism ... The multiculturalism policy of 1971 led to the establishment of programs to promote education which reflects and embodies the cultural diversity of Canadian society (9:201).

The Study Team felt that federal involvement in provincial affairs could only be justified if there were a national commitment to that involvement, an acceptance by the provinces, and a national commitment to an explicit policy. They cite the Official Languages in Education Program where there are formal federal/provincial accords as a model for federal/provincial relations in provincial jurisdictions. The Study Team concedes that multiculturalism has been endorsed by all provinces.

> To date the Multiculturalism Directorate's efforts to promote principles of respect and understanding of the nation's ethnic and racial diversity, through direct support to parent groups, educational institutions, trustees' and teachers' associations has not met with resistance from the provinces (9:204).

The Study Team recommends that "the multiculturalism programs should be continued on the basis of formal consultation with the provinces" (9:204).

RECOMMENDATION: The Standing Committee recommends that the federal government assert its leadership in multicultural education and research, in setting national standards, and continue its leadership role in the funding of organizations willing to work towards a more equitable

multicultural Canada. The federal government could exercise a leadership role by placing multiculturalism on its agenda when meeting with the Council of Ministers of Education.

RETAIN THE CANADIAN ETHNIC STUDIES PROGRAM

The Standing Committee on Multiculturalism rejects Options 3 and 4 (9:215) which would eliminate the Canadian Ethnic Studies Program and transfer portions of the Multiculturalism Program to the Social Sciences and Humanities Research Council which would assume the responsibility for all research. The Standing Committee on Multiculturalism points out, however, that the Social Sciences and Humanities Research Council's guidelines, strategic grant targets, and system of proposal review and assessment would drastically restrict the type of research done on multicultural issues. Policy-oriented research such as that which is done by the Multiculturalism Sector should be a "given" for any bona fide public policy in multiculturalism. It would be foolhardy for any department to eliminate a research capacity to support the Minister in any ventures or evaluations of program thrusts. Furthermore, research programs enable the Minister to maintain an ongoing liaison with academics and experts in the field of multiculturalism. Through his advocacy role, the Minister can influence mainstream institutions such as universities while receiving expert opinion in developing a national multicultural policy.

RECOMMENDATION: The Standing Committee recommends that the Canadian Ethnic Studies Program continues to be operated by the proposed Multiculturalism Department. The Social Sciences and Humanities Research Council is unable to guarantee that multiculturalism would be a priority.

CONTINUE AND EXPAND THE ETHNIC CHAIR PROGRAM

The Standing Committee on Multiculturalism notes that the Study Team acknowledges that the research activities of the Multiculturalism Sector have not generated problems with any of the provinces. Furthermore, the endowment assistance for ethnic chairs has generated 50 percent of the required funding from community groups. In light of the matched funding generated by this program, its elimination would be a loss to Canada. The Standing Committee on Multiculturalism further notes that in comparison with the Organization for Economic Cooperation and Development countries, Canada rates number seven behind the United States, West Germany, Japan, Sweden, France, and the Netherlands (9:36,44) with regard to investment in research and development activities. In fact, as the Study Team observes, Canada has generally lost ground in the performance of R & D in the higher education sector (9:36).

RECOMMENDATION: The Standing Committee recommends that the Ethnic Chair program be continued and expanded. Given the contribution of the community to such a program, the government would be losing considerable community involvement.

PROVIDE ADDITIONAL RESEARCH FUNDING THROUGH THE MULTICULTURALISM SECTOR

With regard to research funding by the Social Sciences and Humanities Research Council, the funding received is well below that of the two other Councils and real purchasing power has decreased in the last two fiscal years (9:63). The Study Team analysis also points out the regional disparity in the geographic distribution of grants and scholarships by the Social Sciences and Humanities Research Council. More than two-thirds of the Social Sciences and Humanities Research Council funding go to Ontario and Quebec. Furthermore, the Social Sciences and Humanities Research Council tends to be strictly limited to academics. Therefore, other points of view are not well represented (9:67). The Standing Committee on Multiculturalism feels that the

machinery of government, i.e. the regional office structure through which the Multiculturalism Sector operates, can be more sensitive and responsive to all areas of the country.

RECOMMENDATION: The Standing Committee recommends that the machinery of government such as the regional offices be utilized to overcome the regional and other inequalities in the awarding of research grants.

MULTICULTURALIZE POST-SECONDARY INSTITUTIONS

In its proposal for federal financial support for post-secondary institutions, the Study Team suggests several options. All options, however, fail to consider Canada as an explicitly multicultural country. For example, Option 2d suggests that the federal government provide financial support "to promote the development of an authentic Canadian identity which includes cultural and regional diversities" (4:19). Multiculturalism should be spelled out in such options.

RECOMMENDATION: The Standing Committee recommends that federal support for post-secondary institutions should include provision for promoting Canada's multicultural diversity.

MULTICULTURALIZE THE GRANTING COUNCILS

With regard to the granting councils (e.g.: Canada Council and SSHRC), the Standing Committee on Multiculturalism notes and endorses Recommendations *f* and *i* (9:43) which recommend that first-time applicants be given special consideration and that council membership be representative of Canada's demographic makeup.

RECOMMENDATION: The Standing Committee recommends that the granting councils become more sensitive to Canada's multicultural diversity and that the government ensure that the memberships of the Councils be more representative.

ESTABLISH RESEARCH CENTRES AND INSTITUTES

The report *Equality Now!* recommended that the Ministry of Multiculturalism support the establishment of research centres and ethnic chairs (Recommendation 80, see Appendix G). The Standing Committee on Multiculturalism continues to endorse this recommendation. The Standing Committee on Multiculturalism notes the success with which programs have been developed for chairs of Women's Studies (9:129-132).

RECOMMENDATION: The Standing Committee recommends that the government follow up on the *Equality Now!* recommendation to provide for research centres to be coordinated by the proposed Canadian Centre for Multiculturalism.

PLACE CANADIAN STUDIES PROGRAMS IN THE MULTICULTURALISM SECTOR

Given the Study Team's recommendations that the Canadian Studies Program be moved to a program which could negotiate agreements with the provinces on the scope and direction of its activities (9:209) and given the limitations of the content of the Canadian Studies Program, the Standing Committee on Multiculturalism feels that the Canadian Studies Program should be merged with other multiculturalism-in-education programs.

RECOMMENDATION: The Standing Committee recommends that the Canadian Studies program become part of the multiculturalism-in-education program of the proposed Multiculturalism Department.

PROVIDE LEADERSHIP IN FUNDING CULTURAL ENRICHMENT PROGRAMS

With regard to the cultural enrichment programs, the Standing Committee on Multiculturalism notes the Study Team observation that the Cultural Enrichment Programs provide community groups with support for the promotion of learning one's Heritage Language. The Standing Committee on Multiculturalism rejects Option 2 which implies that there is funding for courses already being offered by the provinces. They fail to present any evidence of duplication.

RECOMMENDATION: The Standing Committee recommends that the federal government provide leadership in the area of funding Cultural Enrichment Programs and developing Canadian Heritage Language instruction in conjunction with the provinces.

UPDATE AND IMPLEMENT "EQUALITY NOW" AND "EQUALITY IN EMPLOYMENT" RECOMMENDATIONS

Volume 10, *Job Creation, Training and Employment Services*, relates to the Employment and Public Policy sections of the *Equality Now!* report. These 23 recommendations (see Appendix G, Recommendations 12 to 34) envisage an increased multicultural and multiracial participation in the economic institutions of Canada. The Nielsen report appears to lack similar multicultural input and concerns. The Standing Committee on Multiculturalism notes and endorses the Study Team's reference to the work of the Special Parliamentary Committee on the Participation of Visible Minorities in Canadian Society and the Abella Commission (10:128) with regard to affirmative action and federal contract programs.

RECOMMENDATION: The Standing Committee recommends that all of the *Equality Now!* and *Equality in Employment* recommendations be reviewed, and that the Minister report on the implementation of each of the recommendations accepted by the government.

D. IMPROVED PROGRAM DELIVERY

Improved Program Delivery is the third major theme treated by the Nielsen Task Force.

ASSIST IMMIGRANT AND VISIBLE MINORITY WOMEN

Volume 12 deals with *Citizenship, Labour and Immigration.* The Standing Committee on Multiculturalism notes that five programs for the improvement of the status of women in Canadian society were reviewed (12:197) and observes that:

> No comprehensive review has been undertaken of the full range of programs and resources mandated to improving the status of women in Canada with a view to measuring the adequacy of the human and financial resources to the overall task (12:109).

It notes as well the recommendation that increased funding be provided to the tune of "$500,000 yearly to permit primary research" (12:116).

RECOMMENDATION: The Standing Committee recommends that there be a comprehensive review of women's programs and that special attention be given to assisting immigrant and visible minority women.

CONTINUE FUNDING LEVELS FOR WOMEN'S PROGRAMS

With regard to the evaluation of the Women's Program of the Secretary of State, the Standing Committee on Multiculturalism notes the variance between the recommendations of the Culture and

Communications Study Team (20:360-383) to reduce funding to the 1983-84 levels and the Citizenship, Labour and Immigration Study Team's belief that "any funding cuts in this area would not be appropriate" (12:120). It further notes the observation that only a small percentage of the overall funding is directed at immigrant and Native women. The Standing Committee on Multiculturalism feels very strongly that the government must address this serious anomaly.

RECOMMENDATION: The Standing Committee recommends rejection of the Culture and Communications Study Team proposal to reduce funding for women's programs and recommends acceptance of the Citizenship, Labour and Immigration Study Team proposal against funding cuts in this area.

INCREASE FUNDING FOR IMMIGRANT SETTLEMENT AND ADAPTATION AND CULTURAL INTEGRATION PROGRAMS

With regard to Settlement and Citizenship, the Standing Committee on Multiculturalism notes the recommendation of the Study Team on Citizenship, Labour and Immigration that the Immigration Settlement and Adaptation Program (ISAP) of the Canadian Employment and Immigration Commission (CEIC) and the Cultural Integration Program of the Multiculturalism Sector be amalgamated (12:135, 174, 175, 177, 178) because of duplication and overlap. The Standing Committee on Multiculturalism, however, feels that based on the findings of the *Equality Now!* report, a valid distinction can be made between the settlement/adaptation phase and the integration/participation phase of an immigrant's experience in Canada. The Citizenship, Labour and Immigration Study Team recommends that there be a provision of increased funding to the tune of $1 million (12:175,178) for the Immigration Settlement and Adaptation Program and the Cultural Integration Program. The Standing Committee on Multiculturalism notes the recommendation by the Culture and Communications Study Team that the Multiculturalism Sector "concentrate on facilitating cultural integration" (20:371). The Standing Committee on Multiculturalism rejects such a limited view of the Multiculturalism Sector and feels that the Immigrant Settlement and Adaptation Program should be handed over to the proposed Multiculturalism Department for administration.

RECOMMENDATION: The Standing Committee recommends that the Immigrant Settlement and Adaptation Program and the Cultural Integration Program be maintained in the proposed Multiculturalism Department.

MULTICULTURALIZE THE NEW *CITIZENSHIP ACT*

The Standing Committee on Multiculturalism notes that a review of the *Citizenship Act*, 1977 is underway with a view to its amendment. The Standing Committee on Multiculturalism feels that this review must incorporate an appropriate preamble and statement of objectives similar to those found in the *Immigration Act* which sets forth the nature of Canada. Both Acts must be revised to recognize the multicultural and multiracial nature of Canadian society, and to conform to the new Canadian Constitution and *Charter of Rights*. A new *Citizenship Act*, however, must not be a substitute for nor preclude the enactment of a Multiculturalism Act for Canada.

RECOMMENDATION: The Standing Committee recommends unanimously that the new *Citizenship Act* reflect the ethnocultural and racial diversity of Canada, but opposes in the strongest possible terms, using a revised Act as a substitute for a Multiculturalism Act.

SUPPORT MULTICULTURAL HEALTH SERVICES

Volume 13 deals with *Health and Sports*. While the Standing Committee on Multiculturalism notes some reference to Native and immigrant health, it recommends that the whole area of

multiculturalism in health be looked at more closely. The Department of Health and Welfare should consider working closely with the Multicultural Health Coalition and organizations dealing with the handicapped belonging to minority groups.

RECOMMENDATION: The Standing Committee recommends that the federal and provincial governments address all issues related to multicultural health services to provide Canadians with equal benefits from the health care system.

ASSUME ADVOCACY ROLE WITH PROFESSIONAL ASSOCIATIONS IN THE HEALTH CARE FIELD

Furthermore, the Department of Health and Welfare and the Multiculturalism Sector should attempt to work with professional associations in order that doctors and dentists with foreign credentials might be able to establish themselves in similar professional practice in Canadian society. Recommendation 17 (see Appendix G) of the report *Equality Now!* recommends that the federal government should investigate the evaluation of non-Canadian academic degrees.

RECOMMENDATION: The Standing Committee recommends that the federal government take a lead advocacy role in examining licensing and accreditation practices and in working with professional associations to enable immigrants to establish themselves professionally in Canada.

MULTICULTURALIZE HISTORIC SITES PROGRAM

Volume 15 deals with the *Environment*. With regard to the National Historic Parks and Sites Program and the Historic Sites and Monuments Board, the Standing Committee on Multiculturalism notes repeated references to the desirability and necessity of Native representation and input (15:45,70,72,87). The Standing Committee on Multiculturalism wholeheartedly supports such a recommendation, but adds that the government should ensure that all the other ethnocultural groups are also included in the composition of the Board and recognize their contributions to Canada.

RECOMMENDATION: The Standing Committee recommends that multicultural historic sites and monuments be given special recognition using, where possible, multilingual plaques (15:85).

DEVELOP DIRECTORY OF MULTICULTURAL SITES

The Standing Committee on Multiculturalism notes that two other Study Teams, the Real Property Team and the Culture and Communications Team, have also looked at National Parks and Historic Sites and made certain observations. The latter has recommended that the Parks Canada inventory be delayed until a compatible interface with the National Museums of Canada and the Canadian Heritage Information Network (CHIN) is arranged (20:130-132). The Standing Committee on Multiculturalism feels, however, that the whole process must reflect Canada's multicultural makeup, and therefore, a directory should be prepared with the cooperation of the Multiculturalism Sector.

RECOMMENDATION: The Standing Committee recommends that a directory of all multicultural historic sites and monuments be prepared for wider distribution to the public.

CREATE ENVIRONMENT FOR ABORIGINAL SELF-GOVERNMENT

Volume 16 deals with *Indian and Native Programs*. The Standing Committee on Multiculturalism notes and endorses the Study Team's comment:

. . . The motivation behind the major conclusions reached by the Study Team was to create an environment in which Native people can help themselves through individual and collective action (1:36).

The Standing Committee on Multiculturalism draws attention to Recommendations 47, 48, 49 and 52 (see Appendix G) with regard to justice and policing with the intention of following up on these recommendations.

RECOMMENDATION: The Standing Committee recommends that special attention be given to creating an environment in which aboriginal self-government could develop.

E. ECONOMIC GROWTH

Economic Growth is the fourth major theme treated by the Nielsen Task Force.

REVIEW CONDITIONS OF IMMIGRANT AND ITINERANT FARM WORKERS

Volume 17 deals with *Agriculture*. The Nielsen analysis does not adequately treat the multicultural perspective. The Standing Committee on Multiculturalism draws attention to Recommendation 18 of the *Equality Now!* report (see Appendix G) which deals with the plight of immigrant farm workers.

RECOMMENDATION: The Standing Committee recommends that Labour Canada review and update the data concerning the present conditions of immigrant and itinerant farm workers with special regard to their work environment, housing, health and safety.

MULTICULTURALISM IN TOURISM PROGRAMS

The Study Team report does not treat the Multiculturalism in Tourism emphasis. This is a particularly unfortunate oversight since our multicultural heritage adds substantially to our appeal to tourists.

RECOMMENDATION: The Standing Committee recommends that "Multiculturalism in Tourism" be given a central role in promoting Canada abroad.

SENSITIZE CANADA'S TRANSPORTATION SECTOR

Volume 19 deals with *Transportation*. The Standing Committee on Multiculturalism has not heard representations that relate to transportation policies. However, the Standing Committee on Multiculturalism is aware of the necessity of sensitizing transportation programs. More multicultural appointments to various transportation boards would assist in sensitizing the sector to ethnocultural concerns regarding transportation policy.

RECOMMENDATION: The Standing Committee recommends that there be more ethnocultural appointments to transportation bodies and that multicultural concerns be properly addressed.

MULTICULTURALIZE CANADA'S CULTURAL POLICIES

Volume 20, *Culture and Communications*, is one of the major volumes with regard to multiculturalism. The Standing Committee on Multiculturalism notes the Study Team's belief that cultural policies "must reflect the regional diversity of the country...A conscious effort must be made

to ensure that cultural programs touch all major segments of Canadian society" (20:14). The Standing Committee on Multiculturalism emphasizes that cultural policies must reflect the multicultural makeup of Canada.

The Standing Committee on Multiculturalism notes as well that:

> . . . The Study Team believes that the jury system of the Canada Council should be revamped to better reflect the needs of constituents other than the current establishment of the arts community (20:24).

In this connection, the Standing Committee on Multiculturalism notes the positive assessment with regard to multiculturalism in the report (20:35). It endorses the belief of the Study Team that accountability in culture is different from accountability in economic spheres (20:68). It further notes that "the accountability framework...will succeed only if the boards consist of...vitally interested members of the public" (20:69), but notes that the Study Team failed to recognize the necessity of multicultural appointments to these various boards.

RECOMMENDATION: The Standing Committee recommends that internal evaluation procedures and appointments to cultural boards, including the Canada Council, reflect Canada's diversity.

MULTICULTURALIZE THE PERFORMING AND VISUAL ARTS

With regard to the performing and visual arts, the Standing Committee on Multiculturalism observes and endorses the recommendation that:

> . . . government departments and cultural agencies be directed to be more sensitive to the needs and aspirations of ethnocultural groups in the performing and visual arts (20:194).

The Standing Committee on Multiculturalism, however, rejects the recommendation that the Performing and Visual Arts Program be terminated (20:194) in view of the fact that the Study Team has observed that:

> . . . as opposed to the Canada Council's assistance to contemporary performing and visual arts, the emphasis in this program is on ethnocultural heritage and traditional forms of expression...The share of federal funding accounts for less than 5 per cent of total funding in this area (20:193).

RECOMMENDATION: The Standing Committee recommends that the Performing and Visual Arts Program of the Multiculturalism Sector be retained.

REVIEW AND UPDATE THE RECOMMENDATIONS OF THE B & B COMMISSION

With regard to the broadcasting and filming section, the Standing Committee on Multiculturalism feels that there should be a review and update of the B & B Recommendations 9, 12 and 13 which pertain to multiculturalizing the Canadian Broadcasting Corporation and the National Film Board respectively.

RECOMMENDATION: The Standing Committee recommends that there be a review and update of the Bilingualism and Biculturalism Commission's proposals for an increased role for broadcasting and filming in languages other than English and French.

SUPPORT MULTICULTURAL WRITING AND PUBLISHING

Concerning writing and publishing, the Standing Committee on Multiculturalism notes the Study Team analysis that the:

> . . . Writing and Publication Program...support(s) the writing and publication of material which reflects and explains the multicultural nature of Canada. It is effective and currently fills a gap left by other programs (20:303). ...No other programs serve ethnocultural writers. The Social Sciences and Humanities Research Council does not fund learning materials nor does it emphasize non-academic popular writing as this program does. The Department of Communications funds publishing houses on an industry basis and not individual works...there is no duplication (20:341).

Consequently, the Standing Committee on Multiculturalism rejects the option that the Multiculturalism Sector's program be phased out (20:306).

RECOMMENDATION: The Standing Committee recommends that the Study Team proposal for phasing out the Writing and Publication Program be rejected, and strongly recommends that adequate support for the multicultural Writing and Publication Program be provided.

EXPAND THE ROLE OF THE MULTICULTURALISM SECTOR

The Standing Committee on Multiculturalism rejects the Study Team's Option 1 that the "Multiculturalism Branch activities and programs should concentrate on facilitating cultural integration (only)" (20:371). By focusing on a program basis, and by assuming that other agencies, groups, organizations, and levels of government will fill the gap, the Nielsen Task Force has unwittingly reduced the role of the Multiculturalism Sector to that of cultural integration. If all the Task Force recommendations were to be implemented, the cumulative effect would be one of jeopardising multiculturalism as a public policy and ethic in Canadian society.

RECOMMENDATION: The Standing Committee recommends an expanded role for official Multiculturalism so that Canada may truly become a multicultural country in which all ethnocultural and racial groups feel at home and can participate in all institutions of Canadian society.

RECOGNIZE THAT MULTICULTURALISM AS A HUMAN RESOURCE IS CANADA'S BEST NATURAL RESOURCE

Volume 21 deals with *Natural Resources*. The Standing Committee on Multiculturalism observes that the Study Team on Natural Resources feels that Canada has a central place in the world economy:

> ...to the south the U.S.A., to the north the U.S.S.R., to the east the European Common Market, and to the west the emerging Asia Pacific Region. Thus we have within our grasp the four most important markets in the world for our products - but only if we make a concerted effort to shape a role for Canada as an enterprising, reliable and competitive exporter to these markets (21:9).

The Standing Committee on Multiculturalism wishes to add, however, that the Study Team failed to articulate the idea that Canada as a multicultural country has unique human resources that must be utilized to their full extent to make use of the opportunities that exist. The Canadian multicultural asset must be incorporated into any strategy Canada adopts for economic growth.

RECOMMENDATION: The Standing Committee recommends that any strategy for fostering economic growth include the recognition and promotion of Canada's rich, multicultural human resources.

CONCLUSION

The Standing Committee on Multiculturalism believes that if the Nielsen Task Force recommendations are implemented, Canada's Multiculturalism Policy would virtually disappear.

With the forecast decrease in budgetary funding, the transfer of writing and publications and visual and performing arts to other agencies, the termination of support for ethnocultural groups and ethnic chairs, and the removal of its research capacity, the Ministry of Multiculturalism would be left only with the administration of a few cultural integration projects. Such action would preclude the achievement of an institutionalized multiculturalism in Canadian society. On the other hand, the adoption of the recommendations of the Standing Committee on Multiculturalism, including the creation of a separate Multiculturalism Department, will produce a vibrant multiculturalism policy that will enhance the participation of all ethnocultural and racial groups in Canadian society.

4.0 PROVINCIAL AND MUNICIPAL POLICIES

4.1 Provincial Multiculturalism Policies

> The impact of the Multiculturalism Act must be significant at the provincial level, not in the sense of forcing the federal will upon the provinces, but significant in that there is a long-term policy and financial commitment to dialogue with the provinces.
>
> — Ontario Multicultural Association

While the Standing Commmittee focused on federal issues it briefly considered provincial policies to assess the need for federal-provincial cooperation and to look at examples for comparative purposes.

It was observed that no province has a minister or department designated solely for multiculturalism. Five provinces do have legislation that relates to multiculturalism to varying degrees: the *Saskatchewan Multicultural Act* of 1974 — the first legislation of its kind in Canada; in Quebec, the *Ministère des Communautés culturelles et de l'immigration Act* of 1981; in Ontario, the *Ministry of Citizenship and Culture Act* of 1982; the *Manitoba Intercultural Council Act* of 1983; the *Alberta Cultural Heritage Act* of 1984, and the *Conseil des Communautés culturelles et de l'immigration Act* of 1985 of Quebec, and most recently, this year, the Alberta government introduced the *Department of Culture Amendment Act* (which establishes a Department of Culture and Multiculturalism). The term "multiculturalism" is used occasionally, sometimes being replaced by terms such as "cultural heritage", "intercultural" or "cultural communities". Only six provinces have formal policies.

Also of interest is the fact that five provinces have cabinet committees relating to multiculturalism and one has a senior interdepartmental committee. British Columbia has a **Cabinet Committee on Cultural Heritage** and Alberta too has a **Cabinet Committee on Cultural Heritage.** Saskatchewan has the **Ministers' Committee on Multiculturalism,** Manitoba has the **Ethnic Committee of Cabinet** and Ontario has the **Cabinet Committee on Race Relations.** Quebec has a committee of senior level public servants, the **Interdepartmental Committee for Cultural Communities.**

There is a wide variety of administrative arrangements with different configurations of ministers, departments and agencies being responsible for various aspects of multiculturalism from province to province. The main programs are usually aligned with the culture departments while some others may be aligned with Labour, Education, the Attorney General or the Human Rights Commission.

RECOMMENDATION: The Standing Committee recommends that, in those provinces that do not currently have established and coordinated multiculturalism policies, provincial governments review their policies and programs and respond to the needs that exist, especially in matters which are the primary responsibility of provinces.

4.2 Municipal Multiculturalism Policies

> The role of municipalities could be built into the draft (of the Multiculturalism Act). Because of the community orientation of municipalities, substantive and meaningful initiatives could be pursued from this end that will assist in genuinely ensuring equality.
>
> — Advisory Committee on Visible Minorities, City of Ottawa

Some municipalities have become increasingly concerned with issues and policies relating to multiculturalism in recent years. Aspects of urban policy of relevance to multiculturalism include education, policing, libraries, housing, social services, special events, community development and affirmative action for municipal officials. There are various types of committees that promote and/or

coordinate issues of relevance to multiculturalism and race relations. Perhaps most common are the multiculturalism advisory committees to the Mayor or City Council.

The Federation of Canadian Municipalities (FCM), with financial assistance from Multiculturalism Canada, has been encouraging related policies in municipalities across the country.

In early 1986, the FCM held a conference entitled the "National Symposium on Municipal Initiatives in Multiculturalism and Race Relations", where representatives from municipalities and ethnocultural organizations exchanged information and details about programs and activities under the main topics of affirmative action, cultural policy, services to the community, economic development and race relations. In its annual meeting of 1986, the FCM adopted a policy entitled "Improving Race Relations in Canadian Municipalities".

RECOMMENDATION: The Standing Committee recommends that municipalities, with the assistance of the Federation of Canadian Municipalities, further develop multiculturalism policies to suit the needs of their communities.


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5.0 PRINCIPLES OF A NEW MULTICULTURALISM POLICY

This section discusses the basic principles that should be embodied in a new multiculturalism policy. These principles are based on submissions made to the Honourable Jack Murta in 1984-85 and to the Standing Committee in 1985-86. While suggested principles were worded in a variety of ways the following main points covered all the major suggestions.

5.1 Multiculturalism for All Canadians

Multiculturalism is the philosophy that reflects the diversity of all Canadians including those of British, French and Native origin, and it is not a policy only for minority ethnocultural communities. It should benefit all Canadians.

5.2 Advancement of Multiculturalism within a Bilingual Framework

The policy should enhance multiculturalism within the context of two official languages.

5.3 Equality of Opportunity

A multiculturalism policy should ensure for all Canadians, social, economic, cultural and political equality.

5.4 Preservation and Enhancement of Cultural Diversity

In the spirit of Section 27 of the *Charter*, the policy should assist the preservation and enhancement of the multicultural heritage of Canadians, and recognize the Canadian cultural identity as being pluralistic and multicultural.

5.5 Elimination of Discrimination

In the spirit of Section 15 (i) of the *Charter*, the policy should prohibit discrimination based on race, national or ethnocultural origin, colour or religion among other factors.

5.6 Establishment of Affirmative Measures

In the spirit of Section 15 (ii) of the *Charter*, the policy should encourage programs, where necessary, to ameliorate the condition of those disadvantaged because of race, national or ethnocultural origin, colour or religion among other factors. Such programs could be social, economic or cultural in nature.

5.7 Enhancement of Heritage Languages

The policy should encourage the preservation and enhancement of the Heritage Languages of all Canadians, recognizing the cultural and economic benefits of multilingual resources.

5.8 Support for Immigrant Integration

The policy should assist and encourage the integration (but not assimilation) of all immigrants.

RECOMMENDATION: The Standing Committee recommends that the new multiculturalism policy embody the following eight principles: multiculturalism for all Canadians, advancement of multiculturalism within a bilingual framework, equality of opportunity, preservation and enhancement of cultural diversity, elimination of discrimination, establishment of affirmative measures, enhancement of Heritage Languages and support for immigrant integration.


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6.0 THE NEW MULTICULTURALISM POLICY

The new multiculturalism policy will be presented from two perspectives to ensure that it will operate in a comprehensive manner. At present, however, only the first perspective listed below has developed in a substantive manner:

(i) multiculturalism department policies
(ii) the other departments' policies

6.1 The Multiculturalism Department Policies

As this report focuses on the wider framework of multiculturalism at the federal level, the policies and programs of the Multiculturalism Sector were not evaluated in great detail.

It is, however, necessary to make the following general comments about the policies and programs for a new Multiculturalism Department. Chapter 7 of this report addresses the role of this Department in more detail.

6.1.1 *Cultural Preservation and Enhancement*

The Department should have a "developmental" role in its Performing and Visual Arts Program in assisting minority ethnocultural communities in cultural preservation and enhancement, and should play an advocacy and coordinating role in ensuring that all other cultural agencies contribute meaningfully to advancing the richness of cultural diversity.

Through the Cultural Support Program the Department should assist all aspects of the artistic and cultural communities across Canada in the fields of film, video, radio, sound recording, publishing, cultural initiatives, the export and import of cultural property and insurance coverage for travelling exhibitions.

6.1.2 *Race Relations*

The desire for harmonious race relations is paramount for all Canadians. As Canada becomes increasingly multiracial, race relations policies must be an integral component of any Canadian multiculturalism policy. The Department, through its Race Relations Directorate should expand its abilities to remove overt and systemic discrimination and coordinate the work of other departments and agencies which attempt to do so. Empowerment of minority organizations through funding and other assistance, and cross-cultural development are two key aspects of improving race relations. The Multiculturalism Minister and Department have a lead responsibility for the advocacy of harmonious race relations, for sensitizing Canadians, and in the implementation of the recommendations of *Equality Now!*

6.1.3 *Multiculturalism and the Economy*

The Department should coordinate advocacy towards economic departments and agencies aimed at increasing economic benefits of a multicultural society. The economic departments and agencies should be encouraged to do the funding in this area.

6.1.4 *Multiculturalism in Education*

Recognizing that education is primarily a provincial responsibility, the Department should continue to play a facilitating role in integrating the principles of multiculturalism throughout the provincial and territorial education systems, especially through teacher sensitization and curriculum and textbook development. The Department should sensitize the Council of Education Ministers to the importance of these principles and participate in federal-provincial education conferences.

6.1.5 *Heritage Languages*

The Department should continue to provide funding to community groups while encouraging the provinces to include Heritage Languages in the school curriculum. The academic, social, cultural and economic benefits of Heritage Languages in Canada should be fully recognized.

6.1.6 *Immigrant Integration*

Through the Settlement Program, assistance should be provided to immigrant-serving voluntary organizations and individual immigrants especially in the areas of settlement services, official language training, and accreditation of foreign degrees.

6.1.7 *Immigrant and Visible Minority Women*

The Department should continue to play a lead role in advancing the interests of immigrant and visible minority women but also encourage others, especially CEIC, Health and Welfare Canada, and Status of Women Canada to increase priority and assistance given to immigrant and visible minority women.

6.1.8 *Multiculturalism in Broadcasting*

The Department should continue its advocacy role in achieving fair and equitable representation of minorities in the media and employment equity at all levels in media institutions. It should initiate or support programs that will sensitize the media to the needs and concerns of ethnocultural minorities and build understanding of all the cultures of Canada among media institutions, and bodies that regulate or develop policies related to the media as well as among industry associations. It should support initiatives by minorities to achieve fair coverage in programming on issues pertaining to their communities and to gain equal access to the media for minority performers.

6.1.9 *Ethnic Studies*

The Department should continue to support studies of multiculturalism and minority ethnocultural communities and fund fellowship programs and assist in the establishment of the Canadian Centre for Multiculturalism.

6.1.10 *Community and Group Development*

Recognizing the enormous contribution of volunteers in minority ethnocultural community organizations in assisting people in cultural development and in representing concerns, the Department should continue to provide operational and project funding. Established organizations

with a proven record of stability who currently receive operational funding, should be eligible to receive funding in 3-year cycles. This will allow for long-term planning and more permanency for organizations and yet not entail increased expenditure by the Department. In fact, long-term planning can ensure more prudent use of funds.

The Department should also work with the Department of Finance and Revenue Canada to provide charitable status for bona fide organizations working to promote the principles of multiculturalism so that these organizations can be more self-sufficient.

6.1.11 *Citizenship Programs*

The Citizenship Registration and Promotion Activity Program should be responsible for the provision of a national service for the granting of Canadian citizenship and for promoting public awareness and understanding of Canadian citizenship.

Through Citizenship Development activity the Department should provide assistance to individuals and organizations regarding concerns to certain groups of Canadians.

6.1.12 *Federal-Provincial-Territorial Multiculturalism Development*

The Multiculturalism Minister should establish with his or her provincial and territorial counterparts, a Council of Ministers Responsible for Multiculturalism to meet annually, and through this Council and relevant officials, to develop intergovernmental policies relating to immigrant settlement, Heritage Language training and multiculturalism in education.

6.1.13 *Federal-Municipal Development*

The Department should continue to work with the Federation of Canadian Municipalities and other municipal and local bodies involved in advancing race and ethnic relations policies at the municipal level.

RECOMMENDATION: That the new Multiculturalism Department Policies include national programs in the areas of Cultural Preservation and Enhancement, Race Relations, Multiculturalism and the Economy, Multiculturalism in Education, Heritage Languages, Immigrant Integration, Immigrant and Visible Minority Women, Multiculturalism in Broadcasting, Ethnic Studies, Community and Group Development, Citizenship Programs, Federal-Provincial- Territorial Multiculturalism Development, and Federal-Municipal Development in Multiculturalism.

6.2 The Other Departments' Policies

When the Canadian Ethnocultural Council appeared before the Standing Committee, it discussed the relevance of multiculturalism to 30 federal ministers and departments, 20 of which responded to the brief sent to them by the Standing Committee. In the submissions we have reviewed, this government-wide approach was put forward by numerous groups.

> The Act must recognize the potentially great input of Canada's ethnocultures in many of the most important issues and policies of this country: i.e. international trade, external relations, immigration, science and technology interchange on the international scene, integration, labour, justice, arts and cultural development in the national sphere.
>
> — Canadian Hispanic Congress
>
> Apart from its symbolic value in enhancing the importance of Multiculturalism in public and administrative perception, it would enable Multiculturalism to have its representatives in most major interdepartmental committees to ensure that the dimension of multiculturalism is given appropriate consideration in important decisions.
>
> — National Association of Canadians of Origins in India

To date, departments and agencies which have begun to fulfil their responsibility with regard to multiculturalism, include Employment and Immigration Canada, Treasury Board Secretariat, National Health and Welfare, Justice, Solicitor General, Communications, agencies such as CRTC and CBC, and Tourism and Small Business Sections of Regional Industrial Expansion (DRIE).

To coordinate these efforts it would be very useful to have three senior level interdepartmental committees on Cultural Preservation and Enhancement, Race Relations and Economic Development and Multiculturalism. These committees would be chaired by the Deputy Minister for Multiculturalism.

The **Cultural Preservation Committee** should include officials from the Communications Department, External Affairs, CRTC, CBC, NFB, National Museums of Canada, Public Archives, National Arts Centre, Social Sciences and Humanities Research Council (SSHRC) and Canada Council.

The **Race Relations Committee** should include officials from the departments of Justice, Solicitor General, CEIC, Treasury Board Secretariat, Public Service Commission, SSHRC and Canadian Human Rights Commission.

The **Economic Development and Multiculturalism Committee** should include officials from the Department of Finance, Tourism and Small Business from DRIE, International Trade, Canadian International Development Agency (CIDA), International Development Research Centre (IDRC) and the Federal Business Development Bank (FBDB).

RECOMMENDATION: That multiculturalism policies be implemented in all relevant departments, and that the development of these policies be coordinated by senior interdepartmental committees, chaired by the Deputy Minister of Multiculturalism, on Cultural Preservation and Enhancement, Race Relations and Economic Development and Multiculturalism.


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7.0 TOWARDS A NEW MULTICULTURALISM INFRASTRUCTURE AND DEPARTMENT

> The Canadian Ethnocultural Council has long been of the opinion that a Minister of Multiculturalism with a full and separate department is essential in the movement towards real multiculturalism in Canada.
>
> — Canadian Ethnocultural Council

The Standing Committee believes that a new independent Department of Multiculturalism should be established to provide an effective administrative structure to execute the principles and objects of the proposed Multiculturalism Act. Furthermore the Committee believes that this department be responsible at the federal level to:

(*a*) promote the appreciation of, and participation in multiculturalism by all Canadians;

(*b*) promote the understanding of the complementarity of bilingualism and multiculturalism;

(*c*) ensure and promote equality of opportunity for full and equal participation in the social, cultural, political and economic life of Canada for members of all minority ethnocultural communities;

(*d*) ensure and support the preservation and enhancement of the cultural heritage of minority ethnocultural communities within the context of Canadian society;

(*e*) provide leadership and undertake programs to support the elimination of discrimination and promotion of harmonious race and ethnocultural relations;

(*f*) support for positive programs to assist minorities in overcoming barriers to equality;

(*g*) ensure support for the acquisition, retention and use of Heritage Languages;

(*h*) guarantee programs for the integration of immigrants in Canadian society, and the right to assistance in the acquisition of one official language;

(*i*) develop and support programs and projects to assist immigrant women to integrate into Canadian society;

(*j*) undertake or assist in studies respecting multiculturalism;

(*k*) provide assistance to ethnocultural minority organizations which promote the objects and principles of the proposed Act;

(*l*) ensure and promote understanding between minority ethnocultural communities, and between such communities and all Canadians;

(*m*) sensitize public and private sector institutions to the objects and principles of the proposed Act;

(*n*) promote and encourage the enhancement of the objects of the proposed Act and cooperate with provincial, territorial and municipal governments or agencies or other bodies, organizations or individuals in related programs;

(*o*) advocate the implementation of the above objects and principles throughout the Government of Canada;

(*p*) undertake such projects or programs in respect of multiculturalism, not by law assigned to any other department, branch or agency of the Government of Canada, designed to promote and further the objects of the proposed Act.

To establish a new Multiculturalism Department legislation will first be required to create the Department and second, existing programs and services will have to be transferred to the Department under the *Public Service Rearrangement and Transfer of Duties Act* and through orders in council. A funding and resourcing plan will also have to be developed and approved by the Treasury Board Ministers, although this is essentially a matter of course once the principle of a new

department is approved by the Prime Ministerial prerogative with respect to reorganization of government.

Setting up a new autonomous department requires the creation of a senior management executive and entails some costs to establish planning, control and administrative management systems tailored to the new department.

The new department will then have to proceed with the development of management systems, staffing of the required organization and, procurement of furniture, equipment and office space. There would be some start-up costs involved with these requirements apart from personnel costs.

Given that virtually all of the programs and services administered by the new Multiculturalism Department currently exist within Secretary of State or will be transferred from other departments, the Committee estimates that additional operational costs to the government should be approximately $2 - $3 million annually.

7.1 The Need, Policy Directions and Requirements for a Separate Department

> A separate, full Department of Multiculturalism is necessary with its own Deputy Minister. Then growing concerns of the ethnic communities can be acknowledged.
>
> — Edmonton Multicultural Society

The Standing Committee arrived at its recommendation for a separate department after considering the various submissions to the Committee on this issue.

What emerged from deliberation within the Committee was that multiculturalism policy has evolved into a comprehensive policy that addresses *all* Canadians and that its implementation has evolved into a policy embracing cultural, social and economic issues. Further, the submissions and briefs from the ethnocultural communities identified weaknesses with respect to the status of the Multiculturalism Sector within the Secretary of State and the resources it has to fulfil its advocacy role. To recap, some of these concerns that generally related to the organizational structure of the current Multiculturalism Sector included:

- the need for a legislative base for multiculturalism policy and programs in the form of a Multiculturalism Act;
- the perceived weak status of the Sector and insufficiency of resources to fulfil its advocacy role;
- the perceived need for a separate Ministry or Department of Multiculturalism;
- the need to make all government departments and agencies recognize the principles of Multiculturalism and to deliver specific services to ethnocultural minorities commensurate with delivery of services to other Canadians.

It appears to the Committee after studying these issues, that many of the aforementioned concerns relate to the small size of the Multiculturalism Sector within Secretary of State, its lack of control over sufficient resources, and its lack of explicit identification as a distinct organizational entity capable of advocacy activity on behalf of its constituency — especially in its current status as a small component of Secretary of State.

It should be realized, of course, that restructuring multiculturalism and providing it with a greater base of programs and activities to manage, does not by itself ensure that past weaknesses of the Sector will be ameliorated. However, an enlarged multiculturalism entity does provide a much stronger organizational platform for policy development and implementation, and for advocacy work on behalf of the ethnocultural minorities as required. In addition, the structural rearrangements have to be matched by:

- indications of political will by the government of the day;
- the stature and commitment of the Minister and his or her principal departmental managers;
- longer term appointments of ministers;
- legislative and/or policy direction from central agencies which are supportive of multiculturalism policies requiring interdepartmental cooperation; and
- the commitment of sufficient funds for the department to meet its objectives.

Based on the predominant concern of groups or individuals indicated in submissions to the Standing Committee, the Committee has focused on:

- creating a separate Multiculturalism Department that would have a much greater "presence" at the federal level as a result of an increased portfolio of programs to be delivered, as well as more departmental personnel and expanded budget. (This would not require a significant increase in current government expenditures but could be accomplished through rearrangement of departmental programs);
- providing a major advocacy focus for multicultural issues;
- creating a legislative basis for multiculturalism policy through the introduction of a Multiculturalism Act.
- enriching the current array of programs available through moderately increased funding.

7.2 The Existing Multiculturalism Structure at the Federal Level

The Standing Committee has extensively weighed the evidence and debated the organizational form that the Multiculturalism Sector can and should take at the federal level. Before arriving at its final recommendation, the Committee evaluated the existing multiculturalism structure.

Multiculturalism, as it is currently constituted, exists as a Sector within the Secretary of State Department. The Sector is headed by an Assistant Under Secretary of State for Multiculturalism who reports directly to the Under Secretary of State and through him/her to the Secretary of State and Minister Responsible for Multiculturalism.

The Multiculturalism Sector "provides financial and technical assistance to individuals, representative ethnocultural and visible minority community groups to support cultural retention, to increase public awareness of the diversity of Canada's cultural and racial communities and to provide those communities with opportunities to participate fully in the nation's social, cultural, political and economic development".

The sector in 1985-86 "supported 1,490 Heritage Language schools, 117 skill development projects and 20 research projects focusing on cultural pluralism".

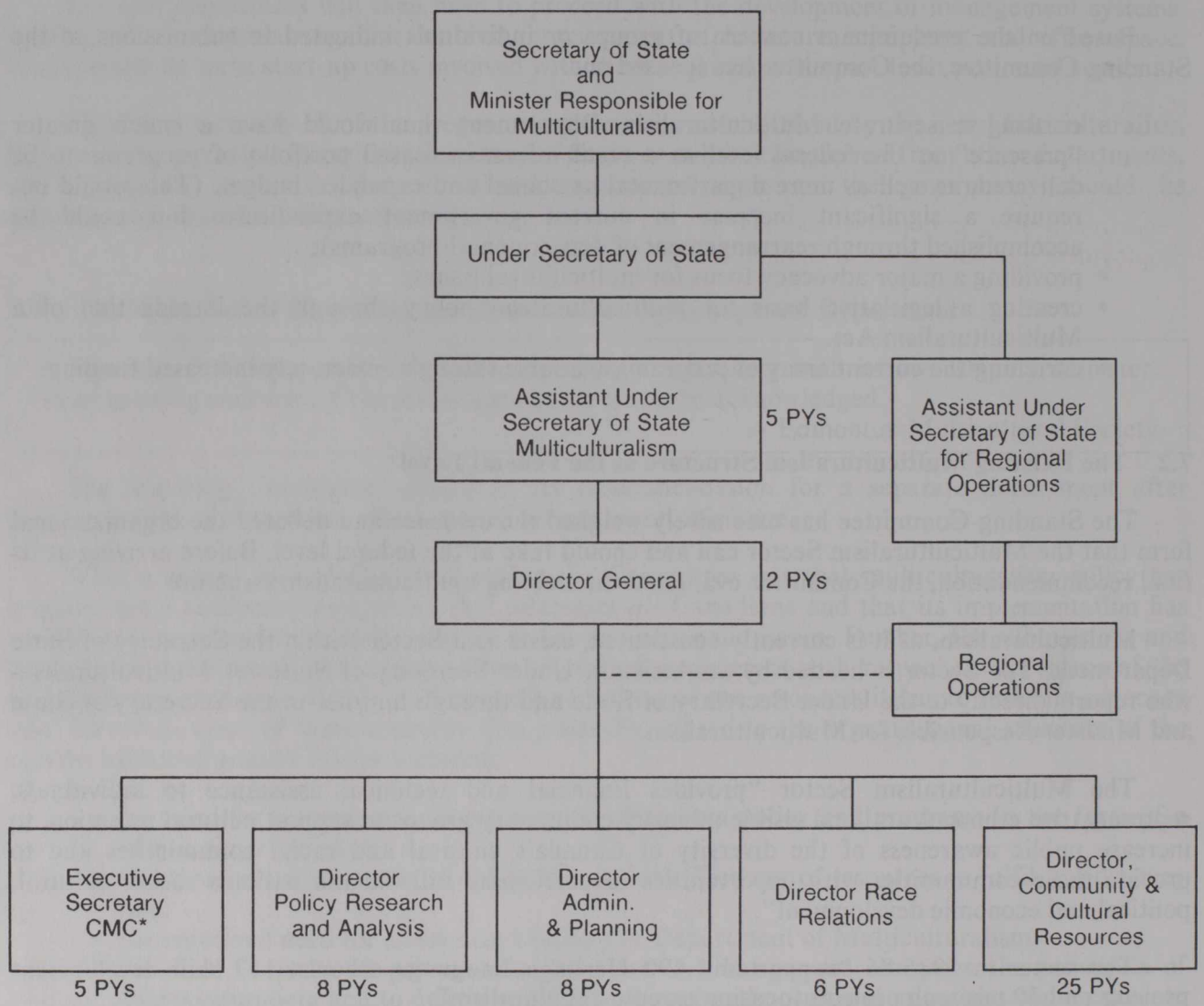
Multiculturalism provides "support to communities to establish and maintain infrastructures, assistance to immigrants in addressing their basic orientation needs and to projects focusing on cross-cultural understanding which address the full participation of the client group in Canadian society". (Estimates, Part III, 1987-88)

Presently, Multiculturalism represents .8% of the Secretary of State's budgetary resources and 2% of total person-years. This indicates the small size of the Sector relative to the rest of the department.

Grants and Contributions make up 75% of the Multiculturalism Sector's $23.6 million budget and it has 59 person-years in addition to 34 person-years in administrative and regional support from the Secretary of State Department. The Sector's organizational structure is shown in Figure 1 which follows.

Figure 1

Current Multiculturalism Organizational Structure within the Secretary of State



(Total : 59 PYs, excluding regions)

*Currently reporting to Management Practices.

Source: Multiculturalism Sector, Secretary of State.

The 1986-87 Estimates provided for expenditures of $24.8 million on Multiculturalism and a PY complement of 59, with 34 regional personnel reporting directly to Regional Operations of Secretary of State. In 1987-88, the Sector's budget amounts to $23.6 million, with no change in the person-year strength. Of the $23.6 million in total budgeted expenditures for 1987-88, $5.8 million represents Operating and Capital Expenditures and $17.8 million represents Grants and Contributions.

In comparison, 1987-88 Estimates for other Secretary of State programs indicate that $218.8 million have been allocated for Official Languages in Education, $2.75 billion for Education Support, $12.6 million for Citizenship Registration and Promotion, $91.2 million for Citizenship Development.

The Secretary of State Department as a whole has been allocated for the fiscal year 1987-88, a total budget of $3.28 billion with a total complement of 3,011 person-years. In comparison, the Department of Communications has a total budget of $435 million with 2,295 person-years, Employment and Immigration Canada has $4.6 billion and 24,218 person-years.

7.3 Policy Focus and Programs for a Separate Department

> The essence of a Multiculturalism Ministry consists of the catalyst and advocacy role it will play in the federal government apparatus. This Ministry's function will be to ensure that all government policies take into account the multicultural and multiracial fact of Canada, and that public programs and services are accessible to minorities.
>
> — Centre for Research-Action on Race Relations, Montreal

A key question to be considered in determining the appropriate structure of a separate multiculturalism department pertains to the policy focus and questions of what programs and operations it should manage.

The recommended policy framework for a new Department of Multiculturalism should encompass the following elements:

- social and economic integration and adaptation; and
- cultural retention and improved multiculturalism support for the arts and cultural activities in Canada.

Based on the extensive submissions and briefs to the Committee and subsequent discussions, and a review of the existing network of programs and services across the federal government, the Committee recommends that a number of related program elements included in other line departments should be transferred to the proposed Department of Multiculturalism to ensure a cohesive and uniform delivery of services to the ethnocultural communities.

It is our belief that the creation of a separate line department will require approximately an additional $2-3 million in administrative expenditures and about 70 person-years at headquarters and in the regions to provide the administrative support now received from the Secretary of State Department — within the program framework that currently exists. It is important to note that at least two-thirds of these person-years are at present already serving multiculturalism programs in the Secretary of State Department and could therefore be transferred into the new Department.

The resulting resources for a new Department that subsumes the current Multiculturalism Sector activities, therefore, is estimated to be about $26.6 million and 129 person-years.

> There should be a clear commitment to foster the principles of racial and ethnic heritage in the community through federal funding of community racial and ethnic groups, whose purpose is to work towards the elimination of all barriers to full participation in Canadian society.
>
> — National Capital Alliance on Race Relations (Ottawa)
>
> It is necessary to fund ethnocultural groups attempting to develop within Canadian society, to facilitate the perpetuation and strengthening of their cultures, and to initiate studies into the beneficial aspects of the multicultural society.
>
> — Inter-Cultural Association of Greater Victoria
>
> Assistance should be offered to the individual minority ethnocultural communities to provide them with the necessary tools to continue their cultural and linguistic growth, while participating fully in the political, economic and social dimensions of Canadian life.
>
> — Canadian Polish Congress

In addition, the Committee believes that a new department must add resources to the current expenditures of direct assistance to Canadians — without which it cannot effectively operate programs that advance multiculturalism at the community level. The Standing Committee therefore feels that grants and contributions must be increased by 25% a year for four years — i.e. approximately $4.5 million a year. Augmenting the budget from $18 million to $36 million over four years is certainly justified when compared to other government expenditures and to the proportion of ethnocultural communities in Canadian Society.

> Newly emerging minority groups must be strengthened in order that they may develop within themselves the necessary assertiveness and skills to increase their capacity to act as Canadian citizens.
>
> — Laurence Decore, Mayor of Edmonton

It became clear to the Committee that the current complement of 59 person-years at headquarters and 34 in regional offices is insufficient to respond to the needs of ethnocultural communities. There is a need especially for community development officers who, through outreach work with community groups, can assist them in organizational development and integration with the wider community.

The discussion that follows explains why the various programs are being recommended for transfer to the proposed Multiculturalism Department.

Addition of Programs Concerned with Social and Economic Integration

> Multiculturalism at least goes along with Citizenship, since they go hand in hand. Whether immigration should be placed along with them is problematic.
>
> — Keith McLeod, Canadian Council on Multicultural and Intercultural Education

The federal government provides a variety of services to new immigrants and to Canadians at large with the objective of facilitating settlement, promoting economic integration of immigrants, and with respect to ensuring social adaptation to Canadian society.

The Committee has reviewed current programs of this nature and has identified a number of currently diverse programs that could be beneficially transferred to a new Multiculturalism Department.

These programs include:

- The Settlement Activity of CEIC;
- The Citizenship Registration and Promotion Activity of Secretary of State; and
- The Citizenship Development Activity of Secretary of State.

The **Settlement Activity** is one of two components of the Immigration Program of the Department of Employment and Immigration. The second component is Immigration Operations. The Settlement Activity as described in Part III of the 1987-88 Estimates consists of the following four national programs:

Adjustment Assistance Program (AAP): provides contributions and loans to recently arrived indigent immigrants to ensure their basic needs of life are met until economic self-sufficiency is attained. The AAP also provides contributions to pay the cost of transportation to Canada of handicapped refugees and their dependents.

Immigrant Settlement and Adaptation Program (ISAP): provides settlement and adaptation services to immigrants on their arrival in Canada.

Host Program For Refugee Settlement (HPRS): A pilot program designed to facilitate the settlement and adaptation into Canadian communities of government-assisted refugees and designated class persons.

Transportation Loan Program (TLP): Facilitates the admission of prospective immigrants by providing recoverable loans to pay the costs of their transportation to Canada.

The settlement element will cost $65.3 million in 1987-88 and will require 55 person-years to operate. (Source: Estimates, Part III, 1987-88)

The **Citizenship Registration and Promotion Activity** is responsible for the administration and interpretation of the *Citizenship Act* and Regulations and for the provision of a national service for the granting of Canadian citizenship and for issuing certificates of proof of citizenship. It is also responsible for promoting public awareness and understanding of Canadian citizenship through the development of instructional and promotional programs and materials. These responsibilities are discharged through 28 citizenship courts across Canada, and through Canadian embassies and consulates, which provide citizenship services outside the country.

The program is also responsible for the Citizenship and Language Instruction Agreement and the Language Textbook Agreement administered by the Department of the Secretary of State. Through these agreements the Department assists the provinces/territories in providing citizenship classes and French or English language courses for adult immigrants preparing to become Canadian citizens.

This program element will cost $12.6 million in 1987-88 and will require 167 person-years. (Source: Estimates, Part III, 1987-88)

The **Citizenship Development Activity** provides financial assistance and technical and advisory services to individuals, voluntary organizations and public and private institutions.

Assistance is provided to Canadian citizens to enable them to realize their full potential for individual and group action, and to encourage them to assert and strengthen their cultural identity. The groups which currently receive particular attention are women, natives, disabled persons, and youth as they are the most susceptible to the difficulties being experienced by Canadian society as a result of powerful economic, social, demographic and environmental factors. Support for ethnocultural communities is currently provided through the Multiculturalism Sector but could be integrated with the above in terms of delivery.

The Activity is also responsible for the promotion and coordination at the federal government level, as well as with institutions and the private sector, of initiatives related to specific social issues to stimulate changes in social attitudes and reduce discriminatory barriers which impede the full participation of citizens.

This program will cost $91.2 million in 1987-88 and require 116 person-years. (Source: Estimates, Part III, 1987-88)

The Standing Committee carefully considered whether the remaining part of the Immigration Program (Immigration Operations) should also be transferred to Multiculturalism. This would have provided a strong social adaptation focus with a strong orientation toward the Immigration Program.

The Committee, however, considered the fact that the setting of immigration policy, procedures and quotas is currently closely tied to wider socio-economic factors. In addition, the Immigration Operations are currently a large complex operation with a strong emphasis on *regulating* and controlling immigrant entry as well as on assisting and promoting immigration to Canada. Therefore the Committee recommends excluding Immigration Operations from the new Multiculturalism Department. The Committee believes, however, that separation of the settlement part of the Immigration Program from Immigration Operations will provide healthy consequences:

- The administrators of the Settlement Program (in a new Multiculturalism Department) will be in a department whose corporate culture and focus are that of helping and assisting immigrants. This is likely to enhance program delivery; and
- A strong advocacy role for multiculturalism will provide a strong balance to the development of immigration policy (developed by CEIC), which can take on a strong economic focus, with sufficient consideration paid to the needs of the ethnocultural communities.

Immigration Program responsibilities also exist in other departments that are concerned with the ethnocultural communities. However, the Committee rejected those programs as being inappropriate for transfer, and inextricably linked to the current host department. Briefly these programs include:

- External Affairs, which provides immigration services abroad;
- Revenue Canada (Customs and Excise), which provides primary immigration inspection at points of entry to Canada;
- Solicitor General (RCMP and Canadian Security Intelligence Service), which is responsible for the prosecution of immigration violations on behalf of Employment and Immigration and for liaison on security matters;
- Health and Welfare, which is responsible for assessing the medical histories of those classes of persons requiring medical examination before being admitted to Canada, and for providing non-insured medical services to immigrants upon arrival in Canada.

Addition of Programs of a Cultural Nature

> A Department of Multiculturalism should be responsible for the general direction of cultural policies and programs in Canada.
>
> — Federation of Danish Associations in Canada

The federal government through its departments and agencies is responsible for national policy with respect to Canadian cultural development, and in addition provides active financial support to the arts and cultural communities through granting agencies such as the Canada Council. The

Committee, therefore, considered structuring a new Multiculturalism Department with a strong cultural focus.

The creation of a new multiculturalism entity which would take over part or all of the federal cultural responsibilities that are at present primarily within the mandate of the Department of Communications, would expand the role of the federal cultural agencies to explicitly support cultural development of the ethnocultural minorities in Canada, in addition to the cultural development of Canada's population of French and English ancestry. Many complaints of the minority ethnocultural communities with respect to federal cultural support have originated from a lack of support for cultural development and lack of attention provided by the cultural agencies to Canada's cultural diversity and minority ethnocultural groups.

At the present time (based on the 1987-88 Estimates), the federal government spends about $1.5 billion on cultural expenditures.

These expenditures include:

- $1.368 million through Canadian cultural agencies:

	millions of current dollars
Canada Council	88
Canadian Broadcasting Corporation	881
Canadian Radio-Television and Telecommunications Commission	26
Canadian Film Development Corporation	108
National Arts Centre	15
National Film Board	65
National Library	36
National Museums Corporation	99
Public Archives	50

- $122.7 million directly through government departments such as Department of Communications, Parks Canada — Historic Parks & Sites and Multiculturalism:

Environment Canada — Parks Canada (Heritage Places)	16.4
Department of Communications — Cultural Affairs and Broadcasting	106.3

The Department of Communications through the Cultural Affairs and Broadcasting Activity is directly responsible for programs concerned with Canadian cultural development, and includes two principal areas:

- Policy and Program Development ($60.9 million); and,
- Cultural Support Programs ($45.3 million).

Source: Part III 1987-88 Estimates

Each of these is described below.

Policy and Program Development: This comprises the formulation of Canadian policies, the development of legislation or the design of programs or cooperative arrangements having broad

economic, cultural and social impact in the fields of broadcasting and cable, film, video, sound recording, publishing, copyright, cultural heritage and performing, literary and visual arts.

The following Crown corporations, agencies or boards are involved: the Canadian Broadcasting Corporation, the Canadian Radio-television and Telecommunications Commission, Telefilm Canada, the National Film Board of Canada, the Canada Council, the National Arts Centre, the National Museums of Canada, the National Library of Canada, Public Archives Canada, and the Cultural Property Export Review Board.

Cultural Support Programs: These programs offer financial assistance to individuals and organizations across Canada in the fields of film, video, radio, sound recording, publishing, cultural initiatives, the export and import of cultural property and insurance coverage for travelling exhibitions. They also regulate matters related to film and video productions and movable cultural property. Support for infrastructure, skills and content development are also provided through joint federal-provincial initiatives under Economic Regional Development Subsidiary Agreements.

The clients for the programs and services offered under Cultural Support Programs are the Canadian film, video, book and periodical industries; national service organizations and associations; professional performing and visual arts organizations; custodial organizations and institutions; and dealers and collectors of cultural property.

Clearly, a restructured Multiculturalism Department with responsibility for all Canadian cultural agencies would have a significant impact on federal policy and support for Canadian cultural development, and the integration of multiculturalism within that context.

As a result Canadian culture would be interpreted as being multicultural and pluralistic. A distinct disadvantage, however, in an era of budget restraint might be the preoccupation of the new Department with issues that are not of immediate concern to the ethnocultural minorities and the furthering of multiculturalism principles. Issues such as the CBC budget problems and regulatory or de-regulatory impacts on the media (CRTC-related policies) fall into this category. Further, such cultural programs would overwhelm the existing multiculturalism policy priorities.

The Standing Committee, therefore, has concluded that to promote a multicultural approach to Canadian cultural development, DOC financial support programs (Cultural Support Programs), and responsibility for the Canada Council and Canadian Studies should be transferred to a new Department of Multiculturalism. Cultural policy development and broadcasting policy in addition to parliamentary responsibility for other cultural agencies and commissions should remain with the Minister of Communications.

Other optional configurations which were considered for a separate department, combining program elements with a primarily cultural policy focus, social policy focus, immigration and economic focus and/or combinations of these are provided in detailed charts in Appendix F.

The Standing Committee does not believe that responsibility for the Parks Canada Historic Parks and Sites Program should be changed at this time.

RECOMMENDATION: The Standing Committee has concluded and recommends that a new independent department to be called the "Department of Multiculturalism" be established through parliamentary action. After establishment of the department, the Committee recommends transfer of program element responsibilities to the new Minister under the *Public Service Rearrangement and Transfer of Duties Act* and through orders in council. Transferred programs and responsibilities should include:

From Secretary of State Department:

- **Multiculturalism Sector**
- **Citizenship Development**
- **Citizenship Registration**
- **Canadian Studies**

From Canada Employment and Immigration Commission:

- **Settlement Program**

From the Department of Communications:

- **Cultural Support Programs**
- **Responsibility for the Canada Council**

RECOMMENDATION: The Standing Committee recommends that the grants and contributions budget (currently about $18 million) must be increased by 25% a year for at least four years.

RECOMMENDATION: The Standing Committee recommends that the new Multiculturalism Department substantially increase its personnel especially in the area of community development and liaison with the public.

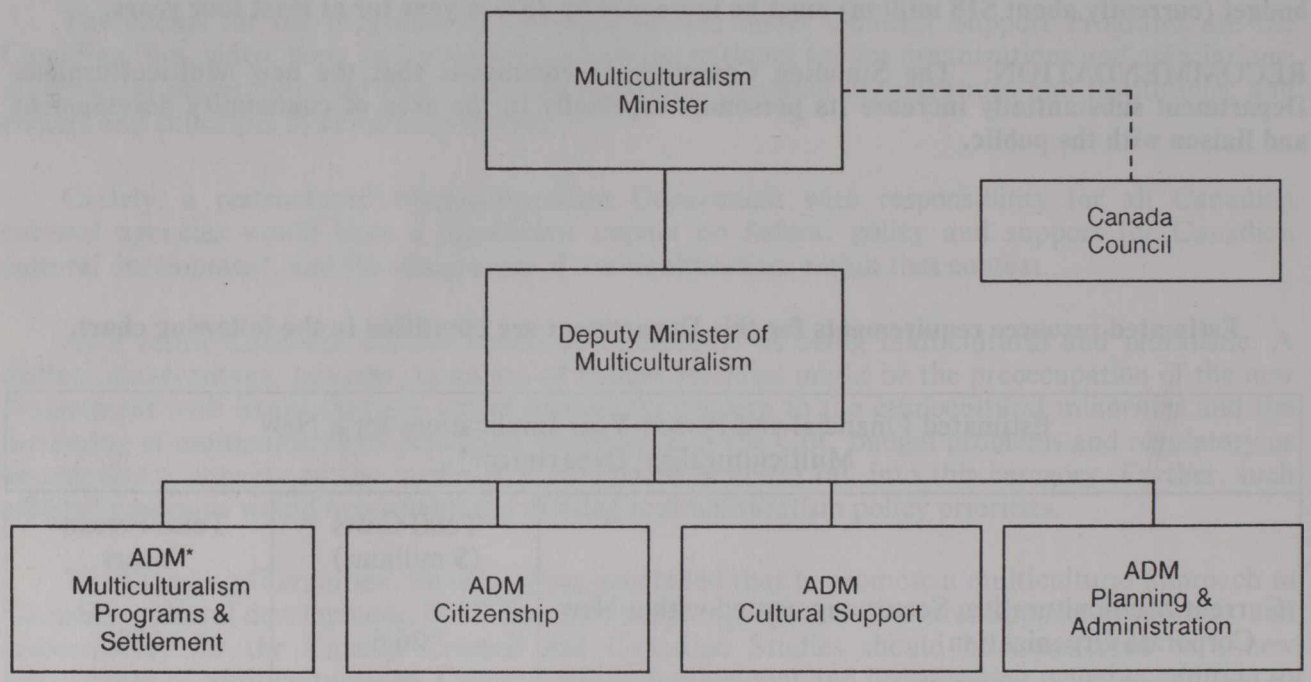
Estimated resource requirements for this Department are identified in the following chart.

Estimated Financial and Person-Year Implications for a New Multiculturalism Department*		
	Total Costs ($ millions)	Total Person-Years
Current Multiculturalism Sector augmented with a New Corporate Organization	26.6	129
Settlement Program (CEIC)	65.3	55
Citizenship Development (Secretary of State)	91.2	116
Citizenship Registration (Secretary of State) & Promotion	12.6	167
Department of Communications Cultural Support Programs	45.3	34
Canadian Studies (Secretary of State)	3.6	10
Total Departmental Expenditures	244.6	511
Canada Council Expenditures	88.0	237
TOTAL EXPENDITURES	332.6	748

* Source: Part III, Estimates, 1987-88

Figure 2

Recommended Organizational Structure for new Multiculturalism Department.
(See Figure 3 for the total structure in addition to the department.)



*Assistant Deputy Minister

7.4 Structural Alternatives Considered but Rejected

At this point, the Committee would like to point out that it reviewed a number of government organizational operations prior to recommending the above structure for a separate department.

Among them was the option to leave Multiculturalism as a Sector within Secretary of State but to enrich it with some increased program funding and through the transfer of government programs that focus on the ethnocultural communities — from other areas of government to the Sector. This would permit a strengthening of the Sector's role in advocacy, policy development, and service delivery.

There are, in fact, numerous precedents of strong sectors or programs within departments that operate under a broad mandate. For example, Energy, Mines and Resources has successfully managed to ensure that the Energy Sector, Conservation and Renewable Resources Sector, and the Minerals Sector are all given strong mandates and support. Similarly, both the Employment Program and Immigration Program coexist within the Employment and Immigration Canada management framework.

It could therefore be argued that a much stronger Multiculturalism Sector could coexist quite successfully with other sectors within Secretary of State.

Indeed, this option administratively represents one of the simpler mechanisms for strengthening the Sector, as programs can readily be transferred within government using the order in council route under the *Public Service Rearrangement and Transfer of Duties Act*.

We rejected this option, however, for the following reasons:

The continued inclusion of Multiculturalism within Secretary of State presents the serious risk that the attention the Sector receives from the Senior Minister and the senior departmental management may be diluted in the larger range of concerns addressed by the Department.

In addition, a separate line department would permit greater flexibility in re-allocating departmental resources to match the shifting needs of the Sector. Finally, the creation of a new department represents a strong policy statement that the federal government intends to provide a much stronger focus for realizing the needs and the aspirations of the ethnocultural communities and upon ensuring adequate service delivery.

As some 31% of the Canadian population now are of non-Anglophone or Francophone origin — and this percentage is likely to increase in the future — based on immigration and other demographic trends — we believe an increased emphasis on the multicultural aspects of Canada is indeed justified.

Another structural option considered by the Committee was the establishment of a Ministry of State for Multiculturalism. If this course were followed, the funded programs for the ethnocultural communities would have to remain in the Secretary of State Department, with the new Ministry of State for Multiculturalism being responsible for advocacy and policy coordination. Under the *Ministers and Ministries of State Act*, which would provide the legislative basis for a new Ministry of State, such a Ministry can only be established for policy coordination purposes.

7.5 Other Organizational Arrangements

There are nine other entities which have been envisioned as being instrumental in permitting the federal government organizational arrangements to meet the needs of the ethnocultural communities:

(i) Canadian Centre for Multiculturalism,
(ii) Canadian Multiculturalism Advisory Council,
(iii) Commissioner of Multiculturalism,
(iv) Standing Committee on Multiculturalism,
(v) Parliamentary Secretary,
(vi) Advisor to the Prime Minister on Multiculturalism,
(vii) Cabinet Committee on Multiculturalism,
(viii) Council of federal-provincial-territorial Ministers responsible for Multiculturalism, and
(ix) Federation of Canadian Municipalities.

7.5.1 *Canadian Centre for Multiculturalism*

> Recommendation 80: The proposed Ministry of Multiculturalism should support the establishment of Research Centres and Chairs of Study
>
> — *Equality Now!*

The Canadian Centre for Multiculturalism would provide a framework for independent and consolidated research programs on multiculturalism issues, and for coordinating and supporting existing programs and chairs of study at Canadian universities.

The objectives of this centre would be to promote the objects of the Multiculturalism Act by:

(*a*) commissioning and conducting research and studies;

(*b*) conducting independent study on matters determined by the Centre and at the request of the government or Parliament;

(*c*) making information available to Canadians;

(*d*) establishing a repository of literature and a data bank relating to the diverse cultures and minority ethnocultural communities of Canada;

(*e*) documenting the historical experience and contribution of the diverse cultures to the enrichment of Canadian society.

A small coordinating staff of perhaps ten people may be required with an initial annual budget of $1 million for research support.

The Centre should be set up through an existing related program at a university, funded by monies presently assigned to the Chairs of Ethnic Studies Program. It should be governed by a 10-member board, including academics and community persons who would be appointed by order in council from among nominees, recommended by academic programs, wishing to be part of the Centre's network and by organizations of ethnocultural minorities. They would have three-year terms, and receive a per diem allowance when attending to the Centre's work.

The idea for such a centre as recommended by some groups emerges to a large degree from three major sources. The first being Recommendation 80 of *Equality Now!* (see Appendix G) which called for the support and establishment of Research Centres and Chairs of Study to conduct research and coordinate the flow of information across the country. The second was the proposal for a "Canadian Foundation for Racial Justice" which was part of the Japanese-Canadian redress compensation package originally offered by the government in June 1984. The third source was the example of the "Australian Institute for Multicultural Affairs" which was established in 1979.

RECOMMENDATION: That the government establish a Canadian Centre for Multiculturalism that will conduct research on multiculturalism, develop a data bank on ethnocultural minorities and coordinate all related activities and information across Canada.

7.5.2 *The Canadian Multiculturalism Advisory Council*

> The CMC should constitute an effective mechanism through which the Minister can obtain representative views of the various groups, and conversely, the various groups can make their views known to the Minister through this mechanism
>
> — Sudbury Regional Multicultural Centre
>
> With regard to the nomination of the (Canadian Multiculturalism) Council, we caution against tokenism... The representatives must be recognized, authoritative and knowledgeable members of legitimate ethnocultural and race relations organizations in order to be considered for nomination. These nominees should not only represent their own group interests, but should also be aware of multiculturalism issues in general.
>
> — Centre for Research-Action on Race Relations, Montreal
>
> Although most communities were in favour of having an Advisory Council in one way or the other, a few responses criticized the creation of such a council. The feeling was that neither the CCCM nor CMC have been the most effective mechanism for liaison between the government and ethnic groups.
>
> — Canadian Ethnic Studies Advisory Committee

The majority of briefs reviewed and received by the Standing Committee raised concerns of one sort or another regarding the Canadian Multiculturalism Council (CMC). Most agreed that the Council was a necessary source of advice and counsel for the Minister but raised objections to the process of appointment, the lack of public consultation and reporting, the size of the Council and its effectiveness.

The Standing Committee endorses the need for this Advisory Council but believes that its members should be representative of ethnocultural communities, be active in the communities and well aware of the issues and concerns of the communities to which they belong, and the proportion from each province should reflect the population size. Members should be appointed from a wide spectrum of ethnocultural groups and by rotation all communities can gain input at one time or another. They should consult with national, provincial and local ethnocultural community organizations across the country on a very regular basis through meetings and open forums and be able to provide the minister with advice based on grassroots input. They should also meet with the Standing Committee on an annual basis to provide these views. The CMC should clearly identify itself as an advisory body so that its purpose is clearly understood. An annual report to the Minister and a mandatory ministerial response should be made public.

RECOMMENDATION: That the Canadian Multiculturalism Council be reconstituted in the following manner:

- **it be called the Canadian Multiculturalism Advisory Council,**
- **it should consist of 56 members with the following distribution: British Columbia-7, Alberta-4, Saskatchewan-3, Manitoba-4, Ontario-16, Quebec-12, New Brunswick-2, Nova Scotia-2, Prince Edward Island-2, Newfoundland-2, Yukon-1, North West Territories-1,**
- **it should have an executive committee,**
- **members should reflect the multicultural diversity of Canada,**
- **appointments should be made by order in council from among nominees recommended by organizations of ethnocultural minorities and other organizations working in the area of multiculturalism,**

- **members should be mandated to consult with ethnocultural communities in their provinces on a regular basis and transfer grassroots advice to the Minister,**
- **an annual appearance before the Standing Committee should be undertaken, and**
- **an annual report to the Minister and a mandatory ministerial response should be made public.**

7.5.3 *A Commissioner of Multiculturalism*

> The envisaged function of the Multiculturalism Commissioner is to report independently to Parliament in the manner of the Official Languages Commissioner...it would sustain the developing communities in the belief that their interests will be independently protected within the federal domain.
>
> — Canadian Jewish Congress

Many briefs and submissions called for a Commissioner or Ombudsman who would monitor, investigate and report on the implementation of multiculturalism policies throughout the government.

The benefits of such an office are as follows:

- to have a senior level official who would not have the political constraints of a minister,
- to have such an official reporting directly to Parliament,
- to ensure that the public would be informed as to the advances as well as lack of progress regarding multiculturalism,
- to assist in public awareness of the role of government and Parliament in promoting multiculturalism,
- to provide reports on government activity to the Standing Committee on Multiculturalism, and
- to assist in effective change across the Government of Canada.

This Commission could be modelled after the Office of the Commissioner for Official Languages. A staff of ten and a budget of $1 million would likely be adequate to commence operations. A Commissioner should be established under a new Multiculturalism Act.

Like the Office of the Commissioner of Official Languages the Office of the Commissioner of Multiculturalism should be organized with the following branches:

- Policy Branch,
- Regional Operations Branch,
- Complaints and Audits Branch, and
- Communications Branch.

We foresee a Commissioner of Multiculturalism operating on a similar model but on a reduced scale.

As with the Official Languages Commissioner and the Auditor General, the Multiculturalism Commissioner would make an annual report to Parliament which in this case would be referred to the Standing Committee on Multiculturalism for the Committee's review and perusal. The Committee would then call as witnesses, Ministers and officials as it sees fit.

As a servant of Parliament the Commissioner would be appointed by Parliament.

RECOMMENDATION: That Parliament establish the Office of the Commissioner of Multiculturalism to monitor, investigate and report to Parliament on the implementation of multiculturalism policies throughout the Government of Canada.

7.5.4 *Standing Committee on Multiculturalism*

> The creation of this Standing Committee on Multiculturalism I deem of great significance to the ethnocultural community of Canada. We finally have a door open to Parliament, which is absolutely essential if our efforts are to have an impact on society as a whole.
>
> — Louis Melosky, Canadian Multiculturalism Council

The Standing Committee on Multiculturalism is empowered to encourage and monitor the implementation of the principles of the federal multiculturalism policy throughout the Government of Canada.

The current mandate of the Committee is:

(1) to encourage the departments and agencies of the Government of Canada to reflect the multicultural/multiracial diversity of the nation,

(2) to examine existing and new programs and policies of the Government of Canada and agencies to encourage sensitivity to multicultural concerns and to preserve and enhance the multicultural/multiracial reality of our nation, and

(3) to select and initiate subjects for investigation within their jurisdiction and prepare background papers, reports and research in this regard.

As such, the Committee plays a key role in advancing multiculturalism.

The mandate should be augmented to empower the Committee to:

(1) review the annual report of the Commissioner of Multiculturalism,

(2) review the performance of the Canadian Multiculturalism Council and the proposed Canadian Centre for Multiculturalism.

7.5.5 *Parliamentary Secretary*

> The Multiculturalism Minister should have a Parliamentary Secretary who would assist in matters pertaining to Parliament and interaction with the public.
>
> — Canadian Ethnocultural Council

The Parliamentary Secretary primarily assists the Multiculturalism Minister in matters relating to parliamentary business. In addition, the person provides a second avenue of communication between the government and citizens at large.

RECOMMENDATION: That a Parliamentary Secretary to the Minister of Multiculturalism be a permanent position.

7.5.6 *Multiculturalism Advisor to the Prime Minister*

> A Special Advisor to the Prime Minister on Multiculturalism would constitute the first time in Canadian history that multiculturalism is elevated to such a high political position and help give it the much needed legitimacy as well as supervision
>
> — Centre for Research-Action on Race Relations, Montreal

An Advisor to the Prime Minister on Multiculturalism has the ability to keep the Prime Minister well briefed on issues in the field, assist various ministers and departments in coordination of interdepartmental issues and consult with minority ethnocultural communities and provide access to them in the Prime Minister's Office.

Relations with ethnocultural groups as well as other community groups is presently provided through the "Special Advisor to the Prime Minister on Women's Issues and Community Relations". The Standing Committee appreciates the introduction of this new position, although it believes that it does not allow for adequate attention to women's issues, multiculturalism or to those of any other groups. There is a need for a full-time advisor to give focus to multiculturalism.

RECOMMENDATION: That the Prime Minister appoint a Multiculturalism Advisor who will be responsible solely for Multiculturalism.

7.5.7 *A Cabinet Committee on Multiculturalism*

> The Government of Alberta reaffirms the Cabinet Committee on Cultural Heritage as a permanent Committee of the Executive Council. The purpose of the Committee is to ensure that Cultural Heritage is recognized and respected in Alberta in the development of related government policies.
>
> — Alberta Cultural Heritage: Building on Tradition, 1985

The purpose of a Cabinet Committee on Multiculturalism would be to implement federal policies with respect to ethnocultural minorities, to ensure that all departments are sensitized to the needs of the ethnocultural minorities and the principles of multiculturalism and to ensure that services are delivered adequately and take into account Canada's cultural diversity.

The idea of a Cabinet Committee on Multiculturalism is based on the presence of such a committee in five provinces and one at a senior interdepartmental level comprised of officials in a sixth province. The committee could operate in a "prerequisite" as well as "postrequisite" manner — that is, on some initiatives committee approval would be required in advance, while in others, ministers would report on initiatives and results after the actions were taken.

While cabinet committees are often seen to add bureaucratic and administrative hurdles to policy development and program delivery, a committee set up in this manner would work to increase coordination, advance multiculturalism and yet avoid unnecessary delays.

Chaired by the Multiculturalism Minister, other ministers would be those carrying the portfolios of Communications, Justice, Employment and Immigration, Secretary of State, Health and Welfare, Status of Women, Solicitor General, Small Business and Tourism. Other ministries would be invited when necessary. As with other cabinet committees, the Prime Minister, the Deputy Prime Minister, the Finance Minister and the President of the Treasury Board would have ex-officio status. Cabinet committees are usually created directly by the Prime Minister.

RECOMMENDATION: That the government establish a Cabinet Committee on Multiculturalism to be chaired by the Minister of Multiculturalism.

7.5.8 *Council of Federal-Provincial-Territorial Ministers Responsible for Multiculturalism*

> The first-ever Federal-Provincial-Territorial Conference on Multiculturalism, held last year (1985), had to be, in my estimation, a milestone, because it gave us hope for the future...We look forward to future conferences.
>
> — Louis Melosky, Canadian Multiculturalism Council

The Standing Committee recognizes the effort of the former Minister of State for Multiculturalism, the Honourable Jack Murta in convening the first federal-provincial-territorial meeting of ministers responsible for multiculturalism, held in 1985. Since meetings are an absolutely vital process for advancing multiculturalism from coast to coast, we feel the following are necessary:

- that the process of federal-provincial-territorial meetings be formalized to form a "Council of Ministers Responsible for Multiculturalism",
- that this Council meet once a year, with no meeting being more than 15 months after the previous one,
- that the meetings, in the main, be open to observers, particularly the Standing Committee on Multiculturalism, the Multiculturalism Commissioner, the media and some representatives of ethnocultural communities,
- that agenda items include government-wide issues in addition to issues under the jurisdiction of the federal Multiculturalism Minister.

RECOMMENDATION: That the Minister of Multiculturalism, along with provincial and territorial counterparts establish a permanent "Council of Federal-Provincial-Territorial Ministers Responsible for Multiculturalism" who will meet on an annual basis.

7.5.9 *The Federation of Canadian Municipalities and Multiculturalism*

> At the municipal level, we see promising relationships. Recently, all municipal multicultural policies and committees have been done in consultation and with active participation of local multicultural organizations.
>
> — Multicultural Council of Saskatchewan

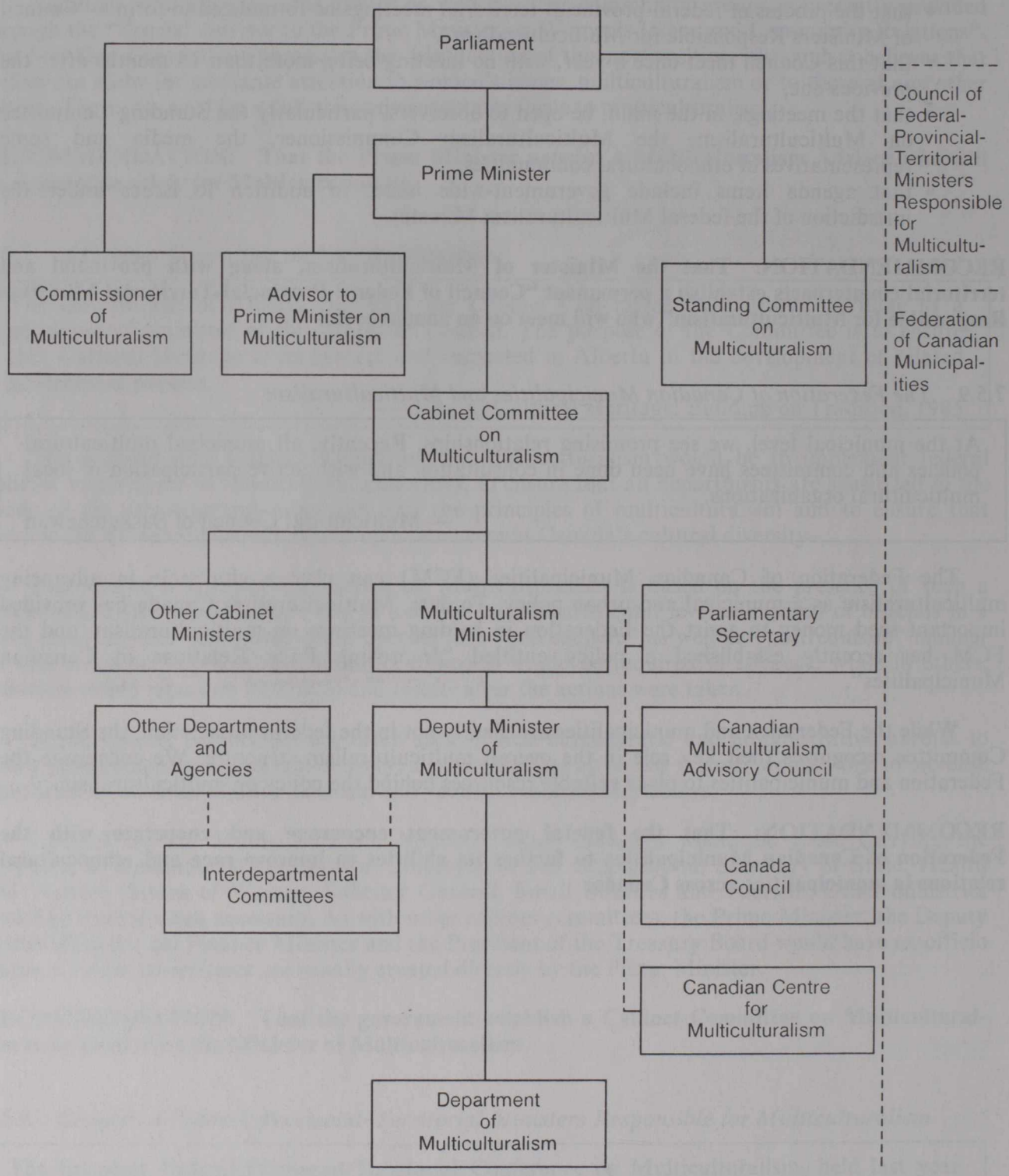
The Federation of Canadian Municipalities (FCM) can play a vital role in advancing multiculturalism as a municipal and urban policy. To date, Multiculturalism Canada has provided important seed money to assist the Federation in holding meetings on multiculturalism, and the FCM has recently established a policy entitled "Improving Race Relations in Canadian Municipalities".

While the Federation and municipalities are clearly not in the federal jurisdiction, the Standing Committee recognizes their key role in the overall multiculturalism structure. We encourage the Federation and municipalities to place suitable resources behind the policy on multiculturalism.

RECOMMENDATION: That the federal government encourage and cooperate with the Federation of Canadian Municipalities to further its abilities to improve race and ethnocultural relations in municipalities across Canada.

Figure 3

A New Multiculturalism Infrastructure



This chart provides an organizational overview of all the components that should go into the machinery of Parliament and Government regarding multiculturalism.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8.0 A NEW MULTICULTURALISM ACT

The need for a legislative base for a federal multiculturalism policy was clearly expressed in briefs and submissions made to the Honourable Jack Murta in 1984-1985 and more recently to the Standing Committee. Certain overriding themes emerge from the principles expressed in those briefs and submissions which contributors felt should be incorporated in a Multiculturalism Act and a policy mandate. The eight principles listed in Chapter 5 of this report should be restated in the Act.

8.1 Options for an Act

The Standing Committee reviewed several options for legislation and has concluded that a comprehensive Multiculturalism Act covering all areas of the federal government is what is most needed to ensure any meaningful advancement of multiculturalism.

The Act should clearly state the principles of the policy, the powers of the Minister of Multiculturalism, the Department, the Advisory Council as well as those of a Commissioner and a Canadian Centre for Multiculturalism.

The Standing Committee considered various other options that have been suggested or that exist in provinces or other pluralistic countries, before reaching its recommendation. A "Multiculturalism Department Act" and a "Canadian Multiculturalism Council Act" were considered but rejected as they only dealt with limited structural elements of a multiculturalism infrastructure. A "Race Relations Act" and a "Cultural Heritage Act" were also rejected as they would address only a part of multiculturalism policy. Amending the *Citizenship Act* to include multiculturalism was rejected as this would not serve the need to give this policy its rightful symbolic place. It would be "lumping" multiculturalism in with other important aspects of citizenship such as bilingualism, regionalism, equality based on sex and other factors, and it would not allow a comprehensive set of multiculturalism principles, policies and a complementary infrastructure to be defined in law.

Of the above options, the need for a separate and distinct Multiculturalism Act was strongly expressed by most minority ethnocultural groups primarily because they felt that the principles of multiculturalism should be implemented as part of the responsibility of all departments through such an Act.

In appearances and submissions to the Committee, representatives of ethnocultural minorities made a strong plea for a separate and comprehensive Multiculturalism Act. Primarily these focused on the need to make the Act consistent with the *Canadian Charter of Rights and Freedoms* and to ensure that it mandates a policy that is all-inclusive and is for all Canadians.

> Reintroduce a Multiculturalism Act - as soon as possible - to outline the policy of multiculturalism, as it applies to all federal government departments and agencies.
>
> — Lillian Ma, Canadian Ethnocultural Council
>
> There is need for a full-fledged Multiculturalism Act based on cultural, social, political and economic dimensions.
>
> — Constantine Passaris, New Brunswick Multicultural Council
>
> It would be beneficial for the Act to address all aspects: cultural, ethnic, racial, social, artistic, linguistic, religious and economic aspects of multiculturalism.
>
> — Czechoslovak Association of Canada

The symbolism of, and the message sent out by a separate Act should not be underestimated. If multiculturalism is appended to another Act, such as the *Citizenship Act*, or alternatively, if it is dealt with piecemeal, such as a CMC Act, the historic opportunity to give multiculturalism its full importance and influence will be missed.

Moreover, if we are to be true to the principle of the complementary nature of multiculturalism and bilingualism, then just as bilingualism was enacted through the *Official Languages Act*, multiculturalism should be enacted through a Multiculturalism Act.

8.2 Framework for an Act

The Committee believes that a long overdue Canadian Multiculturalism Act should be introduced without delay, in order to give the federal Multiculturalism Policy a permanent legislative base equivalent to the Official Languages Policy, to carry out the mandates of Sections 15 and 27 of the *Charter*, to implement the multiculturalism principles in all government departments and agencies and to operationalize the policy through specific programs and initiatives.

Based on representations that were reviewed the Committee recommends that the following aspects reflecting and underlining multiculturalism and its implementation be incorporated in a Canadian Multiculturalism Act. The recommended format for the Act has been arrived at in consideration of the Multiculturalism Bill introduced in 1984, and various other legislation such as the *Official Languages Act*, the *Citizenship Act*, the *Department of Secretary of State Act*, the *Indian Act*, the *Employment Equity Act*, the *Government Organization Act*, etc.

The following section proposes the issues and ideas that should be included in the Act — rather than its actual wording.

The House of Commons of Canada

Bill C-

An Act respecting Canadian Multiculturalism

Preamble

Whereas the Government of Canada, recognizing that ethnocultural diversity is a permanent feature of and integral to Canadian identity and recognizing the need therefore to assure social harmony between all the communities of Canada and cultural freedom for all Canadians through equality of opportunity, considers it in the public interest to promote a policy for all minority ethnocultural and visible minority groups in Canada to ensure equitable treatment in social, cultural, political and economic terms;

And whereas all ethnocultural groups have equal status for all purposes of the Parliament and Government of Canada, and they possess and enjoy equality of status and equal rights and privileges in all their institutions;

And whereas the Multiculturalism Policy of Canada is based on the *Canadian Charter of Rights and Freedoms*, and operates in the context of the *Official Languages Act*, the *Canadian Human Rights Act* and the *Employment Equity Act*, to assure the social, cultural, political and economic freedom of all Canadians and to remove all barriers that inhibit their full and equal participation in society;

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

1. Short Title

This Act may be cited as the *Canadian Multiculturalism Act*.

2. Interpretation

In this Act,

"Minister" means the Minister of Multiculturalism.

"Department" means the Department of Multiculturalism.

"Commissioner" means Commissioner of Multiculturalism.

"Council" means the Canadian Multiculturalism Council.

"Centre" means Canadian Centre for Multiculturalism.

"Multiculturalism" refers to the aspect of Canadian identity which is inherent in the diversity and multiplicity of cultures that comprise Canadian society.

"Heritage Languages" refers to Canadian languages other than the Official Languages.

"Citizen" means Canadian citizen.

"Citizenship" refers to the privileges and obligations specified under the *Citizenship Act*.

3. Administration

This Act shall be administered by the Minister of Multiculturalism.

4. Application

The Minister may authorize the Deputy Minister of Multiculturalism to perform and exercise any of the duties, powers and functions that may be or are required to be performed or exercised by the Minister under this Act or any other Act of the Parliament of Canada relating to multiculturalism or affecting the rights and obligations of ethnocultural groups.

5. Duties of Departments, in relation to Multiculturalism

Every department and agency of the Government of Canada and every judicial, quasi-judicial or administrative body or Crown corporation, established by or pursuant to an Act of the Parliament of Canada has the duty to ensure that the multicultural diversity of Canada is served and that the objects and principles of this Act are implemented in all the programs and services provided to members of the public and in particular are sensitive to the ethnocultural demographic particularities across the regions of Canada.

6. Principles

The principles of this Act are:

(*a*) multiculturalism for all Canadians;

(*b*) advancement of multiculturalism within a bilingual framework;

(*c*) equality of opportunity;

(*d*) preservation and enhancement of cultural diversity;

(*e*) elimination of discrimination;

(*f*) establishment of affirmative measures;

(*g*) enhancement of the status of Heritage Languages; and

(*h*) support for immigrant integration.

7. Rights and Obligations

Groups or persons whether or not born in Canada and regardless of race, national or ethnic origin, colour or religion in addition to other factors, individually and collectively, are entitled to all rights, powers and privileges and are subject to all obligations, duties and liabilities as per the *Canadian Charter of Rights and Freedoms*.

8. Powers and Functions

In furtherance of the objects and principles of this Act, it is the duty of the Minister and the Department to:

(*a*) promote the appreciation of, and participation in multiculturalism by all Canadians;

(*b*) promote the understanding of the complementarity of bilingualism and multiculturalism;

(*c*) ensure and promote equality of opportunity for full and equal participation in the social, cultural, political and economic life of Canada for members of all minority ethnocultural communities;

(*d*) ensure and support the preservation and enhancement of the cultural heritage of minority ethnocultural communities within the context of Canadian society;

(*e*) provide leadership and undertake programs to support the elimination of discrimination and promotion of harmonious race and ethnocultural relations;

(*f*) support for positive programs to assist minorities in overcoming barriers to equality;

(*g*) ensure support for the acquisition, retention and use of Heritage Languages;

(*h*) guarantee programs for the integration of immigrants in Canadian society, and the right to assistance in the acquisition of one of the official languages;

(*i*) develop and support programs and projects to assist immigrant women to integrate into Canadian society;

(*j*) undertake or assist in studies respecting multiculturalism;

(*k*) provide assistance to ethnocultural minority organizations which promote the objects and principles of this Act;

(*l*) ensure and promote understanding between minority ethnocultural communities, and between such communities and all Canadians;

(*m*) sensitize public and private sector institutions to the objects and principles of this Act;

(*n*) promote and encourage the enhancement of the objects of this Act and cooperate with provincial, territorial and municipal governments or agencies or any other bodies, organizations or individuals in related programs;

(*o*) advocate the implementation of the above objects and principles throughout the Government of Canada; and

(*p*) undertake such projects or programs in respect of multiculturalism, not by law assigned to any other department, branch or agency of the Government of Canada, designed to promote and further the objects of this Act.

9. Minister of Multiculturalism

The Minister of Multiculturalism assumes the powers and functions described in section 7 in advancing the objects and principles of this Act.

10. Department of Multiculturalism

A Department of Multiculturalism is hereby established with powers, duties and functions to support the Minister in advancing the objects and principles of this Act, and that this shall be a full and separate department with a Deputy Minister.

11. Canadian Centre for Multiculturalism

There shall be a centre to be called the Canadian Centre for Multiculturalism funded by an endowment which shall operate "at arm's length" from government to promote the objects and principles of the Act by:

(*a*) commissioning and conducting research and studies;

(*b*) conducting independent study on matters determined by the Center and at the request of the government or Parliament;

(*c*) making information available to Canadians;

(*d*) establishing a repository of literature and a data bank relating to the diverse cultures and minority ethnocultural communities of Canada; and

(*e*) documenting the historical experience and contribution of the diverse cultures to the enrichment of Canadian society.

12. Canadian Multiculturalism Advisory Council

The Canadian Multiculturalism Council shall be reconstituted in the following manner:

(*a*) it shall be called the "Canadian Multiculturalism Advisory Council";

(*b*) it should consist of 56 members with the following distribution: British Columbia-7, Alberta-4, Saskatchewan-3, Manitoba-4, Ontario-16, Quebec-12, New Brunswick-2, Nova Scotia-2, Prince Edward Island-2, Newfoundland-2, Yukon-1, North West Territories-1;

(*c*) it shall have an executive committee of 1 member from each province;

(*d*) members should reflect the multicultural diversity of Canada;

(*e*) appointments shall be made by order in council from among nominees recommended by organizations of ethnocultural minorities and other organizations working in the area of multiculturalism;

(*f*) members should be mandated to consult with ethnocultural communities in their provinces on a regular basis and transfer grassroots advice to the Minister;

(*g*) an annual appearance before the Standing Committee on Multiculturalism should be undertaken; and

(*h*) an annual report to the Minister and a mandatory ministerial response should be made public.

13. Commissioner of Multiculturalism

1. There shall be a Commissioner of Multiculturalism who shall be appointed by commission under the Great Seal after approval of the appointment by resolution of the Senate and House of Commons.

2. It is the duty of the Commissioner to take all actions and measures within his or her authority, with a view to ensuring recognition of the status of multiculturalism and compliance with the spirit and intent of this Act, in the administration of the affairs of the institutions of Parliament and the departments and agencies of the Government of Canada and, for that purpose, to conduct and carry out investigations either on his or her own initiative or pursuant to any complaint made to him or her and to report on an annual basis to Parliament and make recommendations with respect thereto as provided in this Act.

14. Reports, Monitoring and Enforcement

1. Each year every department (including the Multiculturalism Department) and agency of the Government shall submit to the Commissioner, a report for the immediately preceding

calendar year containing information regarding the implementation of the objects and principles of this Act within their jurisdiction.

2. The Commissioner shall submit a consolidated report to Parliament including a statement relating to the conduct of his office and the discharge of his duties under this Act during the preceding year including his recommendations, if any, for any proposed changes in this Act or changes in government performance that he or she deems necessary or desirable in order that effect may be given to this Act according to its spirit and intent.

15. Regulations

The Governor in Council shall make regulations for carrying into effect the purposes of this Act, especially for Sections 9, 10, 11, 12, and 13.

16. Appropriations

Such sums as are necessary for programs and mechanisms regarding the effective implementation of this Act shall be paid out of monies appropriated by Parliament therefor.

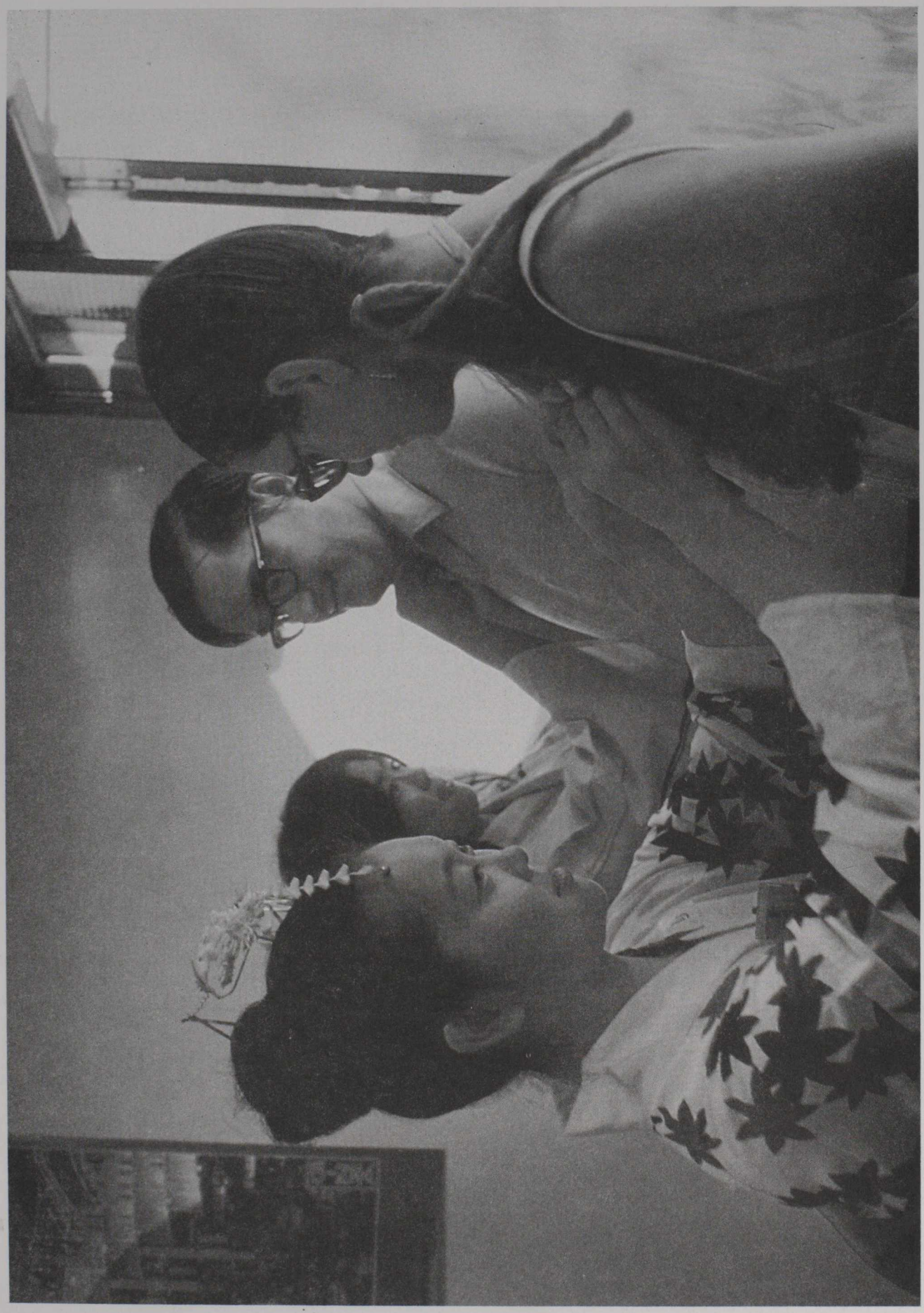
17. Coming into Force

This Act shall come into force on a day to be fixed by proclamation.

It is the belief of the Standing Committee that the drafting of a Multiculturalism Act should be undertaken by lawyers with background and experience in the area of human rights legislation, rather than by general counsel more routinely involved in government contractual negotiations. Participants in this process from the Privy Council Office should also be sensitized to the requirements of multiculturalism legislation in order to secure a strong and definitive Act.

RECOMMENDATION: That at the earliest opportunity, the Government of Canada introduce an Act respecting Canadian Multiculturalism which will enact a policy of multiculturalism and issue a clear mandate for implementing the policy throughout the government. This Act should include sections on: Short Title, Interpretation, Administration, Application, Duties of Departments in relation to Multiculturalism, Principles, Rights and Obligations, Powers and Functions, Minister of Multiculturalism, Department of Multiculturalism, Canadian Centre for Multiculturalism, Canadian Multiculturalism Advisory Council, Commissioner of Multiculturalism, Reports, Monitoring and Enforcement, Regulations, Appropriations and Coming into Force.

RECOMMENDATION: That the drafting of the Canadian Multiculturalism Act be undertaken by lawyers with background and experience in human rights legislation.



APPENDIX A

GLOSSARY OF KEY TERMS

GLOSSARY OF KEY TERMS

To facilitate discussion, the following are some terms used in relation to multiculturalism.

It should be stressed that these are *working terms*, the sociological and anthropological accuracy of which will always be subject to much debate. The glossary from *Equality Now!* has been incorporated here.

ABORIGINAL PEOPLES: The term used to refer to native Indians, Inuit and *Métis*. Also referred to as Native Peoples.

AFFIRMATIVE ACTION: A component of anti-discrimination policies, involving the restructuring of institutions and organizations along lines which reflect the composition of their societies.

AFFIRMATIVE ACTION PROGRAMS: These programs generally have a mandate to amend actual structures of recruiting and hiring practices in order to recommend changes that deal with more specific goals in the short term and ameliorate conditions of disadvantaged groups. These programs may be mandatory and, in some cases, targets may be set.

ASSIMILATION: A process, clearly distinct from integration, of eliminating distinctive group characteristics; this may be encouraged as a formal policy (e.g. American "melting pot").

CORE FUNDING: Funds that are available to support the ongoing administration of an organization, as opposed to supporting specific types of program activity. Also referred to as operational funding.

DISCRIMINATION: The conscious act of dealing with a person or persons on the basis of prejudicial attitudes and beliefs rather than on the basis of individual merit. Thus prejudice is a state of mind, while discrimination is an action.

ETHNOCULTURAL/ETHNIC ORIGIN: Cultural, national or racial origin of a person. Every Canadian has an ethnic origin. (The use of the word "ethnic" as a noun e.g. "an ethnic" or "the ethnics" is generally a slang term and is sometimes considered derogatory. "Ethnic" as an adjective is generally acceptable.)

ETHNICITY: ethnic origin.

INTEGRATION: A process, clearly distinct from assimilation, by which groups and/or individuals become able to participate fully in the political, economic, social and cultural life of the country.

MULTICULTURALISM: Recognition of the diverse cultures of a plural society based on three principles: we all have an ethnic origin (equality); all our cultures deserve respect (dignity); and cultural pluralism needs official support (community).

MULTICULTURALISM POLICY: A policy of government or other institution that recognizes the existence of several cultural groups and seeks to respond to the needs of this diversity in cultural, social, economic and political terms.

MULTICULTURAL SOCIETY: A society which is comprised of several cultural groups whose identities are based on race, national or ethnic origin, colour or religion.

MULTIRACIAL POLICY: Similar to a multiculturalism policy except that it focuses on race and does not address cultural needs of racial or other minorities.

MULTIRACIAL SOCIETY: A society which is comprised of several racial groups.

PLURALISTIC SOCIETY: One which is comprised of persons belonging to several different ethnic, racial, linguistic or religious groups; some may result primarily from historical demographics (e.g. Switzerland, Yugoslavia, many African states) while others result primarily from immigration (e.g. Canada, United States and Australia).

PREJUDICE: Literally to pre-judge; a mental state in which an individual passes judgment (generally unfavourable) on a person he or she does not know, usually attributing to that person a variety of characteristics which are attributed to a group of which the person is a member. It is an attitude in contrast to behaviour.

RACE: Working term to describe ethnic origin of peoples defined on the basis of certain common physical features. Examples are Whites or Caucasians, South Asians, Blacks, Chinese or South East Asians.

RACISM: Discrimination on the basis of racial/national/ethnic origin or colour.

SETTLEMENT PROGRAMS: Programs designed to assist newly arriving immigrants to integrate into a society. Typically they would include language, orientation, housing and counselling services.

SUSTAINING GRANT: Funds that are available to support the ongoing administration of an organization, as opposed to supporting specific types of program activity.

SYSTEMIC DISCRIMINATION: Unintentional, institutionalized discrimination. For example, hiring procedures or entrance requirements may have the unintentional effect of excluding various minority groups. Also referred to as "institutional" racism.

TARGET GROUPS: Target groups are those disadvantaged or under-represented groups whose participation is being increased through affirmative action programs.

MINORITIES: The following are working terms that facilitate discussion and analysis of minority issues.

Ethnocultural Minorities: Canadians with origins other than Anglo-Celtic, French or Native.

Ethnocultural Majorities: Canadians of Anglo-Celtic or French origin. While neither group constitutes a numerical majority, this is a working term which also considers the relative power and influence exercised by these groups in society.

Native Peoples: Canadians from the Native or Aboriginal groups namely, Indians, Inuit and *Métis*. (While Native peoples are numerically minorities there are other government policies which address their needs.)

Ethnic Minorities: Same as ethnocultural minorities.

Ethnocultural Communities: Working term with same meaning as ethnocultural or ethnic minorities.

Visible Minorities/Racial Minorities: Canadians who consider themselves partially or fully of origins other than European or Native and are visibly identifiable as such. They are usually identified as persons who trace their origins to Asia, Africa, South and Central America and the Pacific Islands.

Audible Minorities: Canadians with accents in an official language different from the "mainstream" English and French accents. Usually persons born outside Canada.

Religious Minorities: Canadians of religious affiliation other than the major Christian religions. Includes persons of the following faiths: Judaism, Islam, Hinduism, Sikhism, Buddhism, Jainism, as well as the Mennonite Church, the Dutch Reformed Church, the Ukrainian Catholic Church, the Greek Orthodox Church, and other Eastern Orthodox Churches, the Seventh Day Adventist Church and Jehovah's Witnesses.

Other ways that identify persons who are minorities include those with family names that are other than Anglo-Celtic, French or Native, landed immigrants who have not obtained Canadian citizenship or persons with education and qualifications from outside Canada.

Audible Minorities: Canadians with accents in an official language different from the "mainstream" English and French accents. Usually persons born outside Canada.

Religious Minorities: Canadians of religious affiliation other than the major Christian religions. Includes followers of the following faiths: Judaism, Islam, Hinduism, Buddhism, Jainism, as well as the Mormons Church, the Dutch Reformed Church, the Christian Science Church, the Greek Orthodox Church, and other Eastern Orthodox Churches, the Seventh Day Adventist Church.

PREJUDICE: Literally to pre-judge; a mental state in which an individual (usually unknowingly) on a person by or sex does not know, usually attributing to that person a [illegible] or [illegible] characteristics.

[illegible] Canadians who are authorities in high [illegible] with family names that are other than Anglo-Celtic, French or Native, landed immigrants who have not obtained Canadian citizenship or persons with education and qualifications from outside Canada.

RACE: Vague term to describe [illegible] defined on the basis of certain stereotypical features. Examples are [illegible] Asians, Blacks, Chinese or South East Asians.

RACISM: Unofficial [illegible] ethnic origin or colour.

RESETTLEMENT PROGRAM: [illegible] newly arriving immigrants to integrate into society [illegible] housing and counselling services.

SUBTAPPING GRANT: [illegible] engaging administration of an organization, [illegible]

SYSTEMIC DISCRIMINATION: [illegible] discrimination. For example, hiring practices [illegible] unintentional effect of excluding various minority groups [illegible]

TARGET GROUPS: [illegible] are those disadvantaged or under-represented groups whose participation is being [illegible] through affirmative action programs.

MINORITIES: [illegible] working terms that facilitate discussion and analysis of minority issues.

Ethnocultural Minorities: [illegible] with origins other than Anglo-Celtic, French or Native.

Socio-cultural Minorities: [illegible] of Anglo-Celtic or French origin. While either group [illegible] a numerical majority in a working [illegible] also consider the relative power and influence exercised by these groups in society.

Aboriginal Peoples: Canadians from the Native or Aboriginal groups namely, Indians, Inuit and Métis. While Native [illegible] are other government policies which [illegible]

Visible Minorities: Terms [illegible] in colourblind.

Ethnocultural Communities: Neutral term with same meaning as ethnocultural or ethnic minorities.

Visible Minorities Racial Minorities: Canadians who consider themselves partially or fully of [illegible] and are visibly identifiable as such. They are usually [illegible] persons who have their origins in Asia, Africa, South and Central America and the West Indies.

APPENDIX B

ISSUES
BASED ON EXCERPTS FROM SUBMISSIONS TO THE STANDING COMMITTEE ON MULTICULTURALISM
(1985/86/87)*

*Full details are available from the Minutes of Proceedings and Evidence of the Standing Committee on Multiculturalism.

EXCERPTS FROM SUBMISSIONS TO THE STANDING COMMITTEE ON MULTICULTURALISM

The following is a summary of the issues as articulated by witnesses who appeared before the Standing Committee on Multiculturalism between November 1985 and June 1986. Comments are either paraphrased or quoted directly. A list of these witnesses is included at the end of this Appendix.

COMMENTS ON MULTICULTURALISM POLICY

CONCEPTS

- The Committee must look at "structural multiculturalism, not just symbolic multiculturalism". (Laverne Lewycky)
- There are four basic aspects of multiculturalism: integration, cultural retention and development, societal adaptation and social cohesion. None is more important than the others. (Canadian Council on Multicultural and Intercultural Education, CCMIE)
- In the Multiculturalism Sector current programs in the areas of Cultural Development (and Heritage Languages), Race Relations, Educational Resources, Community Development and Integration, Ethnic Studies, Cross-cultural Development and Policy Analysis should be continued and be provided with increased resources. (Canadian Ethnocultural Council, CEC)
- The recent attempt to determine new horizons and new objectives in multiculturalism policy is welcomed. However, it should be expanded to include political and economic aspects (beyond cultural and social). (New Brunswick Multicultural Council, NBMC)
- A malaise, a lack of commitment and conflicting perspectives have characterized the multiculturalism policy since its inception in 1971. (B. Krawchenko - Ukranian Canadian Development Committee (UCDC))
- Multiculturalism, although official public policy, has not received the same structural or institutional support as other official policies, e.g. Official Languages (has *Official Languages Act*, Commissioner, Standing Committee). There is no multiculturalism act, department or commissioner. (Lewycky)
- The ghettoization in the Multiculturalism Sector of major concerns, such as promoting integration and social economic equality and combatting racism is a mark of federal dalliance. (UCDC)
- One has to look at systemic and institutional barriers and solutions to ensure participation of all Canadians in society. (Lewycky)

ISSUES OF CONCERN TO ETHNOCULTURAL GROUPS

ACCREDITATION OF FOREIGN EDUCATION

- A more systematic approach to accreditation of foreign qualifications and degrees is required. (McLeod)
- Accreditation of foreign university degrees is a major problem for immigrants. (National Action Committee on the Status of Women (NAC))

AFFIRMATIVE ACTION

- The reporting requirement in Bill C-62 is not in keeping with affirmative action. (Multicultural Council of Saskatchewan (MCS)).
- Affirmative action programs are "self-limiting". (NAC)

- The government's restraint program and the "freeze" on hiring and most spending can render the employment equity policy ineffective as there will be no entries of minorities into the public service. (CEC)

BROADCASTING

a) Multilingual/Multicultural

- Support should be given to third language broadcasting in whatever means is appropriate. (CCMIE)
- A national multilingual network is both a necessary and inevitable part of the Canadian broadcasting system. (Dan Iannuzzi of CFMT, Toronto)
- The ethnic broadcasting policy falls short of appropriate recognition in Canadian broadcasting policy to needs of non-English, non-French Canadians and excludes services to Canada's aboriginal peoples. (Iannuzzi)
- The ethnic broadcasting policy leaves out Canadian content. (Iannuzzi)

b) Multicultural Television

- We support multicultural TV across Canada. Multiculturalism should be part of mainstream systems in the country. (CCMIE)
- Canada has missed out on Canadian Pay TV, Canadian news, a Canadian children's channel and a multilingual TV network, because of denials, bad decisions or delays by the CRTC. (Iannuzzi)
- Local multicultural programming is planned. It ought to have the ability to grow in stature and quality to the point where we may use it on a network basis. (Iannuzzi)

CHAIRS FOR STUDIES IN MULTICULTURALISM

- It is time to have chairs of multicultural education across Canada. (CCMIE)
- Chairs of ethnic studies should be continued and be provided with increased resources. (CEC)

CITIZENSHIP

- Employment in Ottawa consists of 80% public service. Since their degrees are outdated and they have to wait for citizenship, this is a very problematic situation for immigrants. (NAC)
- Waiting for citizenship should be reduced from four to one year if there is a mandatory orientation program. (NAC)

CULTURAL INTEGRATION — CULTURAL RETENTION

- The CEC endorses continuation in the area of cultural retention. Funds should be increased in this area. All cultural agencies should be more attuned to the multicultural nature of Canada. (CEC)
- The original or ancestral culture should be retained consistent with the Canadian Constitution. (CCMIE)
- Counterposing cultural retention to equality and integration does not improve human relations. Such tactics establish false dichotomies which threaten to divide ethnocultural groups. (UCDC)

EDUCATION

- Intercultural or multicultural education should be a fundamental part of teachers' education. (CCMIE)
- Further work in curriculum implementation needs to be done. (CCMIE)
- Student programs in multiculturalism would be beneficial — through exchanges among people from various parts of the country or through student leadership camps. (CCMIE)
- Human rights education and citizenship education should be highlighted. (CCMIE)
- The Government of Canada must see teachers, schools and educational publishers and decision makers as allies or partners in the successful implementation of multiculturalism policy. (CCMIE)
- The Minister of Multiculturalism should review staffing and budgeting priorities to ensure adequate resources are available to capitalize on the potential contribution of schools and teachers in the fulfillment of multiculturalism goals. (CCMIE)

EMPLOYMENT EQUITY

- The Multicultural Council of Saskatchewan supports employment equity.
- The Bill (Employment Equity) should specifically indicate that the Canadian Human Rights Commission will be the monitoring mechanism and should indicate that sanctions will apply to sections of the bill dealing with the requirements to have employment equity programs. (CEC)
- CEIC should study the employment opportunities and concerns of non-visible minority ethnic groups. (CEC)

ETHNOCULTURAL APPOINTMENTS

- Ethnic appointments are somewhat behind. (Canadian Multiculturalism Council (CMC))
- The Department of External Affairs should appoint more ethnic Canadians to diplomatic positions and delegations abroad. (CEC)
- Judicial appointments and appointments to the Law Reform Commission should reflect Canadian ethnocultural diversity. (CEC)
- Ethnocultural appointments should be continued to reach the target of about 33% which reflects the proportion of the multicultural community in Canada. (NBMC)

MULTICULTURALISM FUNDING

- Program expenditure in multiculturalism is only $1 per capita (25.4 million in 1984-85). (Lewycky)
- The Multiculturalism Directorate should have as a policy annual core funding for group or community development. (CMC)
- The Ministry must clear up the backlog of grant applications. (CEC)
- The Government will have to make a commitment to multicultural organizations to sustain their basic operation. (CCMIE)
- All Canadian cultures should be given equal opportunity to realize their potential. It is not only desirable, but essential to have equal access to government institutions and programs involving support for the arts, education, communication and group development. (UCDC)
- Grant process delays create incredible cash flow problems. (MCS)
- More funding is necessary to do justice to multiculturalism, without which a policy of cultural pluralism is a dead letter. (UCDC)
- To promote group participation and to combat racism, group development ought to be favoured since groups are strengthened and thus enabled to articulate their own needs and demands. (UCDC)

- Cutbacks in ethnocultural development budgets without firm guarantees of equality of access to other agencies and programs at existing levels of funding, and that other agencies will be responsive to our needs, is abandonment of ethnocultural development and a major retreat from multiculturalism. (UCDC)
- The SSHRC and SSFC should be asked to appear as witnesses before the Standing Committee. (Lewycky)
- A "good proportion" of additional funding provided to arts in the recent budget should be made available to ethnic artists and art organizations. (CEC)
- Resources should be increased for cultural development. (CEC)

HEALTH CARE

- A multicultural health policy is needed. To have equal opportunity in health care, cultural differences as well as cultural similarities should be taken into account. (CCMIE, CEC)

IMMIGRATION AND REFUGEE POLICY

- The Committee might look more carefully into complementing Employment and Immigration and its thrust of immigration entrepreneurs with business information centres for newcomers. (NBMC)
- We are concerned that recent immigration policy has tended to favour those with money. Immigration policy must continue to concentrate on family, refugee and humanitarian needs. Immigration settlement centres should receive guaranteed annual operating funding. (CEC)
- The refugee and immigration system should be generous and as equitable as possible. Refugee status should be guaranteed irrespective of the political views of the individual. (MCS)

JOBS STRATEGY

- There should be no waiting period beyond one year for immigrants under the Job Strategy Program, if they are unable to find a job. (NAC)

MEDIA

- Multiculturalism does not necessarily imply multilingualism (CBC involvement in broadcasting in a third language). The CBC and CTV could be multicultural within a bilingual framework. (CCMIE)
- An approach vis-à-vis the CBC and CRTC is recommended. (CMC)
- The CBC should broadcast in languages such as Italian, Greek and Portuguese. (MCS)
- Newspaper and TV coverage could be enhanced. (NBMC)

MULTICULTURALISM AND BUSINESS

- The "Multiculturalism Means Business" initiative is acceptable, if no other programs are affected - there would be a drastic negative multiplier effect if money were taken from volunteer organizations. Business is only one aspect of multiculturalism. (MCS)
- New jobs created by small businesses by far exceed those created by large corporations. (NBMC)

- There is a need to identify physical or covert barriers to integrating more effectively ethnocultural businessmen who may not be aware of government programs and services which would assist them in their task and in their productivity. A segment should be established on multiculturalism and the economy in the Multiculturalism Directorate. The Multiculturalism Directorate, in conjunction with the Economic Council of Canada should sponsor a national conference on multiculturalism and the economy. (NBMC)
- The multicultural and multilingual workforce should be promoted by Investment Canada when seeking foreign investment. (CEC)

RACE RELATIONS

- Resources should be increased for cultural development, race relations, and education. (CEC)
- The best way to combat racism and discrimination is to institutionalize the notion that group identities are equal. (UCDC)
- Intolerance and racism are part of the dominant cultural pattern, a pattern which sees ethnocultural communities as alien, non-Canadian and illegitimate. (UCDC)
- Racism is a major problem in Canadian society. (NAC)

REDRESS

a) *Compensation for Japanese-Canadians*

- A multicultural foundation to restore understanding between ethnocultural communities should be established to provide recurrent grants for multicultural exchange scholarships, multicultural programs, pension supplements for internees. (CMC)
- The Minister should negotiate with the National Association of Japanese-Canadians (NAJC). (CEC)
- The government should await the results of the Price-Waterhouse study on the Japanese-Canadian redress issue and negotiate a settlement with the NAJC. (CEC)
- The NAJC wants a settlement that all can live with. (NAJC)
- The question of redress is more than merely a compensation issue or an amendment of the *War Measures Act*.
- Redress is a struggle for justice by people whose rights and freedoms were abrogated on the basis of their ancestry.
- There are two components to the compensation issue:
  1) non-monetary — deportation, restricted movement and revocation of citizenship, arrests under *War Measures Act* cannot be made up for with money. Individuals who suffered injustices and their children should have their citizenship rights restored.
  2) monetary compensation — $25,000.00.
- The creation of a Japanese-Canadian human rights foundation.
- We surveyed communities to arrive at appropriate compensation figures.
- Sixty-three percent of Canadians, many unions and ethnic organizations favour compensation.
- The NAJC favoured government monitoring of an individual claim settlement.
- An imposed settlement would have negative reactions and would be a reflection as to how the government handles situations with regard to minorities.
- A settlement between the Japanese-Canadian community and the federal government should be negotiated. (MCS)

b) Review Charter and War Measures Act

- An amendment of the *War Measures Act*, so that it is compatible with the *Charter of Rights* is recommended. (CMC)
- This is a civil rights issue. The NAJC would like to see the *War Measures Act* amended to prevent such injustices. (NAJC)
- We need a review and amendments to the *Charter of Rights and Freedoms* to guarantee that rights of individuals will never again be abrogated on the basis of ancestry. (NAJC)

c) Redress for others

- There should also be redress for other communities, who have also suffered historical injustices. (CEC)

UTILIZING MULTICULTURAL RESOURCES

- Canadians who know other languages and cultures should be used in foreign services and in trade delegations. (CCMIE)
- Social and cultural differences of Canadians constitute a tremendous economic asset which has not been used effectively until now. (NBMC)
- We should utilize our multicultural human resources with respect to trade missions and embassies abroad. (NBMC, CEC)
- Canada's ethnocultural minorities might also serve to promote tourism. (NBMC, CEC)
- Multicultural human resources can identify means by which Canadian foreign aid dollars are used most effectively.
- The key to exports to the non-English speaking world is multicultural human resources.
- Through new business connections and multicultural resources new investment is possible. (NBMC)
- Immigrants would be much better in certain areas and government departments, i.e. Multiculturalism, Immigration and Employment. (NAC)
- The multicultural and multilingual workforce should be promoted by Investment Canada when seeking foreign investment. (CEC)

WOMEN

- Women are the only real majority in the country. (MCS)
- The Minister and the Canadian Advisory Council on the Status of Women (CACSW) should be more cognizant of the needs of ethnic and visible minority women. (CEC)
- Approximately one-third of the members on CACSW should be from ethnic and visible minority groups. (CEC)
- A triple disadvantage is faced by many immigrant women — gender, ethnic group and colour. (NAC)
- An increase of women's participation in employment up to 50% should be made mandatory. (NAC)

MAINSTREAMING THE MULTICULTURALISM POLICY

- The long-term goal of government policy should be to multiculturalize the mainstream. Until then, special programs and identifiable institutions must be maintained or established. (CCMIE)

- A guarantee of cultural pluralism (section 27) has yet to find serious support in public policy at the federal level. The Canada Council, the NFB, the CBC etc. have remained relatively impervious to minority cultures. (UCDC)
- Funds should perhaps be made available for "multiculturalizing" other departments as well. (Lewycky)
- Multiculturalism is not just a policy for the Multiculturalism Sector, but for all branches of government. (UCDC)
- Public awareness that multiculturalism did not happen by chance has to be enhanced. (Lewycky)
- Research is needed to identify and articulate contributions of people from different ethnocultural groups. (Lewycky)

MULTICULTURALISM STRUCTURES

a) Separate Department of Multiculturalism

- Keith McLeod recommended a department of multiculturalism in one form or another. (CCMIE)
- Multiculturalism should at least be combined with Citizenship, since they go hand in hand. Whether immigration should be placed along with them, is "problematic". (CCMIE)
- The CMC is just in the process of developing a position on this issue. A separate ministry might not be "big enough" to act effectively. Multiculturalism could be coupled with other areas of concern, such as Citizenship, Immigration and Employment. (CMC)
- The argument of "ghettoization" has some validity. However, the advantages of a full department are considerable. Potential disadvantages can completely be overcome by other coordinating systems. (CEC)
- A separate ministry could be an "interim step" until it is no longer necessary. (CCMIE)
- The stature of the Multiculturalism Directorate should be raised to a full department. (NBMC)

b) Super Ministry

- Multiculturalism coupled with immigration causes concern. Multiculturalism is not "just an immigrant issue". (CCMIE)

c) Multiculturalism Commissioner

- Attention should be given to the appointment of a multiculturalism commissioner. (CEC, Canadian Jewish Congress)

d) Advisor in PMO

- An advisor on multiculturalism is needed in the Prime Minister's Office. This would also help in special policy development, coordination among departments on government policy matters and order in council appointments. (CEC)

e) CMC

- Appointments should be made in consultation with community-based ethnocultural groups and rotated on a regular basis. (CEC)

- With respect to the CMC, greater consultation with local groups and communities is needed. (CEC)

THE ROLE OF THE STANDING COMMITTEE ON MULTICULTURALISM

a) General remarks

- We were happy to see that the Committee would cover multiculturalism in all aspects rather than in a limited way. (MCS)
- The Standing Committee is the most important achievement in the progress of multiculturalism. (NBMC)
- The creation of the Standing Committee was "very happy news". (CEC)

b) Report

- The Standing Committee should submit an early first report to Parliament and call for a Multiculturalism Act. It is recommended to look into pressing issues such as order in council appointments, the redress issue, cultural policies, race relation policies and the 1986 Census. (CEC)

c) Outreach

- The Committee should reach out to familiarize people with its existence. (CCMIE)
- The Standing Committee would have to look at regional differences in formulating multiculturalism policy. It should not be decided in one place and be applicable everywhere. It should be sensitive to smaller cultural groups and regional feeling. (MCS)

d) Cooperation

- Mr. McLeod encouraged the Committee to work with NGOs, provincial organizations and national ethnic organizations that have been leaders in the adoption of multiculturalism in Canada. (CCMIE)
- The Committee should liaise with other Commons committees to sensitize them on multicultural issues. (NBMC)

FEDERAL-PROVINCIAL INTERACTION

- It is hoped that all provinces would be represented at these federal-provincial conferences on multiculturalism in the future. (CMC)
- "Multiculturalism in Education" should be a major agenda item at federal-provincial conferences. (CCMIE)
- The federal government should lead with respect to provincial enhancement of multicultural policies. (NBMC)
- Multiculturalism should be on the agenda of the First Ministers' Conference to raise public awareness. (NBMC)

MULTICULTURALISM ACT

- The ethnocultural community is delighted about the prospects of a white paper for a Multiculturalism Act. However, instead of swiftness of action - prudence should prevail. (CMC)
- A comprehensive approach to multiculturalism should be taken. An early first report should be made to Parliament. (CEC)
- Reintroduce a Multiculturalism Act - as soon as possible - to outline the policy of multiculturalism as it applies to all federal government departments and agencies. (CEC)
- A legislative base is essential. (CCMIE)
- There is a need for a full-fledged Multiculturalism Act based on cultural, social, political and economic dimensions. (NBMC)

LIST OF WITNESSES APPEARING BEFORE THE STANDING COMMITTEE ON MULTICULTURALISM

Government of Canada
The Honourable Otto Jelinek
Minister of State (Multiculturalism)

Secretary of State Department
Mr. Douglas B. Bowie
Assistant Under-Secretary of State
Multiculturalism Sector

Mr. Gil Scott
Director General
Multiculturalism Sector

Mr. Jacques Noël
Finance Branch

Ms. Ruth Cardinal
Communications Branch

Canadian Council of Multicultural and Intercultural Education
Dr. Keith McLeod

Statistics Canada
Bruce Petrie
Assistant Chief Statistician

Mr. Ed Pryor
Director General
Census and Demographic Statistics

Canadian Multicultural Council
Dr. Louis Melosky
National Director Chairman

Mr. Michael Leigh
Executive Director

Canadian Ethnocultural Council
Dr. Lillian Ma
Director

Mr. Mauri Jalava
Cultural Heritage Committee

Ms. Jennifer Cayley
Executive Director

Mr. Andrew Cardozo
Research Officer

Canadian Council for Multicultural and Intercultural Education
Mr. P. McCreath
President

Ukranian Canadian Development Committee (Prairie Region)
Dr. Bohdan Krawchenko

National Association of Japanese-Canadians
Mr. Arthur Miki
President

Mr. Roger Obata
Vice-President

Multicultural Council of Saskatchewan
Dr. Hamid Javed
President

Mr. Jön Orn Jonsson
Past President

Mr. Terry Mountjoy
Executive Director

National Action Committee on the Status of Women
Ms. Jon Leah Hopkins
Vice-President

Dr. Ratana Kouconsavath

Ms. Praveen Sood

Task Force on Program Review (Nielsen)
Mr. Sid Handleman
Team Leader

Mr. Frank Ballachey
Team Leader

Center for Research on Ethnic Minorities
Mr. Laverne Lewycky

New Brunswick Multicultural Council
Professor Constantine Passaris

Multilingual Television Network, Toronto
Mr. Daniel A. Iannuzzi
President

Ms. Christine E. McNaughton
Manager
Corporate Affairs

APPENDIX C

REVIEW OF THE CORRESPONDENCE TO MULTICULTURALISM CANADA REGARDING THE NIELSEN TASK FORCE

REVIEW OF THE CORRESPONDENCE TO MULTICULTURALISM CANADA REGARDING THE NIELSEN TASK FORCE

This section of the report covers a review and a distillation of the correspondence received from individuals and organizations by the Minister Responsible for Multiculturalism and the Multiculturalism Sector regarding the Nielsen Task Force report. These views represent the perceptions of some Canadians but not necessarily those of Committee Members.

CANADIANS REJECT THE PRINCIPLE PREFERENCE FOR EARLIER SETTLERS

The old notion that there are two foundling people who have a special status which enables them to enjoy special privileges and opportunities not available to others is no longer acceptable in the era of the *Charter of Rights and Freedoms*. All are to be equal regardless of their ethnocultural or racial background. Meanwhile, it is asserted, immigration qualifications allow admittance only to highly educated and highly skilled immigrants. Canadian society provides employment outlets primarily in manual or service occupations.

CANADIANS DO NOT SUBSCRIBE TO THE MELTING POT THEORY

Multicultural organizations have underlined their belief in Canada's multicultural policy. They argue that following all the Nielsen recommendations would leave only cultural integration as a legitimate function of the Multiculturalism Sector. Eliminating cultural retention as a policy would impoverish the nation's cultural spectrum and cause the smaller ethnic groups to be particularly vulnerable.

RETAIN THE CULTURAL RETENTION AND CULTURAL INTEGRATION ELEMENTS INTACT AS ONE POLICY

It was argued by many groups that the Nielsen Task Force distinction between retention and integration was a false dichotomy. Ethnocultural groups have to feel good about their own cultural background and identity before they can feel comfortable about sharing of themselves. Otherwise the question that is asked is: to which culture are you integrating? This becomes an argument for viewing cultural integration as barely disguising assimilation to the dominant culture, that being the Anglo-celtic one. Without a sense of cultural well-being and security about one's own cultural identity and background, there can be no generosity or appreciation for the cultural identity of others.

RECOGNIZE THAT CULTURAL RETENTION IS PART OF THE ORIGINAL VIEW OF MULTICULTURALISM AS WELL AS THE VIEW EMBODIED IN THE CONSTITUTION

It has been pointed out that an examination of the 1971 policy statement in Parliament includes both the cultural retention and cultural integration elements as part of the same policy. To delete cultural retention is to ignore the foundation of multiculturalism in Canada. Furthermore, the Canadian Constitution and the *Charter of Rights and Freedoms* similarly incorporate cultural retention as one of the goals of Canadian society. If the Nielsen recommendation to retain only cultural integration were adopted, the historical and legal understanding of Canadian multiculturalism policy would be ignored. The Nielsen report threatens multiculturalism in Canada and undermines the fundamental principle of equality regardless of ethnocultural origin.

REJECT MYTHS THAT ONLY THE OLDER ESTABLISHED GROUPS WANT CULTURAL RETENTION

Both the established ethnocultural groups and the newer and visible minority organizations rejected the idea that cultural retention was only of interest to the established groups. The established groups resented being erroneously portrayed as being in opposition to race relations and cultural integration programs. The two foci of multiculturalism policy are like two sides of a coin. Communities resent any depiction of their interests and concerns as favouring one type of program over the other. In fact, counterposing cultural retention to equality tends to damage community relations in Canada.

CONSULT WITH THE ORGANIZATIONS

Numerous organization indicated that they had not been consulted about their experience with the various Multiculturalism Sector programs. They felt very strongly that their voices should be heard before any major policy changes were implemented. One organization expressed the general feeling that the Minister must have more frequent discussions with organizations, especially those which were regionally removed from Ottawa.

CLARIFY THE MINISTERIAL POLICIES

Many organizations felt that the Minister responsible for multiculturalism should deal exclusively with multiculturalism and not have additional portfolios. They wanted to know in each case what the policies of the Minister were, specifically with regard to such things as: whether the Minister favoured assimilationist policies, what impact the Nielsen report would have on multiculturalism policies, and whether the Minister would maintain grants for Heritage Languages. The organizations recommended legislation to delineate the objectives of multiculturalism in an act that would be administered by a senior cabinet minister.

PLACE MULTICULTURALISM ON THE FEDERAL-PROVINCIAL-TERRITORIAL AGENDA

Many organizations expressed a need for cooperation between the federal, provincial, and territorial jurisdictions concerning multiculturalism. They also felt that it was imperative that multiculturalism be put on the agendas for meetings with provincial and territorial ministers. There is a need to discuss the role of post-secondary institutions in multiculturalism as well as possible governmental pooling of resources.

RETAIN A NATIONAL PRESENCE IN THE MULTICULTURAL FIELD BUT ASK THE PROVINCES, MUNICIPALITIES AND COMMUNITIES TO CONTRIBUTE MORE

Federal involvement by way of policy, programs and funding is essential to indicate that there is a federal commitment to the multicultural policy. Any withdrawal or transfer of this support would be seen as a lack of interest in either cultural retention, ethnocultural studies, etc.

Ethnocultural organizations underline the fact that even the Nielsen Task Force felt that mainstream institutions were not accommodating ethnocultural groups. Transferring programs to other areas must take into account the adjustment required to accomplish such new tasks. A lack of expertise to administer the programs would result in time-consuming and expensive start-up costs. Furthermore, since all departments have been subjected to similar cuts, no department or agency is

likely to allocate additional resources or make special concessions to accommodate any new projects dealing with multiculturalism.

Some organizations have expressed concern that if there were funding cuts as proposed by the Nielsen Task Force and the responsibility was shifted to the provinces, municipalities and communities, multiculturalism would suffer. They argue that the Nielsen Task Force itself observed that those non-federal sectors were increasingly contributing to and involved in multicultural activity. There are employment equity measures that could be put in place at all levels of government at no extra cost to taxpayers. This would enhance the participation of all ethnocultural and racial groups in Canadian society.

ESTABLISH NATIONAL STANDARDS

Multicultural policies and programs across Canada are of unequal quality. Some organizations felt that the role of the federal government was to establish national standards for multiculturalism. This would include standards regarding the availability and quality of multicultural programs.

EXAMINE REGIONAL INEQUALITIES

The availability of multicultural programs often depends on provincial policies and the concentration of ethnocultural groups within the respective provinces. Because of these regional inequalities as well as demographic differences, federal assistance may be required to provide resources for a greater availability of multicultural programs. The federal government must lead in addressing these needs. It was feared that if the Nielsen recommendations regarding Heritage Languages were adopted, further regional inequalities would result.

ASSIST THE BENEFICIARIES IN CUTTING THE "RED TAPE"

Many groups have experienced serious problems in terms of dealing with the paperwork and delays. It has been suggested that the Study Team did not look at the problems faced by the applicants to the programs. Some problems might be resolved by internal changes in administrative procedure. On the other hand, some ethnocultural organizations might require additional administrative support.

CONDUCT FORMAL PROGRAM EVALUATIONS

Many organizations felt that there should be proper assessments of the programs funded by the Multiculturalism Sector. The effectiveness of the programs, however, would have to be examined with input from the target beneficiaries. None of the programs of the Sector, it was argued, have been properly evaluated. Heritage Language grants, for example, are given without information being obtained from the groups with regard to the effectiveness of the grants. They may need to be provided with technical assistance to conduct a proper evaluation.

REVIEW THE SOCIAL BENEFITS OF HERITAGE LANGUAGE PROGRAMS

Many organizations felt that the recommendations for dropping the support of Heritage Languages were based on wrong criteria. Heritage Language programs, it was argued, lead to more highly educated students. In the course of their lives these students are able to contribute more productively to their society. The social benefits of such an education are even greater than the individual benefits.

EXPAND THE RESOURCES FOR HERITAGE LANGUAGE DEVELOPMENT

Some ethnocultural organizations have to use curriculum material developed in other countries because the amount of money provided for curriculum development is insufficient. Heritage Language material developed elsewhere does not have the desired Canadian content. Expert assistance that could be provided by Canadian educational institutions is not well used. For example, the National Heritage Language Resource Unit, funded by the Multiculturalism Sector, is underutilized. These issues were not addressed by the Study Team.

MAINTAIN BOTH THE IMMIGRANT SETTLEMENT AND ADAPTATION PROGRAM AND THE CULTURAL INTEGRATION PROGRAM

Organizations working with immigrants were distressed that the Nielsen Task Force had made recommendations without consulting those most closely serving the immigrant communities. It was felt that there are several differences between the Immigrant Settlement and Adaptation Program and the Cultural Integration Program. The former provides one-to-one service for the initial settlement while the latter provides group activities for the newcomers and the established immigrant groups focusing on long-term integration. The programs, therefore, are complementary and not duplications.

PROVIDE ADEQUATE FUNDING FOR WOMEN'S PROGRAMS

Organizations endorsed the Citizenship, Labour and Immigration Study Team recommendations rather than the Culture and Communications Study Team report of the Nielsen Task Force. The former called for an increase in funding and support for women's programs, whereas the latter rejected that proposal. Organizations felt that projects, such as the Multicultural Women's Center, the "Mental Health Needs of Immigrant Women in Ottawa-Carleton" study and "Being Well" workshops for immigrant women, merited support and illustrated the need for continued funding. Furthermore, they argued that the Nielsen recommendation to limit funding to national projects would be detrimental to supporting innovative local efforts and dealing with regional inequities.

PROVIDE A VARIETY OF SOURCES FOR RESEARCH FUNDING

The Social Sciences and Humanities Research Council and the Multiculturalism Sector do not necessarily duplicate funding. In some cases funding from both sources is essential for a project to proceed or to come to a satisfactory conclusion. The Sector has on occasion "topped off" funding by the Social Sciences and Humanities Research Council when Council approval of a worthwhile project depended on additional funding.

The Canadian Ethnic Studies Advisory Committee has had to grapple with the issue of whether ethnic studies should be handled by the Sector or the Social Sciences and Humanities Research Council. Their deliberations have concluded that the current division of labour between the Multiculturalism Sector and the Social Sciences and Humanities Research Council is necessary and should be continued.

The Social Sciences and Humanities Council and the Multiculturalism Sector have informally discussed various grant requests. Occasionally grants have been refused because of duplication. On the other hand, the two granting bodies have been complementary. Project proposals may contain international and domestic components. Canadian Ethnic Studies will only fund the Canadian component of such projects. The Social Sciences and Humanities Research Council has been more international in scope.

Ethnocultural studies is a relatively new field. It requires a good deal of support before it gains academic and scholarly acceptance for the more established and traditional kind of funding provided by the Social Sciences and Humanities Research Council.

RECOGNIZE THAT THE MULTICULTURALISM SECTOR DOES WHAT THE SOCIAL SCIENCES AND HUMANITIES RESEARCH COUNCIL CANNOT DO

The Social Sciences and Humanities Research Council awards bring enormous prestige to the recipients and their universities. Since ethnic studies is such a new field, the assessments by established scholars in the peer review procedure are frequently inappropriate for young scholars and new fields of research or innovative projects.

The Multiculturalism Sector provides a second and more sensitive source of funding. This second source of funding does not cut off ethnic studies from the mainstream but rather removes barriers to full participation in society.

Furthermore, if all the grants were concentrated in the Social Sciences and Humanities Research Council, the structure would be too unwieldy to cope with all requests, especially the smaller ones. In fact, it was pointed out to the Minister that the work of the Canada Council was separated from the Social Sciences and Humanities Research Council for this very reason. Later, the Social Sciences and Humanities Research Council transferred some of its work to the universities to administer because it could no longer cope with the volume of small requests.

The Multiculturalism Sector and the Social Sciences and Humanities Research Council handle grant proposals differently. Once a grant application is rejected by the Social Sciences and Humanities Research Council, it is impossible to negotiate a modification or replacement of it with a more suitable research project as is possible with the Sector. In addition, the Sector considers applications more frequently.

The scope of the Sector's grants is not as confined to certain research endeavours. The Social Sciences and Humanities Research Council has well defined target areas for which grants are available. Consequently, research requirements for curriculum development or cross-cultural development cannot be considered.

RECOGNIZE THE DANGERS OF TRANSFERRING THE MULTICULTURALISM SECTOR PROGRAMS TO THE COUNCILS

Should the programs be transferred to the Canada Council and Social Sciences and Humanities Research Council and the mandates of the Councils be amended to incorporate multiculturalism funding, there is a great danger that the projects would suffer. Multiculturalism grant applications could be hived off into a separate category and an excuse made for not funding worthwhile multicultural projects that now receive support. On the other hand, if no special categories were set up, the special attention that multicultural grants now receive would be swallowed up in the existing categories. In the new multiculturalism field, the benefits of special consideration would be lost in the shuffle.

RETAIN THE CAPACITY OF THE MULTICULTURALISM SECTOR TO DRAW ON RESEARCH RELATED TO ITS SPECIFIC NATIONAL POLICY AREAS

Sweden has set up a new centre of Multiethnic Studies at the University of Uppsala for the interdisciplinary study of public policies. They have copied the Canadien example of using all the social sciences to provide input into informed discussion of public policy. Politicians and public

servants have access to research findings and expert opinion that relate to their concerns and policy issues. The Canadian Ethnic Studies Association is one example of an organization which either corporately or through its individual scholars has been able to aid the decision-making process by offering scholarly input. If this capacity were to disappear, Canada would forfeit its leadership role in the areas of cultural pluralism, immigrant reception and race relations.

Scholars, such as those in the Canadian Ethnic Studies Association, have indicated that the present administrative structure and the division of labour between the Sector and the Social Sciences and Humanities Research Council is most suitable for their research efforts.

INCREASE PRESENT PROGRAM EXPENDITURES

Many organizations expressed the need for more expenditures to support a multiculturalism policy. Recommendations were made for the administration of these funds in several ways. There should be some core funding for operating expenses that would cover a period of at least three years. Incentive grants should be made available to non-governmental groups and mainstream associations to develop an appropriate infrastructure for dealing with ethnocultural groups. Project funds should also be made available for special initiatives or specific interests. It was argued that it may be necessary to provide the infrastructure first. In other words, it may prove more efficient and beneficial to provide medium-term grants rather than a series of small grants.

ASSURE THAT FUNDING CRITERIA ARE EQUITABLE, FAIR, AND JUST

Canada is a pluralistic society. A policy of multiculturalism must recognize cultural pluralism among groups as well as within specific organizations. At times there will be different viewpoints regarding social issues. Funding criteria should not deny funds to ethnocultural groups which take a stand on a controversial social or political issues. For example, organizations which may present a position paper to the Minister Responsible for Multiculturalism on the Japanese-Canadian redress issue should not be penalized for taking such a stand.

PROVIDE GROUPS WITH A CHARITABLE TAX-EXEMPT STATUS

Many groups felt that non-partisan ethnocultural organizations should be given a charitable tax-exempt status. All community groups have financial needs. To expect groups to increase their contributions is short-sighted if instruments such as a tax-exempt status are denied.

The Standing Committee on Multiculturalism recognizes how difficult it is for ethnocultural groups to deliver programs and attempt to raise funds at the same time. A charitable tax-exempt status would enable community groups to raise funds more easily. Energy for program delivery would then not be diverted to fund raising.

APPENDIX D

SUMMARY OF RECOMMENDATIONS OF THE CANADIAN ETHNOCULTURAL COUNCIL CONCERNING VARIOUS FEDERAL DEPARTMENTS AND AGENCIES MARCH 1986

THE ROLE OF VARIOUS MINISTERS, DEPARTMENTS AND AGENCIES WITH RESPECT TO MULTICULTURALISM

The Multiculturalism Minister remains the "lead minister" and encourages his or her cabinet colleagues to fulfil their responsibilities vis-à-vis Multiculturalism.

Prime Minister's Office

The Prime Minister's responsibility in advancing multiculturalism across all departments is recognized in his role as first minister and head of government.

Furthermore, the PMO has a role in ensuring increased ethnocultural order in council appointments to boards, commissions, senior public service positions and the judiciary, as well as to Cabinet and the Senate. Special events such as galas should also reflect Canada's cultural diversity.

(The list of ministers used here is the official order of precedence list, and those ministers with identifiable responsibilities in multiculturalism have been listed.)

Veterans Affairs

We urge the Department of Veterans Affairs and the Royal Canadian Legion to encourage the involvement of ethnocultural communities in commemorating those who fought and died for Canada.

Leader of the Government in the Senate

As with all issues addressed in the House of Commons, the Leader of the Government in the Senate should ensure that issues pertaining to multiculturalism are dealt with in a manner as prescribed to the House and the departments. Senate Committees should also consult with ethnic organizations when appropriate.

External Affairs

There is a need for the Department of External Affairs to appoint more ethnic Canadians to diplomatic positions. The benefits of this are that the department can gain better information and work more effectively when their representatives are familiar with the language, culture, religion and norms of the host country. Further, a culturally diverse mission represents a more realistic and more attractive image of Canada.

The department should involve ethnic Canadians in an increased number of cultural and technological exchanges, in the Export Development Corporation, and in delegations abroad to accurately reflect the talent and culture of Canadians, and to capitalize on the knowledge of countries around the world of Canadians of various origins.

The department should contact all Canadians including ethnic organizations in Canada in a consultative manner on various matters pertaining to international affairs.

Further, the department should examine the locations of foreign missions especially in Eastern European and Third World countries from where Canada receives a substantial number of visitors and immigrants, and where more embassies and consulates are needed.

The Canadian International Development Agency (CIDA) and the International Development Research Centre (IDRC) should also be making greater use of ethnic Canadians.

Employment and Immigration

Among other things, the *Employment Equity Act* should specifically indicate that the Canadian Human Rights Commission will be the monitoring mechanism and should indicate that sanctions will apply to sections of the bill dealing with the requirements to have employment equity programs. The department should study the employment opportunities and concerns of non-visible minority ethnic groups.

The department should also ensure that employment equity applies to all special employment programs and that ethnic organizations may apply for funding under such programs which would automatically assist in training of ethnic minority youth.

In terms of immigration policy the Canadian Ethnocultural Council is pleased to note the increased level of immigration planned for 1986 and 1987.

The government's response to *Equality for All* noted that it planned to amend the *Immigration Act* to ensure that discrimination as outlined in the *Charter* not be allowed, and that permanent residents be allowed to sponsor parents, regardless of age, as is the case with Canadian citizens.

Refugee determination programs are also in need of overhaul; consideration should be given to clear the backlog of refugees by applying humanitarian criteria to the outstanding cases and to those applying from outside Canada. Recommendations made by Hawkes Committee in their Sixth Report should be approved in principle for adoption and implementation.

In terms of immigrant settlement policies, there is a need for immigrant settlement centres to receive guaranteed annual operating funding rather than have to face the uncertainty of unknown funding from one year to the next. Official language training should not be limited to three years, but rather be done based on the needs of individuals. The value of these organizations in integrating refugees and immigrants was well recognized in *Equality Now!*.

The concerns of ethnic and immigrant women include the need for adequate official language training for women, whether or not they are heads of households and for day care facilities to be available during classes.

National Defence

The participation of ethnic and visible minorities in the armed forces is an extremely important part of building Canadian citizenship. The forces evoke images of strong patriotism which is prevalent in most immigrant and new Canadians. The need for active employment equity in the forces is a natural extension of this patriotism.

Justice

The Government's response to *Equality for All*: The Canadian Ethnocultural Council is pleased to see that the federal government has accepted recommendations on religious observances of the report of the Parliamentary Committee on Equality Rights. Thus, it would be possible to provide time off for religious observances not now covered by the general holidays provided for under the *Canada Labour Code*.

It is also encouraging to see that the *Canada Labour Code* and the *Federal Public Service Terms and Conditions of Employment Regulations* will be amended to reflect the approach of the *Canadian Human Rights Act* to require "reasonable accommodation" — that is, "such special

provisions as would not cause undue hardship to the employer, in response to the needs peculiar to those classes of employees that are protected from discrimination by the terms of the Act".

Public Works

Under the terms of employment equity contract compliance, the department is required to ensure that companies receiving contracts have employment equity programs.

The department should furnish a list of visible and ethnic minority contractors to ensure that they are eligible for federal government contracts.

The Canada Mortgage and Housing Corporation should continue to provide loan assistance to ethnic senior citizens and other projects.

Transport

Air safety regulations should be amended by Transport Canada to allow for baptized Sikhs to carry the religious kirpan on board aircrafts.

Similarly, Transport Canada and the Canadian Transport Commission should ensure that all air and rail carriers have food available that meets with the religious dietary requirements of various Canadians.

National Revenue

For many years, the Canadian Ethnocultural Council and other ethnic organizations have been seeking amendments to the *Income Tax Act*, or its interpretation, to allow charitable status for ethnic organizations. Ethnic groups must be free to lobby political parties and governments (although in a non-partisan manner) to further their needs and aspirations, and yet be able to receive charitable status.

Since the income tax form is so complex, Canadians not fluent in an official language have added difficulty and are often dependent on tax consultants. We urge the department to extend the efforts to develop guide material, and forms, in various languages to ensure equality of access to information for all Canadians.

National Health and Welfare

The National Multicultural Health Coalition (MHC) formed in 1984 has begun to clearly identify some of the concerns of ethnic communities regarding health services — such as language difficulty and different cultural norms. Programs already underway in the department regarding mental health concerns of immigrant women are well noted. The department should be in contact with the MHC to ensure that these concerns are being met and steps should be taken to encourage provincial governments to sensitize health services to cultural diversity.

Regional Industrial Expansion

The department should be sensitive to the needs in certain industries where large numbers of single ethnic communities are employed. Expansion or reduction of these industries affect entire groups. Examples of such industries are construction, garment and clothing, food and restaurants.

The multicultural and multilingual workforce should be promoted by Investment Canada when seeking foreign investment.

Agriculture

The situation of immigrant farm workers in British Columbia and other provinces has been of concern for many years. These workers have little or no legislative protection and their working and living conditions and wages have historically been far below acceptable standards. While labour legislation is of concern here, the Department of Agriculture should also be taking interest in the conditions of these farm workers.

Regulatory Affairs

The new operation on regulatory affairs should remove and prevent regulations that have a negative cultural, racial or religious bias, and should not remove any regulations intended to overcome past injustices such as affirmative action.

Indian Affairs and Northern Development

The Canadian Ethnocultural Council has increased communication with the four national native organizations in an effort to increase cooperation on issues of common concern such as employment equity and Heritage Language retention. Further, the Canadian Ethnocultural Council supports these organizations on fundamental issues such as land claims and self-government. The Minister and the department should not fail to make the connections between native affairs and multiculturalism where appropriate.

Treasury Board

The Treasury Board is directly involved in employment equity in the public service and in Crown corporations.

We are pleased to note the positive response of the President of the Treasury Board in his response to the Canadian Ethnocultural Council's request to establish the Advisory Committee to the President of the Treasury Board on the Employment of Visible Minorities in the Public Service of Canada. The annual report of all departments and Crown corporations should be made public, and the employment opportunities of non-visible minorities in the public service should be studied.

The plans to update the Canadian education equivalences of foreign degrees are much needed and the results should be made available to the private sector.

Solicitor General

Recommendations 47 to 51 of *Equality Now!* (see Appendix G) identified the need to improve hiring and personnel practices in the Royal Canadian Mounted Police and the Correctional Services, and to improve personnel, cross-cultural and management services. We look forward to the implementation of these recommendations.

Finance

As noted under the section on National Revenue, ethnocultural organizations should be able to receive charitable status.

There is also a need for the Minister of Finance to include ethnic organizations such as the Canadian Ethnocultural Council in his pre-budget consultations.

Tourism

The recent announcement by the Minister of State for Tourism regarding the advantages of multiculturalism in Canada for the tourist industry is welcome.

We urge that our unique multiculturalism be used increasingly to enhance tourism, and we are encouraged to note that a former Multiculturalism Minister has carried the multiculturalism principles to his new portfolio.

Fitness and Amateur Sport

We urge this department to realize the multicultural concerns in sport.

Labour

This department also has responsibilities in the area of affirmative action and employment equity, and working with the provinces to ensure that health and safety standards are publicized in a multilingual manner to employers and employees.

Labour standards legislation (e.g. *Canada Labour Code*) should provide recognition of religious holidays and observances.

Status of Women

The Minister and the Canadian Advisory Council on the Status of Women (CACSW) should be more cognizant of the needs of ethnic and visible minority women, and ensure that their concerns are given high priority. It is essential that approximately one-third of the members on CACSW be from ethnic and visible minority groups.

Small Business

Over half of the small businesses in Canada are ethnic owned and we welcome the efforts by the Multiculturalism Minister to advance the interests of this sector. It is essential for the Minister of State for Small Business to be much more involved in this area and ensure that his department and the Federal Business Development Bank appropriately respond to the needs of ethnic business persons.

Secretary of State

The Secretary of State has responsibility to promote citizenship and provide facilities for people to become Canadian citizens.

The department also has responsibility in the area of human rights and the *Charter* and should be in regular contact with ethnic organizations to be aware of their concerns. Other areas such as Federal-Provincial Fiscal Arrangements (especially for post-secondary education), the *Canada Students' Loan Act*, protocol matters and the Canadian Studies Program should be more attentive to multiculturalism.

Youth

The Minister and the Youth Secretariat have responsibility to ensure that the concerns of visible and ethnic minority youth are given adequate consideration, especially in terms of gaining permanent and meaningful employment.

The Secretary of State in consultation with the Youth Minister should ensure via transfer payment agreements, that the education system is fully sensitive to the needs of, and benefits gained from ethnic minority youth.

Consumer and Corporate Affairs

The department should be aware of the consumer habits and needs of ethnocultural communities, and prepare multilingual information for consumer and corporate issues.

International Trade

The international trade negotiations can be greatly benefitted by increasing the use of ethnic Canadians in international trade missions to provide much needed knowledge of language, culture, producer norms and consumer habits.

Communications

The Arts and Culture Branch in this department and the relevant agencies and regulatory boards have historically given far too little attention to the cultural concerns of ethnic communities. There is a serious need for agencies and task forces to have more ethnic Canadians involved. It is essential that the federal Multiculturalism Minister attend the annual federal-provincial meetings of ministers of culture so that these meetings properly address the cultural concerns and contributions of ethnic communities.

The Canada Council does not give adequate attention to applications from ethnic artists and needs to be sensitive to the different formats in the art and theatre of various ethnic groups.

The National Museums need to provide more attention to the historical contribution of ethnic groups and the Canadian Centre for Folk Culture Studies Section should receive adequate funding.

The Public Archives of Canada should ensure adequate funding for the National Ethnic Archives Section and ensure that they are not faced with any cutbacks, since it already operates with extremely limited funding.

The National Arts Centre needs to ensure activities representing various ethnic groups especially at special gala and televised events. While the centre has become more sensitive, there is room for improvement.

The *Broadcasting Act* and the Canadian Broadcasting Corporation should ensure that ethnic diversity is given sufficient attention in terms of personnel portrayal and content. The Act must incorporate the principles of multiculturalism in a substantial manner as it does other fundamental policies of the federal government such as regional parity and bilingualism.

Other agencies associated with this department should be actively promoting relevant aspects of multiculturalism, especially the Canadian Radio-Television and Telecommunications Commission (CRTC), the Cultural Property Export Review Board, the National Film Board, the National

Library (especially the Multilingual Biblioservice) and the Social Sciences and Humanities Research Council.

Financial Institutions

The Minister of State for Finance and her or his officials should be attuned to the difficulties faced by ethnic Canadians and ethnic businesses in receiving loans, and should be aware of the ethnic needs and the contribution of ethnic-based credit unions.

Supply and Services

As in the case of Public Works there is a need for the department to furnish lists and develop a data base of ethnic and visible minority contractors who would be eligible for government contracts.

Census Canada which comes under this Minister also needs to ensure that census questions identify ethnic and visible minorities as accurately as possible. Multilingual efforts at promoting (and advertising) the census, and multilingual response forms are essential.

The House of Commons

The Canadian Ethnocultural Council is pleased with recommendations of the McGrath Committee on the Reform of the House of Commons regarding the Prayers in the House. Recommendation 7:12 states:

> We recommend that the Speaker of the House be charged with inviting, on the advice of parliamentarians, representatives of Canada's various religious faiths to lead the House in a prayer appropriate to their faith, at the commencement of each day's sitting. We also recommend that the public be admitted to the galleries prior to the prayer.

We encourage this recommendation be implemented as soon as possible, and offer our assistance to the Speaker in contacting persons from the various religions.

The Library of Parliament should ensure that it has a substantial number of books on matters pertaining to multiculturalism and similarly an adequate number of studies should be commissioned for the benefit of parliamentarians, committees and the public.

Facilities should also be provided for members to speak in various Heritage and Native Languages provided that translators are given a text of the speech in an official language.

The House also receives direct reports from independent agencies such as the Canadian Human Rights Commission, Commissioner for Official Languages, the Information and Privacy Commissioners and the Chief Electoral Officer, and should ensure that the multicultural aspects are suitably addressed.

APPENDIX E

SUMMARY OF PROVINCIAL POLICIES ON MULTICULTURALISM*

* Based on information received from the Library of Parliament, Multiculturalism Canada and provincial government publications.

BRITISH COLUMBIA

Principles/Objectives

n/a*

Legislation

n/a

Key Minister

none

Key Department

The Cultural Heritage Advisor is the senior official
— Provides link between government and cultural communities and some grants to multicultural rather than unicultural activities
— Tourism, Recreation and Culture

Advisory Body

none

Coordinating Mechanism

Cabinet Committee on Cultural Heritage includes:
— Minister of Human Resources, Labour, Education, Provincial Secretary and Minister of Government Services
— Parallel committee of public servants includes Ministries of Health, Consumer and Corporate Affairs, and Intergovernmental Relations in addition to above departmental officials

Programs

n/a

Other Departments

Human Resources:
— Grants provided for social service needs

Education:
— English as a Second Language instruction assistance was terminated in 1985
— Some assistance for Heritage Languages

* n/a: not applicable

Provincial Museum:
— Curator of ethnology and linguistics

Human Rights Commission

— The British Columbia Human Rights Commission was abolished in 1983 and replaced by a smaller structure, the Human Rights Council
— Headquarters in Victoria, Regional office in Vancouver

ALBERTA

Principles/Objectives

Principles:
— Give Albertans increasing pride and identity as people and unite them through understanding and sharing of cultural diversity
— Preserve cultural wealth of past
— Cultural diversity is seen as a positive dynamic force and strength for Alberta in developing relationships within and outside the country
— Different cultural groups can live side by side but maintain their diverse identities
— To encourage full participation in community life by all citizens, thereby acknowledging value of cultural heritage to community life
— To encourage cultural expression as means of achieving harmony and unity
— To support efforts of volunteers within ethnocultural communities
— To foster sharing, enhancement and preservation of cultural expressions which promote tolerance and understanding

Legislation

Alberta Cultural Heritage Act (1984)
Department of *Culture Amendment Act* (Bill introduced 1987)

Key Minister

Minister of Culture

Key Department

— Department of Culture and Multiculturalism (headed by Assistant Deputy Minister)
— Alberta Cultural Heritage Foundation, established in 1978, administers funding programs based on lottery funds

Advisory Body

Alberta Cultural Heritage Council (statutorily-included in *Alberta Cultural Heritage Act*), includes elected representatives and members appointed by the Minister.

Coordinating Mechanism

— Cabinet Committee on Cultural Heritage, includes Ministers of Culture (chair), Attorney General, Advanced Education, Education, Labour, Manpower, Caucus Chairman (Edmonton and Calgary)

Programs

— Cultural Heritage development in the artistic, historical, Heritage Language, social, economic and educational areas
— Interrelate with other departments and agencies on these related matters
— Act includes designation of "Alberta — Heritage Day", the first Monday in August

Other Departments

— Through the Cabinet Committee on Cultural Heritage some other departments are involved in issues relating to multiculturalism

Human Rights Commission

— Alberta Human Rights Commission
— Headquarters in Edmonton, regional offices in Edmonton and Calgary

SASKATCHEWAN

Principles/Objectives

— To encourage multiculturalism in the province and to provide assistance to individuals and groups to increase opportunities to learn about their cultural heritage and the contributions of other groups in the province

The provincial government:
— Recognizes that over 50% of the population have origins other than British or French
— Recognizes ethnic/cultural diversity of province and contribution from their pluralistic heritage
— Recognizes "individuals" freedom to choose extent to which they wish to be aware of their ethnic/cultural heritage and to which they wish to promote it within society
— Recognizes its role in ensuring all citizens able to participate in life of province, that barriers to participation be removed and that there is no room for cultural or racial discrimination
— Recognizes its role in encouraging spirit of intercultural awareness and appreciation in province
— Recognizes role in encouraging institutions in province, both public and private, to acknowledge and respond to multicultural nature of society
— Community has central role in defining, and delivering multicultural programs
— Recognizes multiculturalism as a province-wide concern and need for coordinating mechanism

Long Term Objectives: make Saskatchewan residents aware of multicultural heritage and traditions and create tolerant, accessible society allowing people to freely live cultural traditions they choose.

Legislation

The *Saskatchewan Multicultural Act* (1974)

Key Minister

Minister of Culture and Recreation

Key Department

— Arts and Multicultural Division in Department of Culture and Recreation
— Grants reviewed by Saskatchewan Multicultural Advisory Council

Advisory Body

The Saskatchewan Multicultural Advisory Council was established in *Saskatchewan Multicultural Act* (1974).

Coordinating Mechanism

The Ministers' Committee on Multiculturalism (July 1986), includes Ministers of Culture and Recreation (chair), Education, Advanced Education and Manpower, Labour, Justice, Social Services and others as needed.

Programs

— Cultural Assistance
— Cultural Festivals
— Heritage Language Program
— Hosting Grant
— Museum Assistance Program
— Historic Sites Program

Other Departments

Through the Ministers' Committee on Multiculturalism some departments have programs relevant to multiculturalism.

Human Rights Commission

— Saskatchewan Human Rights Commission
— Headquarters in Saskatoon, regional offices in Regina and Prince Albert

MANITOBA

Principles/Objectives

— Multiculturalism as practice or policy pertains to every component of government
— Effective development and implementation of multicultural policy through community consultation and participation
— Redress social and ethnic inequality by identifying and removing economic, social, and political barriers to equal participation
— Eradicate ethnic and racial discrimination
— Create climate in which multiculturalism readily applies to all aspects of Manitoba life and society
— Assure proactive role in protection of minority rights (policy currently being reviewed)

Legislation

Manitoba Intercultural Council Act (1983)
(Covers purposes and administrative matters of the Council only)

Key Minister

Minister of Culture, Heritage and Recreation

Key Department

Culture, Heritage and Recreation

Advisory Body

Manitoba Intercultural Council. The Council presently has 52 members. The majority is elected by community and regional multicultural groups with a maximum of 1/3 appointed by the Minister. The Minister chooses the chairman from the elected 15 member executive council.

Coordinating Mechanism

The Ethnic Committee of Cabinet includes Ministers of Culture, Heritage and Recreation (chair), Attorney General, Civil Service Commission, Community Services, Education, Employment Services and Economic Security.

Programs

Culture, Heritage and Recreation:
— Project and operational funding
- Group Development
- Cultural retention
- Supplementary Heritage Language classes

Other Departments

Education:
— Multiculturalism in Education program, including "Multiculture Educational Resource Centre"
— Heritage Language programs including bilingual schools to Grade 10 - English with Ukrainian, German and Hebrew

Employment Services and Economic Security (Immigrant Access Service Unit):
— Refugee services in employment, child and family health, income security and access to community services

Manitoba Arts Council: secondary source of funding
— Program categories include: grants to organizations, Artists in the School, Creative Arts Program, Student Aid Program, and Special Projects

Human Rights Commission

— Manitoba Human Rights Commission
— Headquarters in Winnipeg, regional offices in Brandon and The Pas

ONTARIO

Principles/Objectives

— Equality of all Ontarians
— Universal access to government services and full opportunity to participate in government programs
— Cultural retention and sharing in each group preserves its distinct identity while all enjoy richness of diverse values
— Equality of members of society in terms of enjoyment of rights and fulfilment of obligations
— Freedom of access to public services and facilities
— Right of individuals and groups to maintain and develop their ethnocultural heritage (policy currently being reviewed)

Legislation

Ministry of Citizenship and Culture Act (1982) (some attention to sharing of pluralistic cultural heritage)

Key Minister

Minister of Citizenship and Culture

Key Department

Citizenship and Culture

Advisory Body

Ontario Advisory Council on Multiculturalism and Citizenship. It has 60 members appointed by order in council. The Council was established by order in council in 1973.

Coordinating Mechanism

The Cabinet Committee on Race Relations includes Attorney General (chair), Solicitor General and Correctional Services, Citizenship and Culture, Housing, Skills Development, Colleges and Universities.

Programs

Ministry of Citizenship and Culture:
(Three branches)
— Newcomer Services Branch:
Facilitates settlement and integration of newcomers in order that they may participate in economic, social and cultural life of province
— Citizenship Development Branch:
Fosters climate of mutual understanding, appreciation and respect among diverse peoples of Ontario
— Native Community Branch:
Consultative agency which works with Native communities and organizations to encourage self-reliance and participation in life of province

Wintario (lottery) funds are also available to ethnic organizations for cultural training, skills development, publishing and office equipment.

Other Departments

Ministry of Education:
— Heritage Language program to maintain and develop ethnocultural language skills

Ministry of the Attorney-General:
— Recognizes need for access by witnesses in court proceedings to scriptures of their religion; also takes cognizance of religious holidays of participants in court proceedings

Minister of Correctional Services:
— Makes provision for special diets for inmates with religious/ethnic requirements and certain religious holidays accommodated

Ministry of Natural Resources:
— Encourages participation of cultural groups related to demonstrations and displays

Ministry of Community and Social Services:
— Provides funding to variety of charitable homes for aged under auspices of particular ethnic or cultural groups; pilot project on prenatal care for Portuguese women

Ministry of the Environment:
— Information distributed in Italian, Greek, Portuguese and Chinese

Ministry of Labour:
— Race Relations Division of Ontario Human Rights Commission established to address problems of racial, ethnic and religious discrimination and inter-group tension and conflict

Ontario Housing Corporation:
— Provides space and encourages tenants to organize special multicultural activities

Human Rights Commission

— Ontario Human Rights Commission
— Headquarters in Toronto, regional offices in Hamilton, Sault Ste. Marie, Kingston, Kenora, Scarborough, St. Catharines, Kitchener, Sudbury, London, Thunder Bay, Mississauga, Timmins, Ottawa and Windsor
— Also has Race Relations Division with Race Relations Officers for several regional offices

QUEBEC

Principles/Objectives

— Quebec seen as a distinct society within Canada
— This society with a francophone majority is threatened as a minority in Canada and North America
— Quebec is a pluralistic society and views presence of cultural minorities as an asset
— Quebecers attach enormous value to equality of individuals
— Preservation of Quebec's French character; necessary for all cultural communities to be able to communicate together in French
— Respect for principle of equality of individuals; equal treatment regardless of cultural, linguistic, racial or religious origins; creation of adaptation services to promote harmonious integration of immigrants into Quebec society and French-speaking majority; equality of access to public services; establishment of mechanisms for redressing inequalities and positive discrimination in favour of members of cultural communities
— Development of cultural communities in exchanges and their rapprochement with francophone community; maintenance and development of cultures of origin; development of mechanisms to bring communities closer to francophone majority; coordination among agents in cultural communities to establish climate of openness and understanding
— Full participation by communities in national life

Legislation

Ministère des Communautés culturelles et de l'immigration Act (1981)
Quebec Human Rights Charter (1982)
Conseil des Communautés culturelles et de l'immigration Act (1985)

Key Minister

Minister of Cultural Communities and Immigration

Key Department

Communautés culturelles et de l'immigration

Advisory Body

Conseil des Communautés culturelles et de l'immigration. It is made up of 15 appointed members with a full-time president and vice-president.

Coordinating Mechanism

Interdepartmental Committee for Cultural Communities and Immigration. Established by the Act (1985), it consists of senior officials including the Deputy Minister of Cultural Communities and Immigration and officials from Cultural Affairs, Social Affairs, Communications, Education, Public Service and Manpower and Income Security.

Programs

— Triple objective of maintaining the cultures, bringing the communities close together, and equality for all
— Minister (through Deputy) heads Interdepartmental Committee. The Council reports to him
— Funding for integration, access to social services, group development, experimental projects, Heritage Languages, ethnic media, etc.
— Budget in 1983-84 just over $2 million
— Capital funding for community centres determines intake of immigrants

Other Departments

Other departments involved in some areas are coordinated through the above noted interdepartmental committee.

Human Rights Commission

Commission des droits de la personne du Québec, has its headquarters in Montreal and regional offices in Quebec City, Hull, Sept-Îles, Rouyn and Sherbrooke.

NEW BRUNSWICK

Principles/Objectives

— Equality for all notwithstanding racial, ethnic or national origin
— Appreciation of all cultural values, tolerance and understanding
— Preservation and sharing of cultural heritage
— Ensuring access to services and full participation in the economic and political life of the province

— Elimination of barriers to full participation
— Assistance to newcomers
— Increase public awareness and understanding of the multicultural composition of the province

Legislation

n/a

Key Minister

Minister of Labour and Human Resources and Minister of Historic and Cultural Resources

Key Department

Cultural Development Division in Department of Historic and Cultural Resources; and Department of Labour and Human Resources

Advisory Body

The Ministerial Advisory Committee on matters pertaining to the multicultural nature of New Brunswick, (April 1986) is appointed by the Minister responsible for multiculturalism based on advice from community organizations.

Coordinating Mechanism

n/a

Programs

— Groups eligible for grants up to $350.00

Other Departments

n/a

Human Rights Commission

The New Brunswick Human Rights Commission has its headquarters in Fredericton and regional offices in Campbellton, Saint-John and Moncton.

NOVA SCOTIA

Principles/Objectives

— Province recognizes responsibility to assist in preservation of its many cultures and traditions
— Recognizes value of multicultural mosaic and is committed to ensuring all Nova Scotians have opportunity to achieve their full potential
— Creates better awareness of province's cultural mosaic
— Reduces stereotyping, discrimination and prejudice
— Demonstrates values of differences and similarities
— Integrates ethnic groups within economic and social mainstream
— Encourages understanding, learning and sharing of cultural values and traditions

Legislation

n/a

Key Minister

Minister of Culture, Recreation and Fitness

Advisory Body

n/a

Coordinating Mechanism

n/a

Programs

— Statement of principle recognizes a responsibility to assist ethnocultural groups to identify and preserve elements of their cultural heritage, and to ensure that all citizens have the opportunity to achieve their full potential
— Provides core funding to Multicultural Association of Nova Scotia
— Provides support to ethnocultural organizations for their programs and activities

Other Departments

Social Services:
— Core funding to Black United Front, but not under multicultural guidelines
— Program Coordinator for Day Care develops special programs for retention of local traditions and linguistic patterns while developing formal language skills

Department of Development:
— Black Business Opportunity Program to provide black entrepreneurs with skills and financial assistance
— Similar program for women - hope to attract minority women

Human Rights Commission

The Nova Scotia Human Rights Commission has its headquarters in Halifax and regional offices in Digby, Sydney and New Glasgow. It includes a Division of Ethnic Services and Multicultural Services active in "Multiculturalism in Education" matters.

Principles/Objectives

— Prince Edward Island takes historical view of culture and community; important distinction made between general cultural identity, evolved over centuries, and contemporary cultural/social landscape
— Federal multicultural policies of limited value in understanding or explaining Island Culture, but has application in promoting social equality and multiracial harmony
— Provincial policy being developed

Legislation

n/a

Key Minister

Minister of Community and Cultural Affairs

Key Department

Cultural Affairs Division in Department of Community and Cultural Affairs

Advisory Body

n/a

Coordinating Mechanism

n/a

Programs

— Promotes understanding and appreciation of Island culture and community life
— Extends planning and financial assistance to groups and organizations involved in arts, heritage and cultural industries
— Has traditionally dealt with aspects of multiculturalism such as the performing and visual arts
— Cultural programs have been reviewed with view to establishing a multicultural policy
— P.E.I. Council of the Arts administers a grants program funded by the Department

Other Departments

Education:
— Officials are working toward a policy on Multiculturalism in Education in conjunction with P.E.I. Multicultural Education Association. The new policy is a major development and provides for fair portrayal of all cultural groups in the curriculum guide
— Multicultural publication for Island schools launched recently

Industry:
— Now responsible for English as a Second Language and immigrant settlement and adaptation
— Supporting teachers of English as a Second Language by assisting financially with the sponsoring of a provincial conference, and the printing and mailing of a monthly newsletter

Health and Social Services:
— Intergenerational Program sponsoring, through its community-based services for the elderly, two projects: "Native Heritage Month"
"Our elders come to school, multi-heritage project"

Justice:
— Administers the *Human Rights Act*

— Newly established Community Legal Aid Worker program includes activities which focus on "Basic Legal Training for Immigrants"

Tourism:
— Attempting to make appropriate referrals for translation services, via the P.E.I. Multicultural Council

Human Rights Commission

— Prince Edward Island Human Rights Commission
— Headquarters in Charlottetown

NEWFOUNDLAND

Principles/Objectives

— No formalized policy on multiculturalism exists at present, although support for all cultural groups within province provided through Newfoundland and Labrador Multicultural and Folk Arts Council

Legislation

n/a

Key Minister

Minister of Culture, Recreation and Youth

Key Department

Culture, Recreation and Youth

Advisory Body

n/a

Coordinating Mechanism

n/a

Programs

— Cultural Affairs Division has traditionally dealt with the "Cultural" aspects of multicultural activities
— Through the Newfoundland and Labrador Multicultural and Folk Arts Council, project funding to many of the organizations that we have also supported

Other Departments

Department of Career Development (new department):
— Now responsible for the Adult Education Division and English as a Second Language and related aspects of immigrant settlement and adaptation

Department of Education:
— University courses in Heritage Languages and special interests

Department of Social Services:
— Members of the Special Needs Refugee Agreement Committee

Tourism:
— Folk Arts tradition has been developed as a tourist attraction
— Regional folk festivals around the province

Human Rights Commission

— Newfoundland Human Rights Commission
— Headquarters in St. John's

APPENDIX F

REVIEW OF FUNDING OF MULTICULTURALISM AND SELECTED PROGRAM COMMITMENTS OF THE DEPARTMENT OF SECRETARY OF STATE

GRANTS AND CONTRIBUTIONS 1980-81/1985-86

($000's)

	1980-81		1981-82		1982-83		1983-84		1984-85		1985-86		1986-87
	Final Budget	Expend.	Final Budget	Expend.	Final Budget	Expend.	Final Budget	Expend.	Final Budget	Expend.	Final Budget	Expend.	Final Budget
GRANTS													
Promotion of Official Languages	1,394.0	1,394.0	1,474.0	1,473.2	1,474.0	1,469.8	2,584.6	2,566.2	2,270.0	2,025.4	2,334.3	1,848.7	2,034.9
Official Languages Communities	7,986.3	7,978.1	5,065.2	5,062.2	6,827.3	5,641.6	7,119.6	6,734.1	18,441.0	18,351.3	17,573.3	17,055.7	16,784.3
Sub-total	9,380.3	9,372.1	6,539.2	6,535.4	8,301.3	7,111.4	9,704.2	9,300.3	20,711.0	20,376.7	19,907.6	18,904.4	18,819.2
Citizens Participation													
Women's Program	1,200.0	1,198.4	2,843.2	2,843.1	2,746.0	2,742.4	3,098.8	3,062.6	7,843.0	7,763.2	11,370.4	9,651.3	11,190.3
Open House Canada	6,100.0	6,069.2	7,790.3	7,790.3	9,105.0	8,752.0	8,241.0	8,286.0	8,665.0	8,617.3	6,342.4	6,293.8	5,702.9
International Youth Year									3,425.5	3,256.6	6,658.5	6,187.5	—
Disabled persons			353.3	358.4	536.0	534.0	400.7	400.2	832.0	831.6	940.9	837.0	3,661.0
Disability Referral Service									200.0	200.0	30.0	30.0	206.0
Sub-total	7,300.0	7,267.6	10,986.8	10,991.8	12,387.0	12,028.4	11,740.5	11,748.8	20,965.5	20,668.7	25,342.2	22,999.6	20,760.2
Native Citizens													
Friendship Centres	5,870.6	5,866.4	597.3	595.9	612.0	594.2	435.0	435.0	11,457.3	11,449.0	11,549.0	11,349.8	NA
Native Women	704.7	704.6	897.0	897.0	892.0	887.5	943.3	936.5	1,674.3	1,633.4	1,799.9	1,412.3	NA
Native Communications	1,874.4	1,874.4	2,643.0	2,642.6					2,548.2	2,473.9	2,328.6	2,078.5	NA
Aborig. Rep. Organizations									7,410.3	7,359.1	9,495.4	9,484.8	NA
Native Social and Cultural	802.3	801.8	982.7	981.3	1,155.0	1,128.7	2,247.7	2,179.6	2,182.6	2,170.1	2,067.2	1,526.9	NA
Sub-total	9,252.0	9,247.2	5,120.0	5,116.8	2,659.0	2,610.4	3,626.0	3,551.1	25,272.7	25,085.5	27,240.1	25,852.3	26,124.2
Multiculturalism	6,056.0	6,045.4	5,877.2	5,876.9	5,860.5	5,831.9	9,730.0	9,066.8	20,052.0	13,961.8	14,752.7	12,561.9	14,805.2
Total Grants	31,988.3	31,932.3	28,523.2	28,520.9	29,207.8	27,582.1	34,800.7	33,667.0	87,001.2	80,092.7	87.242.6	80,318.2	

Finance Branch November 06, 1986, Secretary of State Canada.

GRANTS AND CONTRIBUTIONS 1980-81/1985-86

($000's)

	1980-81		1981-82		1982-83		1983-84		1984-85		1985-86	
	Final Budget	Expend.	Final Budget	Expend.	Final Budget	Expend.	Final Budget	Expend.	Final Budget	Expend.	Final Budget	Expend.
CONTRIBUTIONS												
Native Citizens												
Northern Nat. Broadcast							4,387.0	4,288.7	7,152.0	7,138.5	9,028.0	8,587.3
Friendship Centres	11,495.4	11,444.3	20,527.2	20,357.4	22,566.0	22,451.0	27,699.6	27,667.3	3,677.1	3,218.9	4,507.2	4,433.9
Native Women	180.0	180.0	168.1	137.1	235.5	235.5	281.6	217.6	491.9	490.9	495.6	495.6
Native Communications					3,277.5	2,960.1	3,620.7	3,292.4	1,085.6	984.4	1,834.6	1,513.4
Aborig. Rep. Organizations									7,315.0	7,271.6	5,195.4	5,204.6
Aborig. Constitutional Funding	1,360.0	1,359.8	1,360.0	1,360.0	2,810.0	2,809.9	3,750.0	3,650.0	3,940.0	3,924.0	3,940.0	3,913.1
NWT Official and Aborig. Lang.											1,900.0	3,367.0
Indian Act Revision					250.0	250.0	65.0	65.0				
Indian Tribal Councils in B.C.							1,800.0	1,777.1				
Sub-total	13,035.4	12,984.1	22,055.3	21,854.5	29,089.0	28,706.5	41,603.9	40,958.1	23,661.6	23,028.3	26,900.8	25,514.9
Multiculturalism	1,810.4	1,739.5	2,409.3	2,408.2	3,443.6	3,331.8	5,556.0	5,287.24	4,417.0	4,409.7	3,819.0	3,577.1
Total Contributions	213,342.1	207,204.1	232,596.3	227,749.3	249,753.9	249,023.6	294,491.7	290,948.6	292,098.0	289,152.2	277.277ē5	274,142.4

GRANTS AND CONTRIBUTIONS 1980-81/1985-86

($000's)

	1980-81		1981-82		1982-83		1983-84		1984-85		1985-86		1986-87
	Final Budget	Expend.	Final Budget	Expend.	Final Budget	Expend.	Final Budget	Expend.	Final Budget	Expend.	Final Budget	Expend.	Final Budget
CONTRIBUTIONS													
Promotion of Official Languages			500.0	500.0	473.7	473.7	1,265.4	1,148.1	2,375.0	1,775.2	3,587.2	3,135.0	5,306.3
Official Languages Communities	7,013.7	7,004.9	11,834.8	11,834.8	13,616.5	13,614.5	14,919.4	14,827.1	2077.0	1,971.2	2,962.1	2,891.5	2,109.7
Official Languages in Education	179,023.0	173,016.0	178,585.7	173,945.6	176,822.5	176,705.9	196,088.0	193,703.1	204,051.1	202,652.6	215,198.0	214,459.4	217,388.4
Sub-total	186,036.7	180,020.9	190,920.5	186,280.4	190,912.7	190,794.1	212,272.8	209,678.3	208,503.1	206,399.0	221,747.4	220,2485.9	224,804.4
Citizens Participation													
Women's Program			350.5	350.5	540.5	535.5	1,145.2	1,145.2	1,059.0	8733.5	1,128.3	1,118.0	1,258.2
Open House Canada	3,644.1	3,644.1	4,686.0	4,681.3	5,526.6	5,414.2	4,752.0	4,717.8	4,757.3	4,741.7	3,806.0	3,732.7	3,792.5
Katimavik	8,815.5	8,815.5	12,054.4	12,054.4	19,900.0	19,900.0	28,762.0	28,762.0	49,700.0	49,700.0	19,700.0	19,537.8	4,100.0
Disabled persons			120.3	120.0	341.5	399.8	399.8						
Disability Referral Service											176.0	176.0	—
Canadian Youth Foundation													1,000.0*
Sub-total	12,459.6	12,459.6	17,211.2	17,206.2	26,308.6	26,191.2	35,059.0	35,024.8	55,516.3	55,315.2	24,810.3	24,564.45	10,150.7

* One year *only*

MARCH 31ST AUTHORIZED PERSON-YEARS

National Level Only	1978	1979	1980	1981	1982	1983	1984	1985	1986
Promotion of Official Languages (Includes Official Languages Minority Groups)	34	46	45	42	34	37	34	37	36
Official Languages in Education	13	12	12	12	23	24	23	23	23
Women's Program	8	8	8	9	9	9	9	17	17
Youth			12	8	9	8	12	30	32
Disabled Persons						3	6	8	8
Native Citizens	20	20	22	24	23	23	29	27	27
Multiculturalism	33	37	37	37	36	40	46	45	59
* Regional Operations (Total) (Does not include Citizenship Courts or Citizenship Registration and Promotion)	133	133	148	152	167	175	184	186	192

* Regional Operations delivers all of the above programs across Canada.

MULTICULTURAL PROGRAM

FISCAL YEAR		ACTUAL EXPENDITURES* (000's)
1971-72	Grants and Contributions	875,000 (Immigrant Participation)
1972-73	Grants Contributions	N/A
1973-74	Grants and Contributions	2,726 (Multiculturalism)
1974-75	Grants and Contributions	8,183 (Multiculturalism and Group Understanding)
1975-76	Grants and Contributions	8,020 (Multiculturalism and Group Understanding)
1976-77	Grants	3,940
1977-78	Grants and Contributions	3,492 (Multiculturalism)
1978-79	Grants and Contributions	4,486 (Multiculturalism)
1979-80	Grants and Contributions	5,819 (Multiculturalism)
1980-81	Grants and Contributions	7,785 (Multiculturalism)
1981-82	Grants and Contributions	8,285 (Multiculturalism)
1982-83	Grants and Contributions	9,163 (Multiculturalism)
1983-84	Grants and Contributions	14,354 (Multiculturalism)
1984-85	Grants and Contributions	18,372 (Multiculturalism)
1985-86	Grants and Contributions	16,139 (Multiculturalism)

* Source: Main Estimates, Part III

APPENDIX G

RECOMMENDATIONS FROM "EQUALITY NOW!" (1984)

SOCIAL INTEGRATION

1. Employment and Immigration Canada should implement the new framework for immigrant language training.

2. The proposed Ministry of Multiculturalism should amend funding criteria for an organization or project for a second and third year with a minimum or resubmission preparation.

3. The proposed Ministry of Multiculturalism should increase and extend funding for both ethnic and racial group organizations and broadly based community organizations.

4. All government should continue to fund and support race relations and intercultural training and public education programs which are well researched and evaluated, fit the particular community they are designed for, have a long-term community development component and are systematically linked to existing programs.

5. The proposed Ministry of Multiculturalism should establish regional computer-based retrieval systems to act as clearing houses of information, experience and advice.

6. Governments should continue to fund community efforts which assist visible minority and immigrant women to become self-sufficient participants in the economic and social life of the community.

7. The federal governments should fund majority youth organizations which are prepared to modify their programs in ways that increase the participation of minority youth.

8. All governments should continue their support of multicultural, multiracial sharing events and publicize the process by which voluntary organizations have increased participation of visible minorities.

9. All chief electoral officers and governments should provide more information on the electoral process.

10. Political parties should increase the participation of visible minorities by developing more effective outreach programs.

11. The Canadian Federation of Municipalities should initiate a sharing of the models of broadly representative race relations committees.

EMPLOYMENT

12. The federal government should promote the hiring of visible minorities in the private sector by implementing the following five-year strategy:

    Over an immediate five-year period, make available subsidies and tax incentive programs for the hiring and training of visible minority persons and for the promotion of the voluntary adoption of affirmative action.

    During the course of this same five-year period, develop an adequate data base which will provide a labour profile on visible minority groups and assist in the implementation of affirmative action programs. The experience with affirmative action programs in Canada and elsewhere should also be studied.

    At the end of five years, review the incentives programs and the success of volontary affirmative action. Mandatory affirmative action should be introduced at this time if insufficient progress is detected under the voluntary programs.

13. All governments should redirect the resources and emphasis of youth programs so that visible minorities receive attention and assistance commensurate with the severity of their unemployment situation throughout Canada.

14. The federal government should introduce contract compliance legislation requiring contractors and subcontractors with federal government departments, agencies and Crown corporations to implement affirmative action programs for visible minorities. All other governments are urged to do the same.

15. The Federal Business Development Bank should develop an outreach program to ensure that visible minority businesses are served by its financial, management and counselling programs.

16. Supply and Services Canada should compile a directory of visible minority subcontractors, furnish this directory to all federal contractors, and require that visible minority enterprises be considered for subcontracting.

17. The federal government should, in cooperation with the provincial governments, investigate the methods and organizations for evaluating non-Canadian degrees and credentials, and the licensing and other practices of professions, trades and apprenticeships.

18. The federal government should urge the provincial Departments of Labour, Workers' Compensation Boards and other relevant federal and provincial departments to investigate immediately the working, housing, health and safety conditions for immigrant and itinerant farmworkers.

19. Government departments, agencies and Crown corporations should not use services of employment agencies which accept requests for "Whites Only".

20. The federal government should establish, in cooperation with the provinces, universities, and private industry, cross-cultural trade and communication centres within schools of business of several Canadian universities, in order to develop business and marketing skills within a multicultural environment.

PUBLIC POLICY

21. The federal government should use Governor-in-Council appointments to increase the participation of visible minorities on federal boards and commissions as well as in the senior management of the Public Service and Crown corporations.

22. The Treasury Board, as the employer under the *Public Service Act*, should immediately add visible minorities to the list of target groups for mandatory affirmative action.

23. The Canadian Human Rights Commission should conduct a study to determine the extent to which systemic discrimination exists in the Public Service, Crown corporations and those sections of the private sector which fall under federal jurisdiction.

24. Statistics Canada, in the 1986 minicensus and the 1991 decennial census, should include the requisite additional questions to elicit accurate data on visible minorities, these questions to be accompanied by an appropriate explanation of the purpose.

25. The federal government should immediately introduce in Parliament a Multiculturalism Act, creating a Ministry of Multiculturalism.

26. The House of Commons should amend Standing Order 69(1) to establish a Standing Committee on Multiculturalism.

27. The Canadian Multiculturalism Council should be reconstituted as the Advisory Council on Multiculturalism, with a mandate similar to that of the Advisory Council on the Status of Women.

28. Employment and Immigration Canada should take appropriate steps to ensure that members of visible minorities are not unduly singled out for unusual immigration procedures and that all such procedures are adequately explained to arriving persons and their awaiting relatives and friends.

29. Employment and Immigration Canada should conduct a comprehensive study of the current situation with respect to immigrants who have been admitted to Canada through the family reunification plan, to determine whether or not there are substantial differences between them and other immigrants in terms of their ability to successfully integrate into Canadian society.

30. External Affairs Canada should conduct a general review of its policy with respect to the location of offices and the procedures for processing applications in Third World countries from which Canada receives substantial numbers of immigrants and/or visitors.

31. Employment and Immigration Canada should conduct an immediate evaluation of its employment development programs and refine them accordingly; should expand such programs to include all visible minorities as a target group in their affirmative action component; and should pay particular attention to visible minority women, who are doubly disadvantaged.

32. The federal government should, when requested, and when the integrity of the program will not be compromised, accommodate its programs to the needs of unique ethnocultural cultural groups.

33. The Parliament of Canada should officially acknowledge the mistreatment accorded to the Japanese in Canada during and after World War II and the government of Canada should undertake negotiations to redress these wrongs.

34. Justice Canada should review the *War Measures Act* with a view to proposing the safeguards necessary to prevent a recurrence of the kind of mistreatment suffered by the Japanese in Canada during and after World War II.

JUSTICE

35. Justice Canada should prepare amendments to section 281.2(2) of the *Criminal Code* so that it is no longer necessary to show that an accused specifically intended to promote hatred, in order to obtain a conviction.

36. Justice Canada should prepare amendments to section 281.2(6) of the *Criminal Code* so that the consent of the provincial Attorneys General is no longer required for a prosecution in cases of public incitement of hatred.

37. Justice should prepare amendments to the *Criminal Code* so that it is clear that the burden of raising special defences is on the accused.

38. Justice Canada should prepare amendments to the *Canadian Human Rights Act* to allow the Canadian Human Rights Commission to deal with hate propaganda.

39. Justice Canada should prepare amendments to the *Canadian Human Rights Act* to give the Canadian Human Rights Commission jurisdiction to hear complaints dealing with the import and export of hate propaganda and its dissemination through the mails and on radio, television and cable services.

40. Justice Canada should prepare amendments to the *Criminal Code* to allow judges to impose an additional consecutive sentence when the principal criminal act is racially motivated.

41. All levels of government should mandate the appropriate Human Rights Commission to improve their outreach programs and establish race relations divisions, and the necessary funding should be provided.

42. Justice Canada should prepare amendments to sections 7 and 10 of the *Canadian Human Rights Act* so that they include remedies for the effects of systemic discrimination on visible minorities.

43. Justice Canada should prepare amendments to the *Canadian Human Rights Act* and the provinces should amend their anti-discrimination laws to allow a complainant the option of instituting civil litigation against a discriminator rather than making a complaint to the Human Rights Commission.

44. Justice Canada should prepare amendments to the *Canadian Human Rights Act* so that the commission is directly responsible to Parliament.

45. Justice Canada should undertake a review of the *Lord's Day Act* to ensure that any religious observance legislation is consistent with Canada's multi-religious character.

46. Canada should, after proper consultation with the provinces, make a declaration under article 14 of the International Convention on the Elimination of all Forms of Racial Discrimination and specify that complaints under article 4 should be considered as subject to the protections of the *Canadian Charter of Rights and Freedoms* and the *International Covenant on Civil and Political Rights*.

47. Solicitor General Canada should increase the representation of visible minorities in the RCMP through the removal of artificial barriers and the initiation of an active recruiting strategy. Other police forces should do likewise.

48. Solicitor General Canada should establish a career development program for visible minorities seeking to become special constables. All other police forces should do the same for visible minorities who are civilian community service officers.

49. The Solicitor General of Canada and his provincial and territorial counterparts should provide cross-cultural training for police, corrections administration, prison staff and judicial system personnel.

50. Solicitor General Canada should develop initiatives to involve members of visible minority communities in the planning and administration of correctional services.

51. Solicitor General Canada should develop initiatives to reduce the number of offenders in correctional institutions by utilizing alternatives to incarceration.

52. Justice Canada should continue to support the Native Courtworker Program and extend it to include members of other visible minorities.

MEDIA

53. The Department of Communications, when drafting the proposed new *Broadcasting Act* mentioned in the recent Speech from the Throne, should explicitly charge the Canadian Broadcasting Corporation to contribute to the development of national unity by promoting harmonious relations among the ethnic and racial groups which make up Canada's population.

54. The Department of Communications should require its major cultural agencies and agencies reporting to the department to support multicultural arts.

55. The Department of Communications should define "Canadian Content" in film, television and other media as including a dimension of Canadian multiculturalism.

56. The proposed Ministry of Multiculturalism should assist more non-governmental organizations in making prestigious annual awards for reportage, documentary, advertising or other areas which contribute to harmonious race relations.

57. The proposed Ministry of Multiculturalism should support in-service training in cross-cultural communication for media professionals and schools of journalism should provide mandatory courses in this area for student journalists.

58. All media should hire and promote minority persons to all levels of their staff, providing training where necessary, and suitable persons from visible minorities should be appointed to management, boards and self-regulating bodies.

59. Media institutions should expand their international reporting as recommended by the recent Royal Commission on Newspapers and improve the quality by broadening the perspectives of their editors and correspondents.

60. Press councils should increase their capability to deal with racist reporting and set standards for reporting on visible minorities for the print media.

61. The proposed Ministry of Multiculturalism should facilitate the establishment of a media watch by visible minority organizations.

62. The advertising industry should work towards adopting a policy of having all advertising and promotional material reflect the multicultural diversity of Canada and towards setting standards for portrayal of visible minorities in advertising similar to its standards for portraying women.

63. The Advertising Standards Council should develop a code for depicting visible minorities in print advertising.

64. The proposed Ministry of Multiculturalism should support research into the attitudes of the majority toward visible minorities appearing in advertising, and basic demographic and consumer information on visible minorities should be made available.

65. All levels of government, including Crown corporations, should adopt a multiracial policy in advertising and communications and should provide adequate resources, such as training, monitoring and evaluation, for the successful implementation of the policy.

66. The Department of Communications should ensure, in developing its long-range strategy for broadcasting and communications, that visible minorities have equal access to the new technology and that their concerns are represented in broadcasting content.

EDUCATION

67. The Secretary of State should encourage the provincial governments to urge their various school boards to develop and implement a race relations policy.

68. The Canadian Council for Multicultural and Intercultural Education should examine the hidden curriculum in order to ensure that no group is denied a sense of belonging and equality of opportunity.

69. The Canadian Council for Multicultural and Intercultural Education should promote respect for the observance of various national days and holy days of the cultures represented in the school population.

70. Boards of Education should introduce a home-school liaison officers program to assist the integration of students and parents into Canadian society.

71. The Canadian School Trustees Association should encourage all Canadian school boards to develop multicultural leadership programs for their students.

72. The proposed Ministry of Multiculturalism should launch a major educational campaign on the best methods for responding to racial harassment in schools and communities throughout Canada.

73. The proposed Ministry of Multiculturalism should support research on assessment procedures which are used to place students in occupational and academic streams in schools.

74. The proposed Ministry of Multiculturalism should encourage the establishment of an Interprovincial Co-Ordinating Committee to evaluate the legitimacy of teaching and resource materials for the purpose of determining the possible existence of cultural or racial bias.

75. The proposed Ministry of Multiculturalism should promote the development and use of teaching and resource material for facilitating more positive attitudes toward visible minorities within the Canadian school system.

76. The proposed Ministry of Multiculturalism should encourage the development of teacher education programs.

77. Governments and School Boards should introduce affirmative action programs to increase the number of visible minorities in teaching and administrative positions.

78. The proposed Ministry of Multiculturalism should provide further funding for research and development of:
Minimum standards for working in early childhood education;
Multicultural teaching materials for use in training programs;
Curriculum materials that would positively influence attitudes and values during the period of early childhood education.

79. The proposed Ministry of Multiculturalism should support post-secondary institutions that increase the participation of visible minorities in their programs.

80. The proposed Ministry of Multiculturalism should support the establishment of research centres and chairs of study.

APPENDIX H

BIBLIOGRAPHIC IDENTIFICATION NUMBERS

69. The Canadian Council for Multicultural and Intercultural Education should promote respect for the observancy of various national days, or holy days, of the cultures represented in the school population.

70. Boards of Education should introduce a home-school liaison officers program to assist the integration of students and parents into Canadian society.

71. The Canadian School Trustees Association should encourage all Canadian school boards to develop multicultural leadership programs for their students.

72. The proposed Ministry of Multiculturalism should launch a major educational campaign on the best methods for responding to racial harassment in schools and communities throughout Canada.

73. The proposed Ministry of Multiculturalism should support research on assessment procedures which are used to place students in occupational and academic streams in schools.

74. The proposed Ministry of Multiculturalism should encourage the establishment of an Interprovincial Co-ordinating Committee to evaluate the adequacy of teaching and resource materials for use in schools with respect to stereotypes or racial bias.

75. The proposed Ministry of Multiculturalism should promote the development and use of teaching and resource material for facilitating more positive attitudes toward visible minorities within the Canadian school system.

76. The proposed Ministry of Multiculturalism should encourage the development of teacher education programs.

77. Governments and School Boards should introduce affirmative action programs to increase the number of visible minorities in teaching and administrative positions.

78. The proposed Ministry of Multiculturalism should provide further funding for research and development of:
Minimum standards for teaching in early childhood education;
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79. The proposed Ministry of Multiculturalism should support post-secondary institutions that increase the participation of visible minorities in their programs.

80. The proposed Ministry of Multiculturalism should support the establishment of research centres and chairs of study.

BIBLIOGRAPHIC IDENTIFICATION NUMBERS

A. *INTRODUCTION AND OVERVIEW*

1. An Introduction to the Process of Program Review

B. *MANAGEMENT OF GOVERNMENT*

2. Procurement
3. Regulatory Programs
4. Regulatory Agencies
5. Real Property
6. Major Surveys

C. *SERVICE TO THE PUBLIC*

7. Canada Assistance Plan
8. Veterans
9. Education and Research
10. Job Creation, Training and Employment Services
11. Housing

D. *IMPROVED PROGRAM DELIVERY*

12. Citizenship, Labour and Immigration
13. Health and Sports
14. Justice System
15. Environment
16. Indian and Native Programs

E. *ECONOMIC GROWTH*

17. Agriculture
18. Services and Subsidies to Business
19. Transportation
20. Culture and Communications
21. Natural Resources


ARISTA NORDI
CH A BLONDE

Pursuant to Standing Order 99(2), the Committee requests that the Government table a comprehensive response to this Report within one hundred and fifty (150) days.

A copy of the relevant *Minutes of Proceedings and Evidence* of the Standing Committee on Multiculturalism (Issue No. 5 of the Second Session of the Thirty-third Parliament, which includes this report) is tabled.

Respectfully submitted,

Gus Mitges, M.P.
Chairman

MINUTES OF PROCEEDINGS

Tuesday, March 24, 1987
(22)

The Standing Committee on Multiculturalism met *in camera* at 9:35 o'clock a.m., in Room 307, West Block, this day, the Vice-Chairman, Bill Lesick, presiding.

Members of the Committee present: Ernie Epp, Bill Lesick, Ricardo Lopez, John Oostrom.

Other Member present: Edouard DesRosiers.

In Attendance: *From the Research Branch of the Library of Parliament*: William Sheridan, Research Officer. *From ATW-Management Communications*: Shyla Dutt; Andrew Cardozo, Consultants. Laverne Lewycky, Independent Consultant.

The Committee resumed consideration of its permanent Order of Reference as per Standing Order 96(3)(d). (*See Minutes of Proceedings and Evidence of Tuesday, October 21st, 1986.*)

The Committee resumed consideraton of a draft report.

At 12:02 o'clock p.m., the Committee adjourned to the call of the Chair.

Thursday, March 26, 1987
(23)

The Standing Committee on Multiculturalism met *in camera* at 9:30 o'clock a.m., in Room 553, Wellington Building, this day, the Chairman, Gus Mitges, presiding.

Members of the Committee present: Ernie Epp, Sergio Marchi, Gus Mitges, John Oostrom, Andrew Witer.

In Attendance: *From the Research Branch of the Library of Parliament*: William Sheridan, Research Officer. *From ATW-Management Communications*: Shyla Dutt, Consultant. Laverne Lewycky, Independent Consultant.

The Committee resumed consideration of its permanent Order of Reference as per Standing Order 96(3)(d). (*See Minutes of Proceedings and Evidence of Tuesday, October 21st, 1986.*)

The Committee resumed consideraton of a draft report.

At 11:20 o'clock a.m., the Committee adjourned to the call of the Chair.

Tuesday, March 31, 1987
(24)

The Standing Committee on Multiculturalism met *in camera* at 9:32 o'clock a.m., in Room 308, West Block, this day, the Chairman, Gus Mitges, presiding.

Members of the Committee present: Ernie Epp, Bill Lesick, Sergio Marchi, Gus Mitges, John Oostrom.

Acting Member present: David Daubney for John Oostrom.

In Attendance: *From the Research Branch of the Library of Parliament*: William Sheridan, Research Officer. *From ATW-Management Communications*: Shyla Dutt; Andrew Cardozo, Consultants.

The Committee resumed consideration of its permanent Order of Reference as per Standing Order 96(3)(d). (*See Minutes of Proceedings and Evidence of Tuesday, October 21st, 1986.*)

The Committee resumed consideraton of a draft report.

At 11:46 o'clock a.m., the Committee adjourned to the call of the Chair.

Thursday, April 2, 1987
(25)

The Standing Committee on Multiculturalism met *in camera* at 9:45 o'clock a.m., in Room 307, West Block, this day, the Chairman, Gus Mitges, presiding.

Members of the Committee present: Ernie Epp, Bill Lesick, Sergio Marchi, Gus Mitges, John Oostrom, Andrew Witer.

In Attendance: *From the Research Branch of the Library of Parliament*: William Sheridan, Research Officer. *From ATW-Management Communications*: Shyla Dutt; Andrew Cardozo, Consultants.

The Committee resumed consideration of its permanent Order of Reference as per Standing Order 96(3)(d). (*See Minutes of Proceedings and Evidence of Tuesday, October 21st, 1986.*)

The Committee resumed consideraton of a draft report.

At 11:00 o'clock a.m., the Committee adjourned to the call of the Chair.

Tuesday, April 7, 1987
(26)

The Standing Committee on Multiculturalism met *in camera* at 9:40 o'clock a.m., in Room 307, West Block, this day, the Chairman, Gus Mitges, presiding.

Members of the Committee present: Ernie Epp, Bill Lesick, Gus Mitges, John Oostrom, Andrew Witer.

In Attendance: *From the Research Branch of the Library of Parliament*: William Sheridan, Research Officer. *From ATW-Management Communications*: Shyla Dutt; Andrew Cardozo, Consultants.

The Committee resumed consideration of its permanent Order of Reference as per Standing Order 96(3)(d). (*See Minutes of Proceedings and Evidence of Tuesday, October 21st, 1986.*)

The Committee resumed consideration of a draft report.

By unanimous consent, it was agreed,—That the Chief Statistician and Officials from Statistics Canada be invited to appear before the Committee prior to the finalization of the 1991 census forms, to review the ethnocultural questions to be included in the census.

At 11:58 o'clock a.m., the Committee adjourned to the call of the Chair.

Wednesday, April 29, 1987
(27)

The Standing Committee on Multiculturalism met *in camera* at 3:55 o'clock p.m., in Room 306, West Block, this day, the Vice-Chairman, Bill Lesick, presiding.

Members of the Committee present: Ernie Epp, Bill Lesick, Sergio Marchi, Andrew Witer.

Acting Member present: Pauline Browes for Gus Mitges.

In Attendance: *From the Research Branch of the Library of Parliament*: William Sheridan, Research Officer. *From ATW-Management Communications*: Andrew Cardozo, Consultant.

The Committee resumed consideration of its permanent Order of Reference as per Standing Order 96(3)(d). (*See Minutes of Proceedings and Evidence of Tuesday, October 21st, 1986.*)

The Committee resumed consideration of a draft report.

By unanimous consent, it was agreed,—That the Committee write to the appropriate authority indicating its dissatisfaction with the fact that Estimates pertaining to the Multiculturalism Sector of the Secretary of State are not referred to this Committee for study.

At 5:30 o'clock p.m., the Committee adjourned to the call of the Chair.

Tuesday, May 5, 1987
(28)

The Standing Committee on Multiculturalism met *in camera* at 10:14 o'clock a.m., at Willson House, Meech Lake, this day, the Chairman, Gus Mitges, presiding.

Members of the Committee present: Ernie Epp, Bill Lesick, Gus Mitges, John Oostrom, Andrew Witer.

In Attendance: *From the Research Branch of the Library of Parliament*: William Sheridan, Research Officer. *From ATW-Management Communications*: Shyla Dutt; Andrew Cardozo, Consultants.

The Committee resumed consideration of its permanent Order of Reference as per Standing Order 96(3)(d). (*See Minutes of Proceedings and Evidence of Tuesday, October 21st, 1986.*)

The Committee resumed consideration of a draft report.

At 1:00 o'clock p.m., the meeting was suspended.

At 1:50 o'clock p.m., the meeting resumed.

By unanimous consent, it was agreed,—That the Committee authorize the expenditure of funds from the Committee budget to pay the costs incurred for the day-long working session held at Meech Lake.

On motion of Andrew Witer, it was agreed,—That the draft report, as amended, be adopted as the Committee's First Report to the House and that the Chairman be authorized to make such typographical and editorial changes as may be necessary without changing the substance of the report and that the Chairman be instructed to present the said report to the House.

It was agreed,—That the contract between the Committee and ATW-Management Communications dated October 25, 1986 be extended, under the same terms and conditions stated in that contract, until May 12, 1987, for an additional amount not exceeding $13,370.00, in order to complete the work related to the Committee's report.

At 7:30 o'clock p.m., the Committee adjourned to the call of the Chair.

Tuesday, May 12, 1987
(29)

The Standing Committee on Multiculturalism met *in camera* at 9:45 o'clock a.m., in Room 306 W.B., this day, the Chairman, Gus Mitges, presiding.

Members of the Committee present: Ernie Epp, Sergio Marchi, Gus Mitges, John Oostrom, Andrew Witer.

Acting Member present: Mel Gass for Bill Lesick.

In Attendance: *From the Research Branch of the Library of Parliament*: William Sheridan, Research Officer. *From ATW-Management Communications*: Shyla Dutt; Andrew Cardozo, Consultants.

The Committee resumed consideration of its permanent Order of Reference as per Standing Order 96(3)(d). (*See Minutes of Proceedings and Evidence of Tuesday, October 21st, 1986.*)

The Committee resumed consideration of a draft report.

At 11:50 o'clock a.m., the Committee adjourned to the call of the Chair.

Wednesday, May 20, 1987
(30)

The Standing Committee on Multiculturalism met *in camera* at 3:45 o'clock p.m., in Room 308 W.B., this day, the Chairman, Gus Mitges, presiding.

Members of the Committee present: Bill Lesick, Ricardo Lopez, Sergio Marchi, Gus Mitges, John Oostrom, Andrew Witer.

In Attendance: *From the Research Branch of the Library of Parliament*: William Sheridan, Research Officer. *From ATW-Management Communications*: Shyla Dutt; Andrew Cardozo, Consultants.

The Committee resumed consideration of its permanent Order of Reference as per Standing Order 96(3)(d). (*See Minutes of Proceedings and Evidence of Tuesday, October 21st, 1986.*)

The Committee resumed consideration of a draft report.

On motion of Andrew Witer, it was agreed,—That the Committee print 10,000 copies of its First Report to the House in tumble bilingual format with a distinctive cover.

On motion of Andrew Witer, it was agreed,—That pursuant to Standing Order 99(2) the Committee request that the Government table a comprehensive response to its First Report.

On motion of John Oostrom, it was agreed,—That the title of the Committee's First Report to the House shall be *Multiculturalism: Building the Canadian Mosaic.*

At 5:13 o'clock p.m., the Committee adjourned to the call of the Chair.

D.A. Landry,
Clerk of the Committee