

CONSEIL DES RELATIONS INTERCULTURELLES

**TOWARDS AN INTEGRATED SYSTEMS
APPROACH TO FIGHT AGAINST RACISM
AND OTHER FORMS OF DISCRIMINATION
IN QUEBEC**

*A CONSULTATION REPORT SUBMITTED
TO THE PUBLIC COMMISSION DE LA
CULTURE HEARINGS ON A GOVERNMENT
POLICY TO FIGHT AGAINST RACISM AND
OTHER FORMS OF DISCRIMINATION*

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INTRODUCTION

In this brief, the Conseil des relations interculturelles (Conseil) responds to the consultation document on a policy to fight against racism and discrimination¹ written by the ministère de l'Immigration et des Communautés culturelles (MICC).

The fight against racism and other forms of discrimination (FARD) experienced by ethnocultural minorities² has been part of the Conseil's concerns since the very beginning of its existence in 1984. Because of its own work over the years, the Conseil believes it crucial to take part in responding to the consultation document presented by the MICC and supports the urgency to move from reflection to action, as the MICC itself suggested in its consultation document. Even if several initiatives have already been undertaken and have been recognized, especially ones which sensitize people about the FARD in Québec, we need only mention the *Anti-Racism Action Week*, with which the Conseil has been associated, much of the research and intervention in fighting against racism focuses on increasing awareness and favoring dialogue.

Furthermore, although there are many definitions surrounding the concept of racism³, which the Conseil has previously addressed⁴, it chose instead to focus on developing an operational model which can contribute in fighting against this sort of phenomenon.

More specifically, in this brief, the Conseil suggests a series of structuring ways and means that the Government can use to implement a policy to FARD. Of course, **this policy need not apply to any single domain or sector, and not solely for the benefit of ethnocultural minorities**. It can be very broadened in scope to include other forms of racism and discrimination which, while they are experienced as individual manifestations, are also systemic in nature⁵. However, we have targeted **employment** as a strategic priority, partially because it is possible to **rally many multidisciplinary actors in our society around this issue**.

More importantly, this position is taken by the Conseil because measures aimed at achieving social, economic and cultural integration of immigrants appear to be less effective when its composition becomes more diversified. Given that, diversity is expected to increase, as we resort more to immigration to help resolve demographic and

¹ Ministère de l'Immigration et des Communautés culturelles, *Pour la pleine participation des Québécoises et Québécois des communautés culturelles. Vers une politique gouvernementale de lutte contre le racisme et la discrimination*, Document de consultation, Montréal, Gouvernement du Québec, 2006, 69 p.

² Visible and non-visible minorities, immigrants, Quebecers of English-Canadian origin and Natives.

³ See especially: Micheline Labelle, *Un lexique du racisme. Études sur les définitions opérationnelles relatives au racisme et aux phénomènes connexes*, Coalition des villes contre le racisme (document 1), Unesco et CRIEC, 2006, 48 p.

⁴ Jean-Claude Icart, *Perspectives historiques sur le racisme au Québec*, Montréal, Conseil des relations interculturelles, 2001, 99 p.

⁵ See definition, p. 20.

manpower recruitment problems, when phenomena such as international competition exert pressure on States and their workforces, racism and other forms of discrimination can intensify. In addition, some descendants of immigrants, though born in Québec or elsewhere in Canada, are discriminated against because of their origins. This situation is especially striking in the case of visible minorities⁶, even for individuals whose ancestors settled in Québec several generations ago. In **Québec**, according to a study on ethnic diversity in Canada⁷, **30% of the visible minorities** questionned, said that they had experienced **discrimination** based on ethnocultural characteristics, 28% of whom had French as their mother tongue and 41%, English⁸. Hence the **need for a firm political and administrative will** to eradicate these phenomena and the need to increase **responsibility and accountability of all individuals, whether they belong to the majority or to any of the ethnocultural minorities**.

In Part I, the Conseil presents the case study of the Swedish Government who put into place a set of strategic, operational, institutional and legislative mechanisms to fight against racism and other forms of discrimination. The Conseil also suggests that government, civil society and the private sector adopt the differential gender analysis method used for women, and apply it to ethnocultural diversity. It also suggests that government mandates an agency tasked with coordinating, supervising, promoting and evaluating the implementation of a FARD policy and make certain changes in Québec's current legislative framework. The Conseil also presents the strategy adopted by the European Union, «EQUAL» which actively promotes new ways and means for fighting against discrimination and inequalities by creating and maintaining quality jobs.

The Conseil chose to not review the various initiatives (events, programs, sensitization in various government departments, initiatives by community organizations) already under way in Québec to pursue FARD goals⁹, and will leave to others to describe the many measures undertaken for the benefit of the ethnocultural minorities. However, these measures should be carefully examined and the best practices should be retained and

⁶ "The concept of 'Visible Minorities' designates persons identified by virtue of the *Act respecting equal access to employment in public bodies*, according to whether they belong to the white race or not. According to this Act, the Natives are not counted among the groups of visible minorities." (Source: http://www.statcan.ca/francais/concepts/definitions/-vis-minorit_f.htm). Statistics Canada uses the following categories: Chinese, South-Asian (e.g., Indian from India, Pakistani, Penjabi, Sri-Lankese), Black (e.g. African, Haitian, Jamaican, Somali), Arab/Asiatic (e.g., Armenian, Egyptian, Iranian, Lebanese, Moroccan), Filipino, South-East Asian (e.g., Cambodian, Indonesian, Laotian, Vietnamese), Latin-American, Japanese, Korean. (Source: http://www.statcan.ca/francais/concepts/definitions/vis-minorit01_f.htm).

⁷ Jane Badets, Jennifer Chard et Andrea Levett, *Enquête sur la diversité ethnique : portrait d'une société multiculturelle*, Ottawa, Statistique Canada (Ministre de l'Industrie), 2003, 28 p. About 42 500 persons aged 15 and older from the 10 provinces were interviewed by telephone. The Native Peoples were not included in this study.

⁸ Richard Y. Bourhis, Annie Montreuil and Denise Helly, *Portrait de la discrimination au Québec : Enquête sur la diversité ethnique au Canada*, Montréal, Chaire Concordia – UQÀM en études ethniques, 2005, 17 p.

⁹ See: <http://www.quebecinterculturel.gouv.qc.ca/fr/lutte-discrimination/actions-place.html>

integrated within the general model that is presented in this consultation report. In short, the Conseil hopes that these initiatives will be undertaken in a coordinated fashion, which would ensure their lasting quality and would achieve a more structuring effect.

After first examining these initiatives, Part II will present the elements of a MED model that could respond effectively to the challenge of implementing the FARD. Part III will present the Conseil's recommendations, followed by the conclusion.

PART I- INSTRUCTIVE PRACTICES AND EXPERIMENTS

In this first part, we shall focus on the idea of providing Québec with a system that will enable it to effectively guide and implement a policy designed to combat racism and other forms of discrimination. After briefly reviewing the Swedish Government's interventions to implement its integration policy, we shall describe how it concentrated on developing a set of mechanisms that are at once strategic (adoption of an integration policy), operational (action plans by sectors, deploying concrete measures aimed at Swedes of foreign origins), institutional (creation of an agency tasked with monitoring, promoting and evaluating various components of the policy) and legislative (adoption of laws forbidding ethnic discrimination in order to protect the victims).

We shall also discuss the idea of undertaking actions that will make it possible to reduce racism and discrimination in employment and thereby promote the socioeconomic inclusion of individuals, and also to develop tools designed to transform mentalities and organizations and motivate them to engage in innovative practices. The case of the EQUAL initiative developed in Europe will be described in this regard.

1.1 THE NEED TO DEVELOP VARIOUS MECHANISMS TO FIGHT AGAINST RACISM AND OTHER FORMS OF DISCRIMINATION - THE SWEDISH CASE, WITH APPLICATIONS FOR QUÉBEC

According to the Swedish Government¹⁰, since the adoption of its integration policy in 1997, there is now a greater sensitivity towards the integration of immigrants in public organizations. Swedish society is now more open to ethnocultural differences and improvements have been noted in the financial situation of the newcomers as well as a decline in social assistance expenditures.

According to the Swedish Integration Board, persons of foreign origin made up 8.8% of central government personnel in 2001 and 10.1% of primary local government personnel. In 2004 those rates had reached 9.4% and 10.9%.

A report by the Swedish Parliament¹¹ in June 2005, *The State as Employer*, revealed that **persons of foreign origin** made up **10.6%** of **public sector** personnel. The percentage of **persons of foreign origin** holding **managerial positions** in the **public sector** was **5.7%**. **Elected representatives of foreign origin** made up **7%** of all elected representatives in Parliament¹².

¹⁰ Ministry of Industry. Employment and Communications, *Swedish integration policy for the 21st century*, 2002, 8 p.

¹¹ Sveriges Riksdag – Finansutskottets betänkande, 2005. *Staten som arbetsgivare*.

¹² Benito, Miguel, 2005. *Active civic participation of immigrants in Sweden*, 45 p. Report prepared for the European research project POLITIS, Oldenburg.

Despite these achievements, inequalities remain and the Swedish Government intends to pursue its efforts to fight against discrimination and racism and integrate immigrants.

The following description will present a non-exhaustive overview of the Swedish Government's interventions designed to promote the integration of Swedes of foreign origin, including the fight against racism and other forms of discrimination.

In the purview of its reflection, the Conseil examined efforts of other States in the fight against racism. The Swedish model seemed attractive because it combines strategic, legislative, institutional and operational dimensions. Our intent is not to borrow this model and apply it as such to Québec, but to gain inspiration from the results obtained and the strategies developed in order to act in Québec's specific context. This precaution is all the more important that Sweden's realities, as a European country whose immigration was long made up of refugees and temporary workers, are different in several respects from Québec's realities. Nevertheless, several elements of its fight against racism deserve mention and taken into account.

1.1.1 Strategic and operational mechanisms

The Swedish Government adopted a policy for the integration of immigrants in 1997, entitled: *Sweden, the future and diversity: from immigration policy to integration policy*. This policy pursues the following goals, which Québec also adheres to:

- Equality of rights, duties and opportunities for all, regardless of ethnic or cultural origins;
- A community based upon diversity;
- A society characterized by mutual respect and tolerance, within the limits of the basic values of a society in which all individual persons play an active and responsible role regardless of their previous histories.

This policy was especially focused upon certain issues such as supporting individuals to ensure their financial autonomy, promoting democratic values, promoting equality between men and women, preventing and combating all forms of discrimination, xenophobia and racism.

Sweden uses the *mainstreaming* method with persons of immigrant origin. This means that the ethnic and cultural dimension related to these persons is taken into account in all the operational and strategic activities of organizations in all sectors of activity¹³. Thus, Sweden sets up different mechanisms to ensure that the integration policy will be systematically taken into account in all sectors of activity:

¹³ Raxen National Focal Point Sweden, 2004. *Analytical Report on Legislation*, 45 p.

- Reinforcing legislation with respect to discrimination;
- Setting up an agency tasked with monitoring, promoting and evaluating the policy's implementation;
- Developing initiatives in the metropolitan regions;
- Adopting action plans in strategic areas aimed at Swedes of foreign origin;
- Intervening in the management of operations involving ethnocultural diversity in a large number of government agencies.

On the basis of this policy, the sector-based policies and action plans of the different government departments and agencies give special attention to Swedes of foreign origin.

Thus in 2000, Sweden adopted a national action plan to fight against racism, xenophobia, homophobia and discrimination¹⁴. This plan covers areas such as education, employment, entrepreneurship, citizen participation (democracy), legislation, support for local actions, the media industry, support for organizations combating racism, by using funds provided, in particular, by the EQUAL initiative described in the following section.

This action plan indicates that job creation plays a fundamental role. It indicates that employment provides not only an income but also self-esteem and a social identity. It also adds that employment provides opportunities for encounters, which leads to mutual knowledge and understanding.

The Swedish approach notably applies in the area of education¹⁵. One of the goals of the integration policy is the lowering of the school dropout rate of students of immigrant origin (immigrant students and students born to immigrant parents). Measures have been implemented such as increasing the number of teachers of immigrant origin or increasing the education budget to support schools in socially deprived areas. In the area of employment, the employment policy adopted in February 2006 designated youths, immigrants and handicapped persons as priority groups¹⁶.

Following the example of Sweden who adapted the concept of *Gender Mainstreaming*¹⁷ to immigrant persons, the Conseil recommends to the Québec Government that it take advantage of its Gender-Differentiated Analysis (GDA) and adapt it to the **differential analysis of ethnocultural diversity**. It recommends this approach because it has proved effective in improving the rights and the living conditions of women over the years. According to the OSCE¹⁸, *mainstreaming* is used when it is essential to take into account the needs of specific groups within programs and policies that are open to everyone.

¹⁴ Ministry of Industry, Employment and Communications, *A national action plan to combat racism, xenophobia, homophobia and discrimination*, 2000, 69 p.

¹⁵ Swedish Ministry of Education & Science, *The development of education*, 2006, 24 p.

¹⁶ Ministry of Industry, Employment and Communications, *A labour market policy for all*, 2006, 24 p.

¹⁷ This approach is known under different names and is variously applied in different States. It is also used by international organizations. The Québec Government refers to *Gender-Differentiated Analysis* (GDA).

¹⁸ Organisation for Security and Co-operation in Europe, *Integration policies*, 2006, 90 p.

For Québec, taking the Québec Government's definition of GDA as a starting point¹⁹, the Conseil recommends using the differential analysis of ethnocultural diversity as a management approach that aims at preventively detecting, during the design or evaluation of a government intervention, the different effects that its adoption may produce among Quebecers of the French-Canadian majority and those of the ethnocultural minorities. This inclusive approach should not serve to replace any specific approaches designed to correct disparities between these groups.

Such an approach should make it possible, for instance, to measure the representativeness of Québec's ethnocultural diversity as a result of government policies, programs, reforms or services by using data broken down into various categories (immigrants, visible minorities, etc.) while reviewing the impact of certain already existing government interventions. It would be possible to examine the relevance of the eligibility criteria of certain programs, for example the number of years of holding permanent residency status in Canada or the number of years of residency in Québec.

It is interesting to note that this idea of applying the GDA approach to the ethnocultural minorities has been suggested by researchers at UQÀM²⁰. Because of the positive successes of this approach on the situation of women, they suggest adapting it more specifically for the case of racialized persons. It will be important to subsequently examine in detail the results of their research, which should be revealed soon.

In short, implementing such an approach is an investment that is likely to produce durable and structuring results. This type of analysis should be applied to both public and private sectors, including the organizations of the civil society.

1.1.2 Institutional mechanisms

To ensure the pursuit of the goals of their integration policy, the Government created the Swedish Council for Integration in 1998. With its personnel made up of 90 employees, the Council for Integration monitors and assesses the implementation of the government's actions and sees to it that the integration policy's goals will have an impact throughout the different sectors of Swedish society. It makes sure that the authorities will take ethnic diversity into account in the planning and implementation of their operations.

That Council is also tasked with promoting integration, preventing and combating discrimination and racism and developing welcoming procedures for the new arrivals. It encourages cooperation between the different actors and ensures the dissemination of

¹⁹ Secrétariat à la condition féminine, *L'expérimentation de l'analyse différenciée selon les sexes*, 2005, 43 p.

²⁰ They are Rachad Antonius, professor in the Sociology Department, and Jean-Claude Icart, Coordinator of the International Observatory on Racism and Discrimination. The title of the research project is: *Analyse différenciée selon les sexes et groupes racisés*. Mr. Antonius shared some of their conclusions with the Conseil during a telephone conversation.

information through various mechanisms, including a data bank on racism and other forms of discrimination.

Their Council works in close cooperation with other partners from both public and private sectors and the civil society to fully carry out its mandate. Regarding the issues involving complaints about ethnic discrimination, it works jointly with the organization specifically responsible for these matters, namely the Ombudsman, in order to intervene against instances of ethnic discrimination.

Their Council has three main departments:

- the Analysis Department (collecting, computing, analysis, data assessment);
- the Development Department (information dissemination, coordination and development of tools and methods to support the actions of the various actors involved in the integration policy);
- the Administration Department (managing, planning & strategic communications).

The Council provides a detailed picture of the issues related to the integration of immigrants, discrimination and racism across different sectors.

A government policy to combat racism and other forms of discrimination can produce concrete results only if a central agency is tasked with monitoring the advancement of its goals and monitoring any action plan derived from them.

We therefore recommend that the Québec Government mandate an agency to ensure the coordination, monitoring, promotion and evaluation of the implemented elements of a policy to combat racism and other forms of discrimination, especially in order to meet the concern, stated in the consultation document of the MICC, of not having sufficient data to measure the scope of racism and other forms of discrimination.

The responsibilities of this agency would be the following:

- to promote the differential approach to ethnocultural diversity;
- to carry out the computing, processing, examination and assessment of different data and reports about issues involving the fight against racism and other forms of discrimination and the taking into account of ethnocultural diversity within organizations;
- to sensitize public and private organizations;
- to produce annual reports giving an integrated overview involving all spheres of activity and including recommendations;
- to support different actors at various levels of responsibility in their endeavours (providing tools such as those described in Part II, putting different organizations into contact with certain training experts, etc.);
- to produce 5-year reports on the policy's state of advancement in various respects.

The employees of the agency thus designated could have contact representatives in each government department and agency, in the same manner that there exist official contact persons for questions related to the condition of women in different departments and agencies. These contact representatives would meet in an interdepartmental committee that would report to an executive committee responsible for issuing guidelines and represented by the deputy ministers of the central organizations (the oversight agency, the Executive Council Department and the Treasury Board). The oversight agency would also work in close collaboration with the Regional Conferences of Elected MNAs (RCEO) as presented in Part II. In this regard, Addendum I also presents a few directions for action recommended by the Conseil.

The Conseil des relations interculturelles offers its full collaboration should the Government choose to create such an agency. This agency, tasked with coordinating and monitoring the implementation of the elements of a policy to combat racism and other forms of discrimination, is not intended as a substitute for other already existing organizations such as, for instance, the Commission des droits de la personne et des droits de la jeunesse (CDPDJ).

1.1.3 Legislative mechanisms

A law enacting measures against ethnic discrimination in work environments was adopted by the Swedish Government in 1999. In 2003, the *Act forbidding discrimination* was adopted in order to cover other sectors. These laws provide better protection for the victims of discrimination.

The laws dealing with ethnic discrimination come under the responsibility of the Ombudsman against ethnic discrimination. Under these laws, the Ombudsman can claim damages in Court in favour of a person who has been a victim of discrimination. If it is a discrimination related to hiring or occurring in the workplace, the damages must be paid by the employer. These laws apply not only to the private sector and to non-governmental organizations, but also to the State itself as employer.

In Québec, some legislative instruments and institutional structures exist for combating racism and other forms of discrimination. *The Québec Charter of human rights and freedoms* guarantees respect for equality between persons. It is ‘a fundamental law having a quasi-constitutional character’²¹.

In force since 2001, the *Act respecting equal access to employment in public bodies* (also called Bill 143) created a special legal framework for equal opportunity in employment in public organizations of 100 or more employees. However, this law does not apply to the

²¹ Pierre Bosset, Michel Coutu, Muriel Garon and François Fournier, *Après 25 ans : la Charte des droits et libertés (Vol 1 – Bilan et recommandations)*, Commission des droits de la personne et des droits de la jeunesse, 2003, p. 94.

Government departments and other central agencies subject to the *Civil Service Act*, which remain subject to Section 92 of the *Charter of human rights and freedoms*. However, in its current state, the aforementioned section does not make it a binding obligation upon government departments and agencies to formally report on the actions undertaken by them to implement an equal opportunity of employment program.

The Conseil has previously suggested to the Government to make the entire public service subject to Act 143. It appears that certain mechanisms of this Act raise difficulties in this context. That is why the Conseil recommends making changes in the relevant sections of the legislation, aimed at correcting the situations of persons belonging to certain groups discriminated against in employment. The suggested amendments aim at reinforcing accountability in accordance with the principle of transparency and results-focused management, as stipulated in the *Public Administration Act*.

In this spirit, the Conseil recommends making this requirement of performance reporting compulsory, in order to increase effectiveness in terms of results, which should lead the authorities of the different departments and agencies to require their personnel to focus special attention on the issues of equal access to employment. The new framework recommended should have a positive impact in both the short term and the long term.

Furthermore, by adopting a new legislative framework as presented in the recommendations, the State will give more credibility to its determination to implement a policy to combat racism and other forms of discrimination. It will be able to more easily persuade its partners in the private sector and the civil society to engage in this process.

The following section presents another experiment in the international context, namely the case of EQUAL, which can be a source of inspiration for Québec. We also mention other existing tools that can serve to combat racism and other forms of discrimination.

1.2 SOME EXPERIMENTS IN EUROPE: THE CASE OF EQUAL AND OTHER TOOLS

1.2.1 *The importance of partnerships*

EQUAL is a strategy adopted in 2000 by the European Union to promote the creation and sustaining of quality jobs for persons discriminated against in employment. Financed by the European Social Fund²², this initiative permits “experimenting with new ways and means of combating discrimination and inequalities of which both employed persons and persons seeking employment can be victims”²³. The experiments are “transposable to

²² From 2000 to 2006 : 3,274 billion (G) euros (4.72 G\$ can on August 1st 2006; source : <http://www.bank-banque-canada.ca/fr/taux/-convertisseur.html>)

²³ http://ec.europa.eu/employment_social/equal/about/index_fr.cfm

policies and programs related to the labour market”²⁴. Furthermore, the projects carried out by EQUAL “were the first to introduce approaches designed to guarantee, for **groups from ethnic minorities and immigration**, opportunities for employment, training, information and support **identical to those available to the citizens of the EU**”²⁵ EQUAL is built upon six components:

- 1) The **thematic priorities**, including the fight against racism and the social and occupational integration of refugee claimants, about which development partnerships can be formed;
- 2) The **Development Partnership (DP)**, which is the **operational** component of EQUAL; a DP acts on a theme and assembles key actors such as local and regional authorities, public employment services, NGOs, businesses and social partners;
 - A DP can be geographical (city, rural zone, employment pool, region, etc.);
 - It can be sector-based (economic sector, industry or cause of discrimination);
- 3) **Active participation (empowerment)**, which involves reinforcing the capacity for action of all the actors concerned, including the beneficiaries of the DP, by dealing with them as equal associates;
- 4) **Transnational cooperation** for the purpose of associating DPs among themselves and with national authorities to further mutual learning and productive cooperation;
- 5) **Innovation** in the combat against inequalities and discrimination at work, resulting from new approaches or from a DP that is itself innovative;
- 6) **Dissemination and integration of the best practices** in employment and social inclusion policies in order to generate and validate structuring actions.²⁶

EQUAL insists on the importance of developing new alliances to respond to the needs of the most disadvantaged groups. It notes that in recent years, there has been a debate on the roles of the **market** and the **civil society**²⁷ in promoting social welfare, which no longer rests solely on the **State**, and which carries over into the membership of its DPs.

²⁴ Commission européenne, *EQUAL, libre circulation des bonnes idées. Combattre les discriminations et les inégalités en Europe*, Luxembourg, Communautés européennes, 2005a, p. 7.

²⁵ http://ec.europa.eu/employment_social/equal/policy-briefs/etg1-equality-labor-force_fr.cfm. Emphasis by the Conseil.

²⁶ http://ec.europa.eu/employment_social/equal/about/index_fr.cfm et Communautés européennes, *EQUAL, des nouvelles voies pour lutter contre les discriminations et les inégalités dans le domaine de l'emploi*, Luxembourg, Office des publications officielles des Communautés européennes, 2000, 12 p.

²⁷ It involves a: “Wide range of non-governmental and non-profit organizations that animate public life and defend the interests and values of their members or others, on the basis of considerations of an ethical, cultural, political, scientific, religious or philanthropic nature: community groups, NGOs, labour unions, organizations of native populations, charity organizations, groups with religious affiliations, professional associations and private foundations.”

This debate on the roles of the actors has brought about the dissemination of concepts such as the ‘social responsibility of businesses’, ‘corporate citizenship’ and ‘diversity management’. These concepts make it possible to develop **new parameters for dialogue** between the actors. Thus, the EQUAL DPs “have developed and experimented effective methods for setting up new partnerships associating employers, unions, employment services and groups of communities and combining different types of action within a **comprehensive approach**.”²⁸

More especially with respect to employment services, EQUAL has developed new models in order to support employers and job seekers to bring these two groups closer together. Guidance counsellors “were called upon [to bring them together] and to recruit job seekers and adjust their demands to the employment supply”²⁹. EQUAL has observed that “**it is in fact the quality of the service provided** to the small and medium-sized companies by the business mediators, **rather than the financial incentives**, whatever they were, **that incites or not** small businesses to hire migrants”.³⁰ Assisted employment services have proved to be an effective method for achieving the occupational integration of persons from ethnocultural minorities. One such method “consists of working in pairs of instructors, one of them an immigrant. It appears that this practice improved the confidence of clients [of the assisted employment service] and sends employers a positive signal by showing that immigrants can hold qualified and demanding job positions”³¹.

1.2.2 Some tools

EQUAL has **developed various tools**, including:

- 1) A **manual for managing diversity**³², which was tested with employers in four countries. It illustrates ways to promote diversity in organizations (talents, competencies, image, innovation, international perspectives, etc.) and describes nine stages for introducing diversity³³;

(<http://web.worldbank.org/WBSITE/EXTERNAL/ACCUEILEXTN/EXTTOPICSFRENCH/EXTCSOFRENCH/0,,contentMDK:20614159~menuPK:1615310~pagePK:220503~piPK:220476~theSitePK:1153825,00.html>).

²⁸http://ec.europa.eu/employment_social/equal/policy-briefs/etg1-alliances-disadvantaged_fr.cfm. Emphasis by the Conseil.

²⁹ http://ec.europa.eu/employment_social/equal/policy-briefs/etg1-alliances-disadvantaged_fr.cfm.

³⁰ *Ibid.* Emphasized by the Conseil.

³¹ *Ibid.*

³² Transnational Partnership ITHACA, *Diversity among Staff Members : Challenge and Added Value for Management in Enterprises and Institutions*, Promoted by European Common Initiative EQUAL 2002-2004, 2004, 24 p.

³³ 1) A commitment by top management, 2) situation analysis and goal setting, 3) communication, 4) cooperation and diversity in the organization, 5) training managers and employees, 6) mentoring, especially for the immigrants, 7) a career plan for the immigrants, 8) specific points of attention concerning immigrants and non-immigrants, 9) assessing the implementation of the process.

- 2) A **guide**³⁴ designed for the DPs in the form of briefing FARDs that provide advice and information to develop partnerships (reflection, learning and abilities, planning, *mainstreaming*³⁵, reports, etc.);
- 3) A DP **monitoring and assessment planning manual** providing “techniques and good practices at the different stages of managing a project within a partnership”³⁶.

Once employers realize that the tools developed by EQUAL make it possible to increase the **profitability of their business**, they tend to adopt them. Here are some of EQUAL’s arguments in favour of hiring ethnocultural minorities in businesses:

- 1) A clientele can increase in number once it realizes that the business understands its specific needs, its language or its culture;
- 2) If a business wishes to expand and conquer international markets, its employees must be capable of understanding the requirements, or even the languages, of persons from different countries.³⁷

Other positive outcomes for businesses have resulted from EQUAL’s actions:

- An improved **image** for businesses,
- Increased **competitiveness**, especially when tendering for public contracts,
- Better **relations with clients**,
- New **clienteles** from ethnocultural minorities.

In this regard, we can mention other tools developed by the **Centre for Strategy & Evaluation Services (CSES)**, which also studied the economic reasons supporting an openness to diversity. In the United States, in Canada and in Europe, “large businesses as well as small and medium-sized ones have adopted innovative antidiscrimination policies and practices for commercial reasons, in order to increase their profits and consolidate their competitive advantage”³⁸. They include these practices to demonstrate the relevance of economic arguments justifying their implementation.

³⁴ Commission européenne, *Guide EQUAL du partenariat de développement social. Acquis de l’expérience EQUAL*, Luxembourg, Office des publications officielles des Communautés européennes (Emplois et affaires sociales), 2005b, 42 p.

³⁵ This is a specific case of a learning transfer towards other similar organizations (horizontal) or a learning transfer and its institutional, political, regulatory or administrative integration (vertical). (http://ec.europa.eu/employment_social/equal/about/glossary-fr_fr.cfm).

³⁶ EQUAL, *Boîte à outils pour le développement des partenariats. Un manuel de planification, de suivi et d’évaluation du partenariat destiné aux facilitateurs de partenariats de développement et de partenariats transnationaux EQUAL*, Version provisoire, 95 p.

³⁷ http://ec.europa.eu/employment_social/equal/policy-briefs/etg1-equality-labor-force_fr.cfm

³⁸ Maryse Potvin, Département d’Éducation et formation spécialisées Université du Québec à Montréal, with the collaboration of Annick Lenoir, Immigration et métropoles and Ralph Rouzier, Conseil des relations interculturelles, *Argumentaire sur la mesure des pratiques en matière de lutte contre le racisme et les discriminations dans les organisations publiques et privées*, Document submitted to the Conseil des relations interculturelles, 2006, (working document), p. 9.

The same arguments apply to diversity. In both cases, this requires a transformation of the corporate culture, induced by different reasons: changes in products, changes in markets, etc. The approach used by the CSES was threefold: cost and benefit indicators and methods of measurement (Addendum II), diversity outcomes (Addendum III) and benefits for companies (Addendum IV). “This model serves as a structure to examine the cost and benefit indicators of diversity policies and, thereby, as a framework for classifying each of the indicators identified.”³⁹

Let us also mention the existence of tools developed by the CDPDJ. It produced, in 2003, a *Guide d'élaboration d'un programme d'accès à l'égalité en emploi*⁴⁰. This tool is intended for organizations that are subject to the *Act respecting equal access to employment in public bodies*. It presents a process designed to facilitate the implementation of EOEPs through different **measures**: temporary adjustment measures, equal opportunity measures, support measures, consultation and information measures. Each of these measures is presented in the form of a chart containing the **indicators** that will account for their implementation.

The CDPDJ also produced in 2003 a *Guide pour l'analyse du système d'emploi*⁴¹. It presents key elements by employment sub-system in terms of personnel management: job analysis, recruitment, selection, decision (hiring), promotion and other personnel movements, integration within the organization, training, job performance assessment, remuneration and other working conditions. The functions of the organization are broken down into specific actions accompanied by prescriptions to make them **operational**. In short, these various tools can complete each other.

The development and application of the **differential analysis of ethnocultural diversity**, the updating of the **legislative framework** in force in Québec and the necessity for **mandating an agency to coordinate and monitor the implementation of the policy's components** are all necessary elements, and so are the **instructive experiments** described above. This confirms the necessity for a model based on the taking into account and management of ethnocultural diversity (MED) in which all actors of society must be actively involved. This is what the Conseil will advocate in Part II, returning to the theme of the FARD in employment, which is one dimension of the MED, and those of the importance of developing partnerships, fostering active participation (*empowerment*), generating innovative practices and disseminating and integrating the best relevant practices in those policies. A MED task force can contribute to this, which is why **the State must take into account the MED and the FARD in all of its structures**.

³⁹ *Ibid.*, p. 13.

⁴⁰ Monik Audet, *Guide d'élaboration d'un programme d'accès à l'égalité en emploi*, Commission des droits de la personne et des droits de jeunesse, 2003, 35 p. + annexes.

⁴¹ Sylvie St-Pierre, *Guide pour l'analyse du système d'emploi*, Commission des droits de la personne et des droits de jeunesse, 2003, 46 p. + annexes.

Table 1 Summary of practices and experiments

<i>A few interventions by the Swedish Government</i>
<p><i>Strategic mechanisms</i> Implementation of an integration policy in Sweden (1997)</p> <p><i>Operational mechanisms</i></p> <ul style="list-style-type: none"> - Application of the ‘mainstreaming’ method to the ethnocultural dimension (1997) - Adoption of a national action plan to combat racism, xenophobia, homophobia and discrimination (2000) - Adoption of sector-based action plans and policies with a special focus on Swedes of foreign origin <p><i>Institutional mechanisms</i></p> <ul style="list-style-type: none"> - Designation of an organization to monitor, promote and evaluate the policy, namely the Swedish Integration Board (1998) <p><i>Legislative mechanisms</i></p> <ul style="list-style-type: none"> - Enactment of a law concerning measures against ethnic discrimination in work environments (1999) - Enactment of a law forbidding discrimination in order to cover other sectors (2003)
<i>EQUAL</i>
<p><i>Thematic priorities</i></p> <ul style="list-style-type: none"> - The combat against racism and the socio-occupational integration of refugee status claimants <p><i>Development partnerships (DP)</i></p> <ul style="list-style-type: none"> - Acts on a theme and assembles key actors such as local and regional authorities, public employment services, NGOs, businesses and social partners <p><i>Active participation</i></p> <ul style="list-style-type: none"> - Reinforcement of the capacity for action of all the actors concerned, including the beneficiaries of the DP actions, by associating them with it on an equal basis. <p><i>Transnational cooperation</i></p> <ul style="list-style-type: none"> - Associating DPs together and with the national authorities for the purpose of mutual learning and productive cooperation <p><i>Innovation</i></p> <ul style="list-style-type: none"> - The combat against inequalities and discrimination at work, which results from new approaches or from an innovative DP <p><i>Diffusion and integration</i></p> <ul style="list-style-type: none"> - The best practices in employment and social inclusion policies in order to generate and validate structuring actions.

PART II- THE MANAGEMENT OF ETHNOCULTURAL DIVERSITY (MED)

In this section, the Conseil suggests a definition for the MED that makes it possible to interpret the FARD and respond to it in order to solve existing problems. This definition also highlights the preventive nature of the MED. We shall also indicate how to use existing structures in order to manage the FARD.

2.1 THE MED AS A RESPONSE TO FIGHT AGAINST RACISM AND OTHER FORMS OF DISCRIMINATION

The MED is one element of the response for combating racism and other forms of discrimination. In a research document about taking into account and managing ethnocultural diversity⁴², the Conseil proposed a broad definition of this concept, in two parts or stages:

- 1) In general terms, ‘ethnocultural diversity’ corresponds to a social construct resulting from social relations that develop from a **sense of belonging** (actual or projected) **to a group** with which ethnocultural categories may identify, whether these be **minorities** or the **majority**;
- 2) We may define the ‘management’ thereof as the implementation of a set of principles that correspond to a **regulation of identity-based social relations or at least a desire to regulate them**, just as the State attempts to do so with other types of social relations (e.g. by enacting a labour code that has the effect of regulating, in part, the relations between employers and employees).

This definition is relevant for interpreting phenomena such as racism and other forms of discrimination. We can infer from it that the State must intervene, if only preventively, in order that conflicted relations between minority groups (e.g. immigrants, Native peoples, visible minorities, Quebeckers of English-Canadian origin) and the majority group (Quebeckers of French-Canadian origin), or between different minority groups, do not develop, for whatever reasons⁴³. We need not demonstrate that managing such risks (e.g. preventing violent acts, increased complaints or social exclusion) also has a positive impact on public finances.

Obviously, all individuals belonging to the majority are not racists or are not negatively prejudiced against anyone. It is equally obvious that all individuals belonging to ethnocultural minorities are not victims of racism and discrimination, any more than they are the initiators thereof. But approaching these phenomena as **individual problems** obscures the fact that systemic racism corresponds to “an unequal distribution of power

⁴² Ralph Rouzier et collaborateurs, *Avis sur la prise en compte et la gestion de la diversité*, Montréal, Conseil des relations interculturelles, 2006 (working document).

⁴³ An isolated act (a crime against a person) or an extended act (war or terrorist acts).

associated with institutional practices, policies and procedures, and which sustains behaviours, practices, systems of discrimination and inequalities”⁴⁴. In other words, racism and other forms of discrimination are built up **within institutions and through systems**. The Conseil considers that this is the problem that needs to be attacked. It is aware however that all individuals have the responsibility to take part in eradicating racism and other forms of discrimination. This concerns the majority fully as much as the minorities. The latter can also display racist and discriminatory behaviour towards the majority or other minorities.

It is certainly difficult to **measure** the degree of racism and discrimination, one reason being that it may be a matter of perception. However, let us note that in a survey on ethnic diversity in Canada done in 2002⁴⁵, it was estimated that **50%** of the population aged 15 or older believed they had a **strong feeling of belonging to their ethnic group**. This is why the Conseil’s definition of the MED is appropriate and that it is possible to grasp its preventive character, especially when **perceptions and complaints** confirm that the phenomena of racism and discrimination are indeed present in Québec society.

2.2 SOME PERCEPTIONS

According to the study on ethnic diversity in Canada mentioned in the preceding paragraph, while 78% of the population feel **comfortable or in their place** in Canada independent of “their ethnicity, their culture, their race, the colour of their skin, their language, their accent or their religion”, 13% of the population said they ‘rarely’ felt so, 8% ‘sometimes’ and 2% ‘most of the time’ or ‘all the time’. However **24% of all visible minorities** in Canada said that they “felt themselves all the time, most of the time or sometimes uncomfortable or out of place because of their ethnocultural characteristics”, as compared to 8% for the non-visible minorities⁴⁶.

Also, while 86% of the population said they had not experienced **any discrimination or unjust treatment** in Canada based on their ethnocultural characteristics, **20% of the visible minorities** said they had experienced it ‘sometimes’ or ‘often’, and **15%** ‘rarely’. The percentage was the same for first-generation respondents, but increased to **41%** for those of the second generation or more (tableau 2.1). With diversity on the increase, we can state the hypothesis that this will go on increasing because of the cumulative effect. Remember that in **Québec, 30% of persons identified with visible minorities** said they

⁴⁴ Conseil canadien pour les réfugiés, *Rapport sur le racisme systémique et la discrimination dans les politiques canadiennes sur l’immigration et les réfugiés. En préparation de la Conférence mondiale contre le racisme, la discrimination, la xénophobie et l’intolérance qui y est associée*, 2000, p. 17. (<http://www.web.net/~ccr/arrapport.htm>)

⁴⁵ Jane Badets, Jennifer Chard and Andrea Levett, 2003, *op. cit.* About 42 500 persons aged 15 years and older in the 10 provinces were questioned by telephone. Native populations were not included in this study.

⁴⁶ *Ibid*, p. 18.

had experienced **discrimination** based on their ethnocultural characteristics, including 28% having French as their mother tongue and 41%, English⁴⁷.

Table 2.1 Population that, in 2002, reported having experienced discrimination or unjust treatment in Canada during the past five years based on their ethnocultural characteristics, by generation and minority status

	Total population (in thousands)	Frequency of discrimination		
		Sometimes or Often (%)	Rarely (%)	Experienced no discrimination (%)
Total population	22 455	7	6	86
Non-visible minorities	19 252	5	5	90
Visible minorities	3 000	20	15	64
First generation	5 272	13	10	77
Non-visible minorities	2 674	5	6	89
Visible minorities	2 516	21	14	65
Second generation or more	16 929	6	5	89
Non-visible minorities	16 349	5	5	90
Visible minorities	480	18	23	59

Source : From Badets, Chard and Levett (2003), p. 22.

The study revealed that it was **at work or while asking for a job** that discrimination or unjust treatments occurred the most often, as it is estimated that on average (visible and non-visible minorities), 56% of the persons who stated they were victims of it 'sometimes' or 'often' had this perception. The second location was a store, a bank or a restaurant (35%), the street was the third location (26%) and the fourth situation was located in interactions with the police and the courts (12%). The visible minorities had a higher than average rate of about 10% in the first case, 5% in the second case, 4% in the third and 7% in the fourth case.⁴⁸

In this regard, the Federal Government recently announced that it will hire nine persons to promote workplaces free of racism, adding that according to a study carried out by Statistics Canada in 2003, 1.4 million persons said they were victims of racism at work.⁴⁹

⁴⁷ Richard Y. Bourhis, Annie Montreuil and Denise Helly, 2005, *op. cit.*

⁴⁸ Jane Badets, Jennifer Chard and Andrea Levett, 2003, *op. cit.*

⁴⁹ Presse canadienne, « Programme pour combattre le racisme en milieu de travail », *La Presse*, 29 août 2006, p. A11.

2.3 COMPLAINTS

In 2005, the Canadian Commission on Human Rights (CCHR) received **866 signed complaints**. Of that number, 50% concerned the motive related to deficiency, 12% were related to gender, 8% to ‘national or ethnic origin’, 8% to race, 5% to religion and 2% to ‘colour’. One may hypothesize that **23% of the complaints** derived directly from racism or from discrimination aimed at ethnocultural minorities⁵⁰. We note that **the majority of the complaints were related to employment**: 75% of all complaints. If we add the allegations of job harassment, the rate increases to 84%.⁵¹

Regarding the complaints received at the CDPDJ, among **817 new cases opened in 2004-2005**, 25% were related to the motives of ‘race, colour or ethnic or national origin’, 22.8% to handicap, 15.1% to age, 7.8% to gender, 3.2% to religion and 0.9% to language. One may hypothesize that **29.1% of the complaints** derived directly from racism or discrimination based on ethnocultural attributes⁵². We note that most of the complaints were related to **‘discrimination and harassment at work’**: 57.1% of all complaints. We also note that the motives for the complaints evoked in this case were, ‘race, colour or ethnic or national origin (21%), religion (1.4 %) and language (1.1 %)’.⁵³

This data confirm that the manifestations of racism and discrimination are not negligible, though their actual extent remains unknown. One may wonder **how familiar the victims are** with the processes associated with complaints related to racism and discrimination or whether the procedures are complex or intimidating for them. Furthermore, persons do not like to admit having suffered discrimination, mainly so as not to be identified as victims⁵⁴. However, it is important for them to know that there are institutions where it is possible for them to raise complaints and that they can trust these institutions. For example, the Police Ethics Commissioner considers it “essential for individuals who feel wronged by certain police actions, or by racial discrimination or racism, that they know the existence of means of appeal or recourse to a police ethics authority and that they not fear to exercise them.”⁵⁵. It is important to ensure that this information is widely communicated. We can also add that various government departments and agencies have a ‘complaints bureau’. Furthermore, if persons who feel they are victims of racism and discrimination, can address a complaint to the CDPDJ, they can also:

- Lodge a claim of their rights by joining with other persons experiencing a similar situation,
- Appeal with the help of their union or some other relevant organization,

⁵⁰ “National or ethnic origin, race, religion and colour”.

⁵¹ Commission canadienne des droits de la personne, *Rapport annuel 2005*, Ottawa, Ministre des Travaux publics et des Services gouvernementaux, 2006, 50 p.

⁵² “Race, colour, ethnic or national origin, religion and language”.

⁵³ Monique Rochon and Sylvain Archambault, *Rapport d’activités et de gestion 2004-2005*, Montréal, Commission des droits de la personne et des droits de la jeunesse (dir. des communications), 2005, 84 p.

⁵⁴ Richard Y. Bourhis, Annie Montreuil and Denise Helly, 2005, *op. cit.*

⁵⁵ Commissaire à la déontologie policière, *Rapport annuel de gestion 2004-2005*, Québec, Commissaire à la déontologie policière, 2005, p. 15.

- Bring the matter before a court of common jurisdiction.⁵⁶

In short, there exist several proper authorities, which is why the Conseil recommends that all government departments and agencies hire trained officers in each of their ‘complaints offices’ so that they will be able to cross-reference the complaints concerning racism and other forms of the discrimination and their sector of activities. These persons could report on the situation to the contact officer of their department or agency working with the agency monitoring the FARD policy. This contact officer could send a report to the agency monitoring the FARD policy. This agency could examine the reports and could request the contribution of the Institut de la statistique du Québec (ISQ) and the CDPDJ to produce statistical analyses of racism and other forms of discrimination, which could provide a more accurate picture of the full extent of the targeted phenomena.

The Conseil suggests implementing concrete measures so that the victims of racism will be duly recognized, heard and supported. For instance, the Government should set up a team tasked with helping and supporting the victims of racism. This team, which would bring together trained people skilled in listening and psychological support, could report directly to the agency monitoring the Government’s FARD policy. It could also provide persons who believe themselves to be victims of racism with a telephone line providing listening and reference services.

This team should work closely with community organizations working with persons from ethnocultural minorities and with others who have developed an expertise in combating discrimination (e.g. the Ligue des droits et libertés, the Centre for Research-Action On Race Relations., the Anti-Racism Actions Week). This partnership would enable these organizations to refer victims but would also make available a valuable intercultural expertise that would thus make it possible to provide services better adjusted to the realities of certain persons.

To ensure the effectiveness of this team, it will be essential to make its existence known to all persons responsible for dealing with complaints in various government services, to NGO partners and to CDPDJ personnel, so that persons who believe themselves to be victims of racism can be promptly referred there.

This team should ground its credibility by counting on fairness and transparency, so that the victims of racism can feel comfortable and trusting even when their complaints involve a public institution.

In addition to the support it would provide for the victims of racist acts, this team could also play a part in resolving conflict-based situations perceived as being racist but which can also sometimes simply be cases of intercultural misunderstanding or mistaken perceptions. Without thereby giving it a mandate to filter complaints, such an

⁵⁶ <http://www.cdpedj.qc.ca/fr/droits-personne/discrimination-harcelement.asp?noeud1=1&noeud2=3&cle=2>

intervention would have the effect of avoiding certain of these complaints subsequently judged to be unfounded.

That being said, the data reported here allow us to state that the problem is far from being solely the case of a few individuals. In short, both the complaints brought before the human rights commissions and the survey study demonstrate that “it is difficult for the governments in place and citizens in general to **ignore the problems** of racism, in Québec as well as in Canada”, whereas “discrimination remains a sizeable problem, **mainly for the visible minorities in Québec and elsewhere in Canada**”⁵⁷.

This is why the Conseil recommends a MED task force so that the State, the civil society and the market will each take on the responsibility for the MED and the FARD in their respective spheres, but also in partnership with each other, which the Conseil proposes in its model for taking into account and managing ethnocultural diversity (MED):

- 1) **The State**, because it legislates in different domains, for instance to facilitate the socioeconomic integration of disadvantaged social categories or to reinforce social cohesion in the general interest;
- 2) **The Civil Society**, because various non-governmental organizations have a mission to represent the interests of one or several groups or social categories (e.g. refugees and visible minorities);
- 3) **The Market** because, as an institution where producers and consumers meet, private businesses manage diversity every day, more or less intensely, in their respective organizations.

The Conseil believes it is necessary to develop a Québec model to combat racism and other forms of discrimination experienced by the ethnocultural minorities, mainly in the area of employment. This approach could be widened to other sectors (e.g. education, justice, etc.) and to other social categories suffering from discrimination. It would thus embody a **very broad-based** management of diversity, somewhat similar to the one pursued in the EQUAL experience, which would be connected to an organization tasked with a mandate to monitor the policy to combat racism and other forms of discrimination.

Starting with employment would make it possible to reach all the economic **sectors** throughout Québec’s **territory**, for all these sectors contain manpower. Furthermore, as the victims of racism can also be discriminated against because of a handicap or their sexual orientation, this approach could be a place for experimentation that could prove beneficial for **all persons suffering from discrimination** for the same reasons, whether they belong to minorities or to the majority.

⁵⁷ Richard Y. Bourhis, Annie Montreuil and Denise Helly, 2005, *op. cit.*, p. 10. Emphasized by the Conseil.

2.4 A BUILDING PROJECT FOR THE MED: USING EXISTING STRUCTURES

Le Conseil illustrates directions for solutions that must play a part in working out a **public policy**, defined as an “**organized system for collective action** aimed at modifying the **behaviour of actors, individual activities and organizations** within a prescriptive context established by a **duly mandated organizing authority**”⁵⁸. A building project for the MED would meet this concern, as a **central element** of a public policy to combat racism and other forms of discrimination.

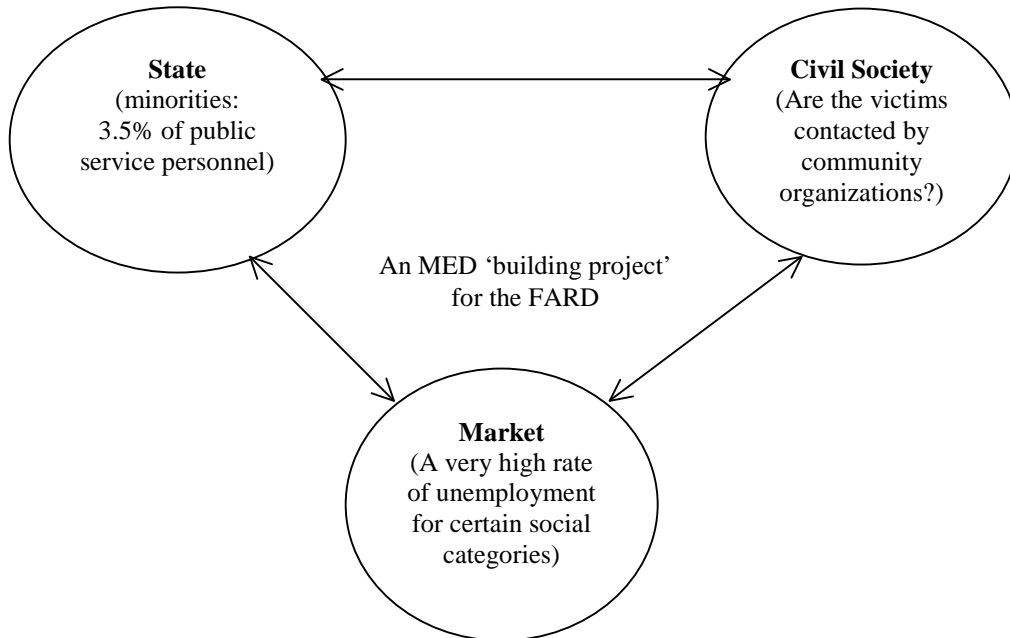


Figure 2.1 The actors of the MED and the FARD

The figure above (2.1) suggests that all three actors, the State, the Civil Society and the Market, incorporate the MED into their everyday practices (horizontal *mainstreaming*) in order to combat racism and other forms of discrimination, and develop partnerships so that this MED will work through the organizations (vertical *mainstreaming*), in order to reduce certain gaps⁵⁹. **The question this raises is *How?*** One part of the answer lies in the existing structures.

⁵⁸ <http://www.planetecologie.org/JOBOURG/Francais/dictionnaire3.html#P>. Emphasized by the Conseil.

⁵⁹ For example, in March 2005, the ethnocultural minorities made up 3.5% of public service personnel: immigrants and visible minorities 2.5 %, Anglophones 0.7% and Native Peoples 0.3% (source : Secrétariat du Conseil du trésor, *L'effectif de la fonction publique du Québec, 2003-2004. Analyse comparative des cinq dernières années*, Direction des communications du Secrétariat du Conseil du trésor, 2005, 148 p.). To illustrate, let us note that immigrants and the visible minorities made up 13% of the active population in Québec in 2003, Anglophones 8% and the Native peoples 1%, for a total of 22 % (Secrétariat du Conseil du trésor, *Moderniser l'État. Pour des services de qualité aux citoyens*, Québec, Direction des communications du Conseil du trésor, 2004, 101 p.).

The Act respecting the ministère du Développement économique et régional et de la Recherche⁶⁰ established the CRÉ (Conférences régionales des élus: Regional conferences of elected MNAs) in 2004. These replaced the regional development councils (CRD), which had existed since the 1960s, as the Government's partners of choice on matters of regional development. There is one CRÉ per region, except in Montérégie and in Nord-du-Québec, which have three CRÉ each. There therefore now exist 21 CRÉ.⁶¹ **The Government could mandate these organizations** to combat racism and other forms of discrimination by setting up an MED development project.

In fact, the Conseil considers that the CRÉ are a place where the relevant actors could **coordinate their efforts** to combat racism and other forms of discrimination in **employment**. Furthermore, as **employment is a major concern for the CRÉ** because economic development in each region is a priority, this could have the effect that a public policy against racism and other forms of discrimination would be directly assimilated into the **existing structures**. However, it will also be **necessary to mobilize the actors** at the various local, supralocal, regional and supraregional levels, and more comprehensively all the actors of the State, the civil society and the market. This is what the following figure illustrates (2.2). This mobilization must enable the development of **partnerships**, facilitate **active participation** (*empowerment*), generate **innovative practices** and then **disseminate and integrate** better MED and FARD practices that can be compared with those of other provinces, those of the Federal Government or of other governments.

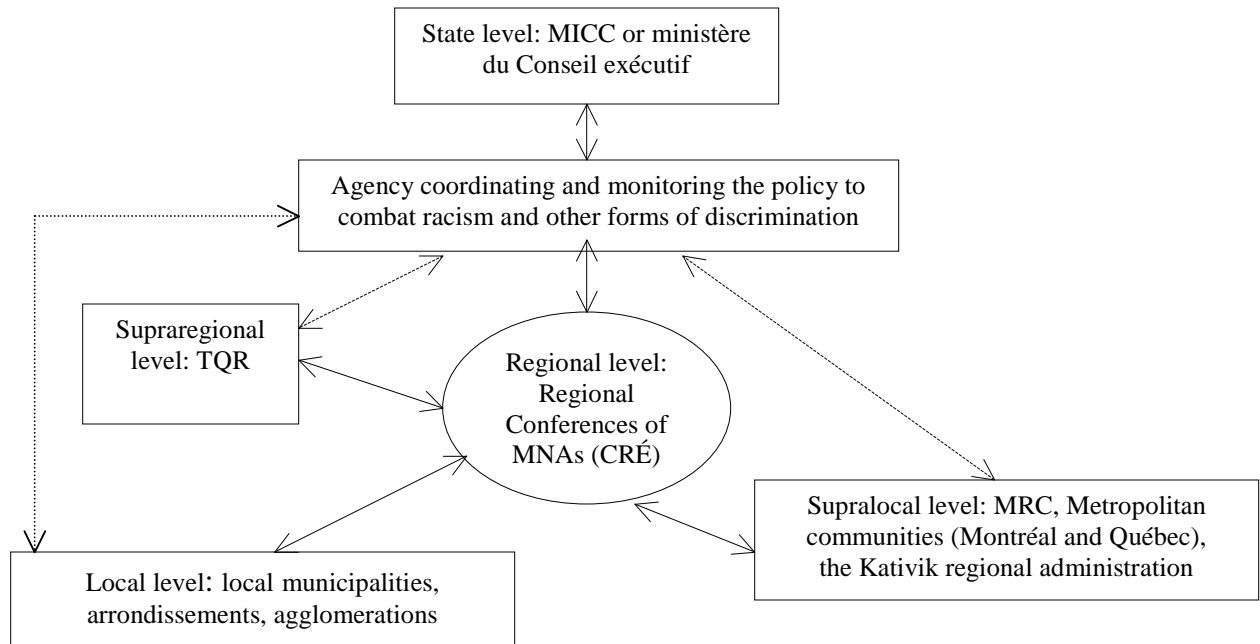


Figure 2.2 A shared vision of the MED and the FARD⁶²

⁶⁰ It is now the ministère du Développement économique, de l'Innovation et de l'Exportation.

⁶¹ Voir : http://www.mamr.gouv.qc.ca/regions/regi_conf.asp.

⁶² The full lines indicate a direct relation and the dashed lines indicate an indirect or an *ad hoc* relation.

Figure 2.2 also shows that an agency tasked with coordinating and monitoring the implementation of a FARD policy would have a central coordinating role to play so that all the actors would be able to unify their efforts related to the MED and FARD policy. It would report to the Minister of Immigration and Cultural Communities or the Prime Minister. If the civil society and the market are not specifically identified, it is because they are present at all levels. The organization would have a special relationship with the CRÉ because they are **centres for coordination and planning**⁶³. The CRÉ should adopt mechanisms of mutual consultation, especially with organizations representing the interests of ethnocultural minorities, while ensuring that all the actors will be represented at this level. This could form part of an agreement between a CRÉ and the MICC. It would be important however to ensure the inclusion of the MED and FARD elements, not only in the preparation and implementation of the CRÉ's **five-year plan**, but also in the **local action plans**, which must take into account the five-year plan.⁶⁴

If the agency mandated to coordinate and monitor a FARD policy had a special relationship with the CRÉ, it could concurrently intervene at the local or supralocal levels by taking part in projects with the local development centres (LDC) or with local employment centres (CLE). It could also work with **social movements** (community organizations, women's or union organizations) or **employers' associations** (e.g. Conseil du patronat du Québec) by taking part in shared initiatives in order to combat racism and other forms of discrimination. It could also participate in various projects with government departments and agencies, but also in the context of initiatives such as the Anti-Racism Actions Week, which could be an interesting platform capable of sustaining various joint initiatives.

At the **supraregional** level, it is important to mention that the Québec-Regions Table (TQR) could be a place for **inter-regional coordination** because "it is made up of the presidents of the [CRÉ], the Minister of Municipal Affairs and Regions and the Minister responsible for the Capitale Nationale [whereas it could also be] a place for discussing other mandates that the Minister could entrust to the CRÉ"⁶⁵. The idea that the coordination of a development project to manage ethnocultural diversity and combat racism could be carried out at this level is interesting because this could enable the Government to monitor 'on the ground' the policies it puts forward.

That is why the Conseil suggests that the **Minister** of Immigration and Cultural Communities be invited to take part in the work of this table whenever matters related to MED or FARD are discussed. It would therefore be necessary that both departments, the **MICC and the MAMR, work in close partnership** on all matters concerning the

⁶³ Voir : <http://www.crecn.qc.ca>, <http://www.credelongueuil.org>, <http://www.credemontreal.qc.ca>

⁶⁴ Voir : http://www.mamr.gouv.qc.ca/regions/regi_conf.asp.

⁶⁵ http://www.mamr.gouv.qc.ca/regions/regi_taqr.asp.

FARD, which would make it possible to develop mechanisms that would enable **all departments** to work together on related issues. For example, as employment is involved, the ministère de l'Emploi et de la Solidarité sociale (MESS) or the ministère du Développement économique, de l'Innovation et de l'Exportation (MDEIE) could also work in partnership with the MICC and the MAMR. In other words, at the level of the TQR, such procedures could be developed concerning MED and FARD-related matters. These procedures could draw their inspiration from experiences or practices at the other levels, as suggested in Figure 2.2, or from those coming from the market and the civil society. One of the tasks of the organization responsible would be to take inventory of these experiences and practices, so that there can be more consistency between them and in order to disseminate the best practices.

It is important to note that with respect to **accountability**, the CRÉ must submit to the Minister of the MAMR an annual activities report and a duly verified financial statement. This report is officially filed by the Minister at the Assemblée nationale.⁶⁶ It will be important to ensure that the efforts expended on the MED and the FARD be clearly reported therein and that its **results be measured** in terms of their impact on the labour market, including entrepreneurship and independent work, as this theme has been designated as a priority. This report would also be submitted to the agency responsible for the policy, which could, if need be, make recommendations to the CRÉ and to other actors with whom the CRÉ interact in order to support them in solving various problems. It would also be submitted to the Minister of Immigration and Cultural Communities so that she can better assess the actions carried out with respect to the MED and the FARD and thereby follow the work done by the agency responsible.

The labour market is not the only sector where it is necessary to intervene with respect to the MED and the FARD, but it makes it possible to rally all the actors, including the departments and agencies, because all organizations hire personnel. Indirectly, for instance, connections would be made with the sector of Education or with Health and Social Services. When all the employees of an organization are sensitized about the relevant MED and FARD issues, one can believe this will have an **impact on practices**.

As for partnerships, we can also mention the task group on racial profiling, set up since 2003 under the presidency of the ministère de la Sécurité publique and the MICC, where government departments and agencies are represented, together with some relevant community organizations. This task group could improve its activities by doing research on situations involving racial profiling (to document and quantify the phenomenon), by doing effective consultation and by taking account the views of its own members, especially those of the CDPDJ for its role in matters of complaint management, as well as those of the community organizations. It could also strengthen its accountability by producing performance reports on its results.

⁶⁶ http://www.mamr.gouv.qc.ca/regions/regi_conf.asp.

In short, it is necessary to initiate a development project on MED in order to mobilize and rally the actors around a shared vision of the MED in Québec and to undertake and assess the **structuring FARD projects**. Employment is a key sector because it is possible to connect with the **market** (private businesses and consumers), the **civil society** (e.g. the NPOs that are employers) and the **State** (as employer). A ‘regulation from below’ combined with a ‘regulation from above’, through an agency mandated to implement and monitor a FARD policy, with the CRÉs and the TQR having a central coordination role. This approach also requires the participation of collective actors such as social movements or employers’ associations, who represent the civil society and the market. These various instances where coordinated efforts can **complete each other**, the principle of subsidiarity⁶⁷ needs to be accepted and applied.

Lastly, to finance FARD initiatives, the amounts could come in part from the Metropolitan Development Fund, as the latter supports social, economic and cultural development in this territory⁶⁸. It could also come from the regional development funds provided by the CRÉ, which may be allocated to the financing of specific agreements and of any other activities of the CRÉ⁶⁹. The Fonds conjoncturel de développement could also contribute, for it is designed to undertake projects in response to special or cyclical situations⁷⁰. The funds allocated to the CLDs or to the community economic development corporations (CDÉC), whether these be the Local Investment Fund (FLI) or the Fonds de développement des entreprises d’économie sociale (FDEÉS), could also be interesting levers, in part to support the development of businesses by members of ethnocultural minorities. The Programme d’appui aux relations civiques et interculturelles (PARCI) could also be used because, in the context of regionalisation agreements between the MICC and various CRÉs or municipalities, “the latter may receive a specific budgetary allocation enabling them to finance projects submitted by organizations”⁷¹.

⁶⁷ To resolve at a higher level of authority what cannot be resolved at a lower level of authority.

⁶⁸ http://www.mamr.gouv.qc.ca/metropole/metr_deve_fonm.asp.

⁶⁹ http://www.mamr.gouv.qc.ca/metropole/metr_deve_fdlr.asp.

⁷⁰ http://www.mamr.gouv.qc.ca/regions/regi_prog_conj.asp.

⁷¹ http://www.micc.gouv.qc.ca/civiques/fr/207_2.asp.

PART III- THE RECOMMENDATIONS

- Given that immigration is called upon to respond to manpower shortages;
- Given that immigration is called upon to respond to problems of demographic decline;
- Given that racism and other forms of discrimination are likely to intensify when phenomena such as international competition exert pressure on States and their manpower, which can lead to job losses;
- Given that risk management can prove to be more complex and costly because of phenomena such as racism and other forms of discrimination;
- Given that the management of ethnocultural diversity (MED) can meet the needs of private or public organizations in terms of manpower, service offers and innovation;
- Given that the management of ethnocultural diversity can constitute a response for the fight against racism and other forms of discrimination (FARD);

The Conseil recommends:

3.1- TO THE STATE THAT IT MANDATE AN AGENCY TO COORDINATE AND MONITOR THE IMPLEMENTATION OF THE ELEMENTS OF THE POLICY TO FIGHT AGAINST RACISM AND OTHER FORMS OF DISCRIMINATION

This organization would work in close collaboration with the Government departments and agencies and with the CRÉ regarding the local levels of authority and the organizations of the private sector and the civil society.

3.2- THAT THE STATE, AS LEGISLATOR AND EMPLOYER, REINFORCE PERFORMANCE REPORTING WITH RESPECT TO ITS CURRENT LEGISLATIVE FRAMEWORK WHICH MANDATES EQUAL OPPORTUNITY ACCESS FOR PERSONS BELONGING TO CERTAIN GROUPS WHO HAVE BEEN DISCRIMINATED AGAINST IN EMPLOYMENT.

- To the President of the Conseil du trésor

- 3.2.1 To amend **Section 53.1** of the *Civil Service Act* so that Government departments and agencies be required to include in their annual reports, beyond the already mandated reporting of results related to equal opportunity employment program (EOEP) goals and to hiring objectives, a performance account of the measures and actions undertaken (funds expended) to implement an EOEP;
- 3.2.2 To amend **Section 29** of the *Public Administration Act* to render compulsory the discussion, before the Commission de l'Administration publique, the results

achieved in relation to an EOEP and a performance account of the measures and actions undertaken (funds expended) to implement an EOEP;

- 3.2.3 To amend **Section 9** of the *Public Administration Act* so that Government departments and agencies be required to include in their strategic plans the management of ethnocultural diversity as a requisite component, with specified actions to be undertaken to meet this requirement;

- *To the Justice Minister*

- 3.2.4 To amend **Section 92** of the *Québec Charter of Human Rights and Freedoms* so that all the EOEPs of Government departments and agencies be made subject to the powers of the CDPDJ stated in Sections 89 and 90 of the Charter, namely the power of oversight that authorizes it to require reports and to make inquiries, and the power to apply to the courts. This oversight role will complement the responsibilities of the Conseil du trésor regarding the organization, management and development of human resources, the allocation of positions and the current measures ensuring equal opportunity of employment.

In the **following** recommendations, it must be assumed that the **organization** coordinating and monitoring a FARD policy **may participate** in one form or another **at each of the stages or in each of the initiatives proposed**.

3.3- PRODUCING A PICTURE OF ETHNOCULTURAL DIVERSITY, RACISM AND OTHER FORMS OF DISCRIMINATION

Before engaging in joint actions and partnerships involving the MED and the FARD, the Conseil believes it is necessary to produce a documented state of the situation. The first order of business must obviously be to determine some strategic locations where such joint consultations and partnerships can best develop. This is why:

- 3.3.1 The Conseil recommends that the CRÉ be mandated to play a coordinating role at the regional level concerning MED and FARD, especially in order to sensitize all the actors (local, supralocal, private businesses, etc.) in their respective territories;
- 3.3.2 The Conseil recommends that the TQR also be given a coordination authority so that the CRÉ report to it with respect to their MED and FARD-related activities. As they must submit an annual report to the MAMR, the MICC could be notified about issues involving the MED and the FARD. Other Government departments could be invited to take part in the discussions of the Table in order to assess their contributions with respect to the MED and the FARD in various sectors and territories: MDEIE, MESS, ministère de l'Éducation, du Loisir et du Sport

(MELS), ministère de la Santé et des Services sociaux (MSSS), etc., all of which interventions could be included in the annual report submitted to the MAMR;

- 3.3.3 The Conseil recommends that the MICC sign agreements with the CRÉ whereby they will produce, with their own partners (State, market, civil society), a **portrait of ethnocultural diversity** in their territories. In this regard, they will be able to call upon the data available from the MICC, the MESS, the ISQ or Statistics Canada, and could even examine the socioeconomic mobility of this diversity or compute projections about its composition based on available data.

However, this is not just a matter of counting individuals, but also of trying to **measure**, for example through **survey studies**, their **level of integration** in the labour market and in terms of their civic participation or membership in associations. The CRÉ could avail themselves of the expertise of the MICC, the MESS, the ISQ and Statistics Canada, but also of educational institutions in their territories to support them in carrying out such studies, or of local employment centres (questionnaire construction, data collection, interpretation of results, etc.);

- 3.3.4 The Conseil recommends that the CRÉ produce, with their partners (State, market, civil society), a **documented portrait of racism and other forms of discrimination** in their territories. It is not just a matter of measuring whether individuals consider themselves to be victims, but also of measuring the degree of **openness or closedness** of the majority towards minorities, whether these are **present or not** in the CRÉs' territories. The CRÉs could call upon the expertise of the Conseil des relations interculturelles, the MICC, the ISQ, Statistics Canada, but also of educational institutions in their territories to support them in carrying out such studies (questionnaire construction, data collection, interpretation of results, etc.);

- 3.3.5 To complete this picture, the Conseil recommends that all Government departments and agencies have trained persons in their 'complaints departments', capable of cross-referencing the complaints involving racism and other forms of discrimination with their sectors of activity. They would report on the situation to the contact person in the agency coordinating and monitoring the implementation of the FARD policy of their government department or agency. This contact person would then submit the report to the monitoring agency. The latter should examine the reports and could call upon the ISQ and the CDPDJ to produce statistical descriptions of racism and other forms of discrimination.

Once these descriptions have been completed and documented, it will be possible for the CRÉs to start taking into account ethnocultural diversity in employment and managing it in their territories as a partial contribution to the FARD.

- 3.3.6 To support this initiative, the Conseil recommends that the Government set up, within the agency coordinating and monitoring the Government's FARD policy, a team that would provide help and support to the victims of racism through consulting and reference services, in person and by telephone;
- 3.3.7** The Conseil also recommends that this team remain in contact with community-based partners, public institutions and research groups on racism and that the complaints it deals with be added to the evolving picture of racism in Québec;
- 3.3.8 In order to finance part of these various initiatives, the Conseil recommends using the Fonds de développement de la métropole, the regional development funds provided by the CRÉ, the Fonds conjoncturel de développement, the funds allocated to the local development centres (CLD) or to the CDÉC, whether they are FLI or FDEÉS, and the PARCI.

3.4- DESIGNING ACTION PLANS BASED ON REGIONAL AND LOCAL REALITIES

Recognizing prejudice and discrimination first requires documenting a picture of it and having all the actors involved and ready to recognize the problems. Once the results of the studies and surveys have been reported on:

- 3.4.1 The Conseil recommends integrating the elements of the MED and the FARD into the **five-year plan** of the CRÉ, in collaboration with their partners (State, market, civil society), and also including these elements in the **local action plans**, which must take the five-year regional plan into account.
- 3.4.2 The Conseil recommends that each CRÉ develop, with its partners, a **specific action plan** for taking into account and managing ethnocultural diversity and the **FARD in the sphere of employment**. This plan could be integrated into their five-year plan. Let us recall that the local actors must also take into account this plan, in which they will have participated.

3.5- DEVELOPING TOOLS

After having documented the extent of the problems and worked out action plans to resolve them, tools will be needed to implement the actions. Some do exist, but it will be important to draw up an inventory of them. For this reason:

- 3.5.1 The Conseil recommends that the CRÉ, with their partners, draw up an inventory of the existing practices related to MED and FARD in their territories and assess them. It is a matter of selecting the best practices in order to disseminate them throughout the entire Québec territory, for which the agency monitoring the policy would be responsible.

Special attention must be focused on sensitization and education, in workplaces as well as in training centres. In this regard, the CRÉ must call upon their partners in education so that they will share with them the best practices and methods of education against racism and other forms of discrimination. The CRÉ will call upon the MELS or count on the expertise of organizations such as the CDPDJ. This sensitization will therefore take place both in **work environments**, in **teaching and vocational training institutions** as well as in **any other places deemed relevant** (e.g. the community organizations).

The Government should pursue and intensify its support for initiatives aimed at increasing intercultural contacts in order to improve the mutual familiarity among the different ethnocultural communities and combat acts of racism and discrimination associated with misunderstandings and intolerance. In this context, it would be appropriate to consolidate the activities of the **Anti-Racism Actions Week** at the local, regional, national and international levels;

- 3.5.2 The Conseil recommends that the CRÉ widely disseminate the initiatives noted above, through the local media, but also through organizations such as the CLD and the CDÉC, which disseminate the results of their activities through bulletins or on their Internet sites. The goal is to sensitize the whole population;
- 3.5.3 The Conseil recommends to the **Conseil du trésor** that it require the Government departments and agencies to integrate **the differential analysis of ethnocultural diversity** in their operations management in order to assess the impact of their actions (programs, projects, policies, speeches and others) on certain groups. This will involve in part applying differential analysis according to membership in an ethnocultural minority (ethnocultural *mainstreaming*). The purpose of this procedure is to ensure that there are no systemic barriers in certain programs or actions of organizations;
- 3.5.4 The preceding recommendation applies to the CRÉ that will be able to promote this approach with the local authorities, the private organizations and those of the civil society. The following tools can also be used:
- a) Study and dissemination of the *Guide d'élaboration d'un programme d'accès à l'égalité en emploi*⁷², produced by the CDPDJ in 2003;
 - b) Study and dissemination of the *Guide pour l'analyse du système d'emploi*⁷³, produced by the CDPDJ in 2003;
 - c) Study and dissemination of tools such as those used by EQUAL and the Centre for Strategy & Evaluation Services;

⁷² Monik Audet, 2003, *op. cit.*

⁷³ Sylvie St-Pierre, 2003, *op. cit.*

- 3.5.5 The Conseil recommends that the **Centre québécois du leadership** be called upon, in its mission of developing the competencies of public service managers, so that training programs about taking into account and managing ethnocultural diversity and the FARD can be provided for managers. The Conseil recommends that these training programs be also provided by ÉNAP;
- 3.5.6 The Conseil recommends to the Fédération québécoise des municipalités (FQM) that it invite its 915 members to join the Canadian Coalition of Municipalities Against Racism and Discrimination, just as the Union des municipalités du Québec (UMQ) has done with its 250 members; the impact of such an initiative can result in sensitizing populations to racism and other forms of discrimination;
- 3.5.7 Regarding tools and sensitization, the Conseil recommends that Human Resources departments, in the **training expenditures of 1% of their salary mass**, offer training programs related to the MED and the FARD, given the importance of the issue of diversity and the effects that such knowledge and trained abilities can have on the hiring and integration of various ethnocultural minorities.

CONCLUSION

An integrated vision of the fight against racism and other forms of discrimination in our institutions and social systems will enable us to solve the problems resulting from these phenomena. If racism and other forms of discrimination are social constructs, their eradication must also follow such processes. To reverse the situation, the State must intervene by opening up a MED development project aimed at the FARD, working through existing structures, and establishing a coordinating body to ensure the implementation of a FARD policy.

A MED development project, working through the different development levels (local, supralocal, etc.) and the establishing of an organization to coordinate and monitor the implementation of a FARD policy, are both necessary. It will be useful however to examine in depth certain foreign experiments in order to determine the **best practices** and note any **mistakes to avoid**.

It will also be necessary to examine what is being done in Québec and elsewhere in Canada in the same spirit, in order to achieve sustainable partnerships in which interventions will produce structuring results. This will produce repercussions through:

- 1) **Dissemination and integration** of the best practices in employment and social inclusion policies;
- 2) **Active participation** (*empowerment*), which aims at reinforcing the capacity for action of all the actors concerned, including for the victims of racism and other forms of discrimination;
- 3) **Innovation** in the fight against inequality and discrimination in the workplace;
- 4) **Reinforcement of performance reporting**.

While the institutional or systemic manifestations of racism must be denounced and fought by comprehensive and joint interventions, we must also consider the dramatic consequences of these situations at an individual and human level. For the persons who are the victims, the repercussions of racist acts are indeed very real and can prove serious.

Persons who become victims of racism can then develop a negative perception of Québec society, experience periods of withdrawal and isolation, adopt distrustful behaviour, react with aggressiveness and self-exclusion, in short go through some very difficult times. These reactions, whether transitory or durable, will have negative consequences on their self-esteem, on their relations with others and, in the case of those most recently arrived, on their integration in Québec society. It is the business of both public and private organizations and the whole society, including the ethnocultural minorities themselves, to act in such a way that the values of Québec society, set at the heart of the Charter, be

respected. The Conseil wishes, as all the other actors concerned by this consultative report, to make a positive contribution to the social, economic and political inclusion of each and all of the persons belonging to this society.

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ADDENDUM I

THE ORGANIZATION TASKED WITH COORDINATING AND MONITORING A POLICY TO FIGHT AGAINST RACISM AND OTHER FORMS OF DISCRIMINATION

This organization should be provided with resources sufficient to carry out its mandate. Its personnel should display a versatility of knowledge and competencies in fields as diverse as knowledge on racism, processing cross-tabulated statistical data, promoting policies through communications, program evaluation to assess results and present recommendations, the legal domain to ensure compliance with laws, relations with victims to inform them about the different possible recourses they have, and relations with the judicial system.

- The main activities of the monitoring agency

This organization would have the following duties:

- To promote a differential approach to ethnocultural diversity;
- To carry out the compiling, processing, examining and assessment of the various items of information and reports on the issues involved in the fight against racism and other forms of discrimination and taking into account the ethnocultural diversity within organizations;
- To sensitize public and private organisations about these issues;
- To produce annual reports with an integrated vision covering all spheres of activity, including the recommendations;
- To support the different levels of authority in their endeavours (offering tools, as we have seen in Part II, putting different organizations in touch with certain training experts, etc.);
- To produce five-year progress reports on the state of advancement of elements of the policy.

- Its ties with government departments and agencies

The employees of the organization so described could have a corresponding contact person (with related duties) in each government department and agency, in the same manner that there exist contact persons answering for the status of women in different government departments and agencies.

The mandate of these contact persons, who would each report to their respective authorities (a deputy minister or some other title, as the case may be), would be:

- To promote the differential analysis approach to ethnocultural diversity within their respective organizations;
 - To collaborate with their legal affairs departments on matters involving complaints related to racism or other forms of discrimination;
 - To monitor all actions (policies, plans and other measures) involved in managing ethnocultural diversity;
 - To attend meetings organized by the monitoring agency;
 - To produce an annual report to the monitoring agency concerning the state of advancement of the policy's goals within their respective government departments and agencies.
- **Its ties with the Regional Conferences of MNAs (CRÉ)**

The CRÉ will include the following duties within their respective mandates:

- To promote the differential analysis approach to ethnocultural diversity among the different levels and agencies of local governments and among the organizations of the private sector and the civil society;
- To promote the management of ethnocultural diversity;
- To monitor actions aimed at combating discrimination and racism in their regions;
- To prepare a plan to combat racism and other forms of discrimination in their regions, when deemed necessary;
- To produce an annual report to the monitoring agency concerning the state of advancement of the policy's goals within their respective regions.

ADDENDUM II Cost and benefit indicators and methods of measurement

Indicators	Methods of measurement
Top management commitment	<ul style="list-style-type: none"> - Management Time Spent on Diversity issues (as a proportion of total time) - Communication (e.g. Number of mentions in formal speeches) - Inclusion of Diversity Outcome target in Performance Contract (Yes/No) - Nature of Diversity target in Performance Contract (assessment of different types of measure- representation, changes in attitudes or benefits) - Membership of new diversity management structures (e.g. number of senior managers on Diversity Councils, or equivalent)
Diversity strategy and plan	<ul style="list-style-type: none"> - Presence of Diversity Strategy (Yes/No) - 'Quality' of Diversity Strategy – does the strategy meet best practice standards for coverage and content? Integration into overall corporate strategy - Presence of Annual Diversity Action Plan (Yes/No) - Quality of action plan – extent of integration into overall corporate or business annual action plan
Organisational policies	<ul style="list-style-type: none"> - Has Recruitment Policy been amended to take account of Diversity strategy? (Yes/No) - Has Staff Development Policy been amended to take account of Diversity strategy? (Yes/No) - Have Policies governing staff behaviour been amended to take account of Diversity strategy? (Yes/No)
Employment benefits	<ul style="list-style-type: none"> - Presence of diversity related employment benefits (e.g. same sex partner benefits, retirement age and pension changes, new medical care, holiday arrangements, child care facilities, job sharing, flexible working, telecommuting, access facilities etc) (Yes/No) - Costs of diversity-related employment benefits (set-up costs and on-going running costs) - Utilisation of diversity related employment benefits (e.g. proportion of women employees using childcare facilities, recent immigrants attending language training)
Managerial incentives	<ul style="list-style-type: none"> - Presence of managerial incentives as part of performance contract (senior management and middle management) (Yes/No) - Presence of measurement processes to assess management performance on diversity related issues (e.g. "upward feedback") - Nature of incentives and processes – assessment of the nature and appropriateness - Cost of diversity related managerial incentives
Organisational structures	<ul style="list-style-type: none"> - Have diversity management structures been established? (e.g. Diversity Council) (Yes/No) - Membership of diversity management structures? – extent of involvement of senior managers - Have diversity oversight units (e.g. a Diversity Team) been established to provide support and monitor progress? (Yes/No) - Role and importance of oversight units – extent of independence, resources, reporting relationships, activities - Cost of specialised diversity staff
Diversity reporting process	<ul style="list-style-type: none"> - Has a system been established to monitor diversity performance (achievements to date versus plan) (Yes/No) - Effectiveness of process (timeliness, penetration) - Cost of diversity operating process
Communication (verbal and written)	<ul style="list-style-type: none"> - Number of positive and negative mentions (or "column inches") in articles in external media (TV, general press, specialist press) of diversity-related issues (absolute and changes over time) - Assessment of relevance and quality of mentions – review of journals, TV slots - Number of mentions (or "column inches") in articles in internal media (e.g. company newsletter) of diversity-related issues (absolute and changes over time) - Number of mentions (or "column inches") in communications with shareholders and investors of diversity-related issues (absolute and changes over time) - Number of mentions (or minutes) in key speeches of diversity related issues (absolute and changes over time) Cost of communication activities
Support networks	<ul style="list-style-type: none"> - Presence of diversity support networks (e.g. "Women in Management", or members of a gay and lesbian employee group) (Yes/No) - Membership of diversity support networks (number of members as a proportion of total eligible group) - Activity of diversity support networks (e.g. number of meetings per year) - Cost of support networks
Education and training	<ul style="list-style-type: none"> - Cost of diversity training for existing employees and new employees - Participation in diversity training – existing employees (absolute numbers, proportion of specific groups such as middle managers) - Participation in diversity training – new employees (absolute numbers, proportion of specific groups such as middle managers) - Perceived value of diversity training amongst existing and new employees (extent of agreement with opinion questions in posttraining assessment form) - Impact of training on future development (link between attendance on training/development courses and retention or development of target groups)
Productivity losses	<ul style="list-style-type: none"> - Productivity per employee compared with previous periods - Productivity per new employee (compared to average)

Reference: Centre for Diversity and Business, in Potvin and al.

ADDENDUM III Diversity outcomes

Indicators	Methods of measurement
Workforce demographics	<ul style="list-style-type: none"> - Number of people from target groups (e.g. age, gender, ethnic groups, disabled, gay/lesbian, different religious groups) in workforce as a whole - Number of people from target groups in workforce compared to external benchmarks - compared to community in travel to work area or compared to other companies (e.g. through a benchmarking service) - Number of people from target groups in specific parts of the workforce (e.g. in management or in specific functions) - Pay levels of people from target groups compared to pay levels of other equivalent graded employees - Changes in the number of people from target groups – year-by-year comparison - Number of people recruited into the organisation from target groups - Number of people promoted within the organisation from target groups - Number of people leaving the organisation from target groups
Employment culture/ working environment	<ul style="list-style-type: none"> - Number of formal internal complaints which are diversity related - Number of formal external complaints which are diversity related - Number of litigation cases that are diversity related - Cost of settling diversity related litigation cases - Cost of resolving complaints - Employee attitudes on diversity related issues – responses to opinion questions in employee survey – within the company as a whole - Employee attitudes on diversity related issues – responses to opinion questions in employee survey – comparison between different groups within the company (e.g. differences between perceptions of women and men) - Employee attitudes on diversity related issues – responses to opinion questions in employee survey – comparison over time - Employee attitudes on diversity related issues – responses to opinion questions in employee survey – compared to responses in other companies (e.g. via a benchmarking study) - Employee attitudes on diversity related issues – index created based on responses to opinion questions in employee survey

Reference: Centre for Diversity and Business, in Potvin and al.

ADDENDUM IV Benefits for companies

<i>Indicators</i>	<i>Methods of measurement</i>
Cost reductions	<ul style="list-style-type: none"> - Labour turnover by specific groups (e.g. age, gender, ethnic groups, disabled, gay/lesbian, different religious groups) compared to average for firm - Absenteeism by specific groups (e.g. age, gender, ethnic groups, disabled, gay/lesbian, different religious groups) compared to average for firm - Direct Recruitment costs – changes over time - Expenditure on discrimination-related litigation cases – legal costs (changes over time) - Expenditure on discrimination-related litigation cases – settlement costs (changes over time)
Labour shortages	<ul style="list-style-type: none"> - Number of unfilled vacancies (internal and external) – absolute and changes over time - Number of applicants for job vacancies (internal and external) – absolute and changes over time - Time taken to fill vacancies (internal and external)
Access to new markets	<ul style="list-style-type: none"> - Penetration of selected new markets (proportion of sales going to specific groups) - Penetration of selected new markets (proportion specific groups who have ever bought product/service) - Penetration of selected new markets (proportion specific groups who have bought product by level of loyalty – once, occasionally, regularly, always) - Attitudes of selected target groups to the organisation and its brands, products, services
Improved performance in existing markets	<ul style="list-style-type: none"> - Levels of customer satisfaction with product/service – changes over time - Level of customer loyalty (occasional versus regular users) – changes over time - Levels of operating efficiency – output levels, quality levels, waste, cycle time in homogenous work teams compared to diverse work teams
Access to talent	<ul style="list-style-type: none"> - Profile of existing employee competencies compared to competencies needed by the organisation (via skills audit) - Employee satisfaction – overall and amongst key groups (e.g. technical specialists or young managers with high potential) - Organisations reputation (via attitude survey) as an employer amongst key groups (e.g. new graduates) - Retention rates amongst key employee groups (e.g. young managers with high potential) - Number of applicants for key management/functional job vacancies - changes over time
Global management capacity	<ul style="list-style-type: none"> - Proportion of top management team from “non-traditional” backgrounds - Proportion of managers with high potential from “non-traditional backgrounds” - Proportion of managers with high potential and from “non-traditional backgrounds” participating in key development programmes
Innovation and creativity	<ul style="list-style-type: none"> - Extent of heterogeneity within key work groups – e.g. proportion of people from “non traditional” backgrounds in multi-functional product development teams - Performance of different types of key work groups – traditional versus non-traditional - Expenditure on innovation as proportion of sales - Time-to-market cycle – time taken for new products or services - Proportion of sales based on new products or services introduced within last three years
Reputation with governments and other stakeholders	<ul style="list-style-type: none"> - Attitudes of opinion formers and general public towards organisation on key diversity related issues (via opinion survey) - Attitudes of local communities towards organisation on key diversity related issues (via opinion survey) - Media penetration – mentions (positive and negative), types of journal, extent of coverage
Marketing image	<ul style="list-style-type: none"> - Attitudes of customers in key target markets towards the organisation – current, and over time (e.g. tracking study)
Cultural values	<ul style="list-style-type: none"> - Profile of existing employee values compared to cultural values desired by the organisation (via “values audit”) - Internal survey of employee opinions and attitudes

Reference: Centre for Diversity and Business, in Potvin and al.

APPENDIX I- ACRONYMS

ADS	Analyse différenciée selon les sexes
CCDP	Commission canadienne des droits de la personne
CDÉC	Corporation de développement économique communautaire
CDPDJ	Commission des droits de la personne et des droits de la jeunesse
CLD	Centre local de développement
CLE	Centre local d'emploi
CRD	Conseil régional de développement
CRÉ	Conférence régionale des élus
CSES	Centre for Strategy & Evaluation Services
FDEÉS	Fonds de développement des entreprises d'économie sociale
FLI	Fonds local d'investissement
FQM	Fédération québécoise des municipalités
GDE	Gestion de la diversité ethnoculturelle
ISQ	Institut de la statistique du Québec
LCRD	Lutte contre le racisme et les discriminations
MAMR	Ministère des Affaires municipales et des Régions
MDEIE	Ministère du Développement économique, de l'Innovation et de l'Exportation
MELS	Ministère de l'Éducation, du Loisir et du Sport
MESS	Ministère de l'Emploi et de la Solidarité sociale
MRC	Municipalité régionales de comté
MSSS	Ministère de la Santé et des Services sociaux
MICC	Ministère de l'Immigration et des Communautés culturelles
OBNL	Organisme à but non lucratif
ONG	Organisation non gouvernementale
PAÉ	Programme d'accès à l'égalité
PARCI	Programme d'appui aux relations civiques et interculturelles
PDD	Partenariat de développement
PME	Petite et moyenne entreprise
TQR	Table Québec-régions
UMQ	Union des municipalités du Québec

APPENDIX II- THE CONSEIL DES RELATIONS INTERCULTURELLES

President: Patricia **RIMOK**

Members: Viken K. **AFARIAN**
Flora Marlow **ALMEIDA**
Abderrahmane **BÉNARIBA**
May **CHIU**
Karim **DAABOUL**
Katlyne **GASPARD**
Shah Ismatullah **HABIBI**
Bogidar **PÉRUCICH**
Stephan **REICHHOLD**
Witakenge Benoît **SONGA**
Sharon **SPRINGER**
Terry **TATASCIORE**
Linda Marienna **VALENZUELA**

The Secretary (Non-voting member)

Ms. Maryse Alcindor
Deputy Minister, ministère de l'Immigration et des
Communautés culturelles