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Citizenship and Immigration Canada

Overview of the
Multiculturalism
Program




Canada

Canada: An Increasingly Diverse Society


- **Three pillars of diversity:**
 - Aboriginal population (3.8% of total population in 2006)
 - Linguistic duality: French (22%) and English (67%)
 - Increasing ethno-cultural and religious diversity
- **Increasing diversity:**
 - 16.2% (5 million) are visible minorities, of whom 67% were born outside Canada
 - 215 ethnic origins and increased multiple origins
 - 47% of Canadians self-identify at least partial origins other than British, French or Canadian
 - One-fifth of Canadians are foreign-born
 - Growth of non-Christian religions
 - Numbers of people in Canada affiliated with Islam, Buddhism, Hinduism and Sikhism doubled or nearly doubled from 1991 to 2001
- **2031 Projections**
 - Between 25% and 28% of population foreign born
 - Between 29% and 32% belong to visible minority group
 - 14% of population expected to belong to a non-Christian religion

Federal Legislative Framework

<p>Overall Framework</p> <p>1980: <i>Canadian Bill of Rights</i></p> <p>1962: First immigration regulations to eliminate racial discrimination</p> <p>1971: Multiculturalism policy</p> <p>1978: <i>Immigration Act - Non-discrimination</i></p> <p>1977: <i>Citizenship Act</i></p> <p>1982: <i>Canadian Charter of Rights and Freedoms</i> recognizes multicultural character of Canada</p> <p>1988: <i>The Official Languages Act</i></p> <p>1988: <i>Canadian Multiculturalism Act</i></p>	<p>Canadian Constitution Act (1867, 1982)</p> <ul style="list-style-type: none"> • Responsibility for immigration, including integration, is shared among the federal government and the provinces and territories. • In the event of a conflict between federal and provincial legislation, federal legislation will prevail. <p>Immigration and Refugee Protection Act (IRPA) (2002)</p> <ul style="list-style-type: none"> • IRPA affirms the fundamental principles of non-discrimination and universality in immigration (contained in the <i>Immigration Act (1976)</i>) & provides authority for settlement programs. <p>Canadian Multiculturalism Act (1988):</p> <ul style="list-style-type: none"> • Recognizes the diversity of Canadians as a fundamental characteristic of Canadian society and makes a commitment to: <ul style="list-style-type: none"> • Promote the full and equitable participation of all individuals and communities of all origins; • Eliminate barriers to that participation; • Encourage and assist all Canadian institutions to be both respectful and inclusive of Canada's multicultural character, and also <p>Citizenship Act (1977):</p> <ul style="list-style-type: none"> – Lays out inclusive, welcoming requirements for citizenship. – Affirms all citizens have the same rights and obligations, regardless of whether citizens by birth or naturalisation.
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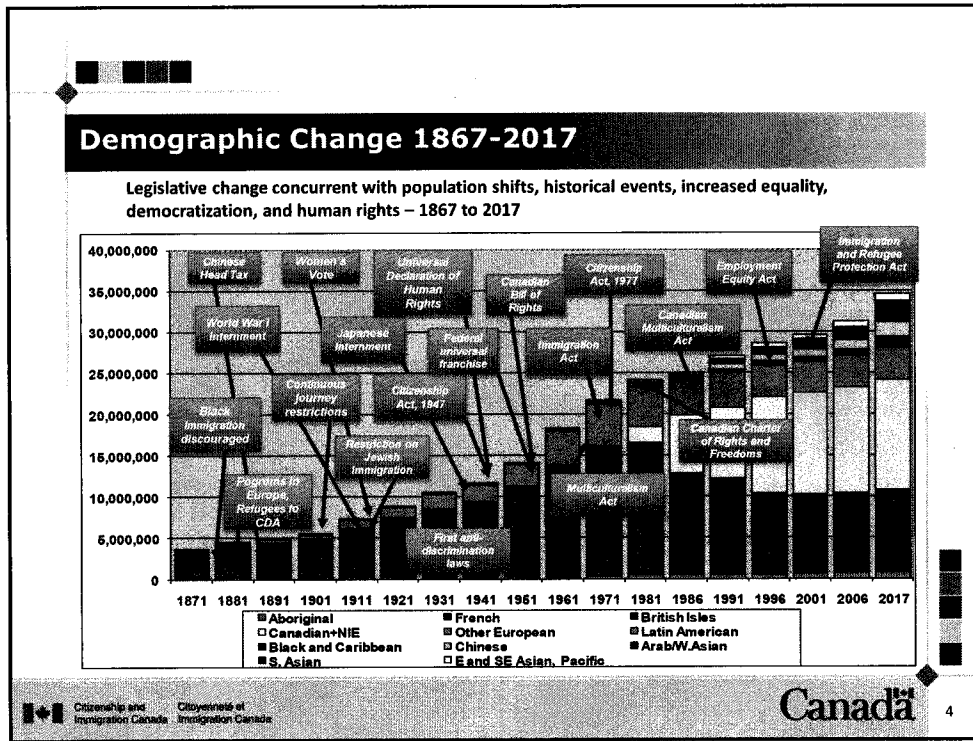
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3

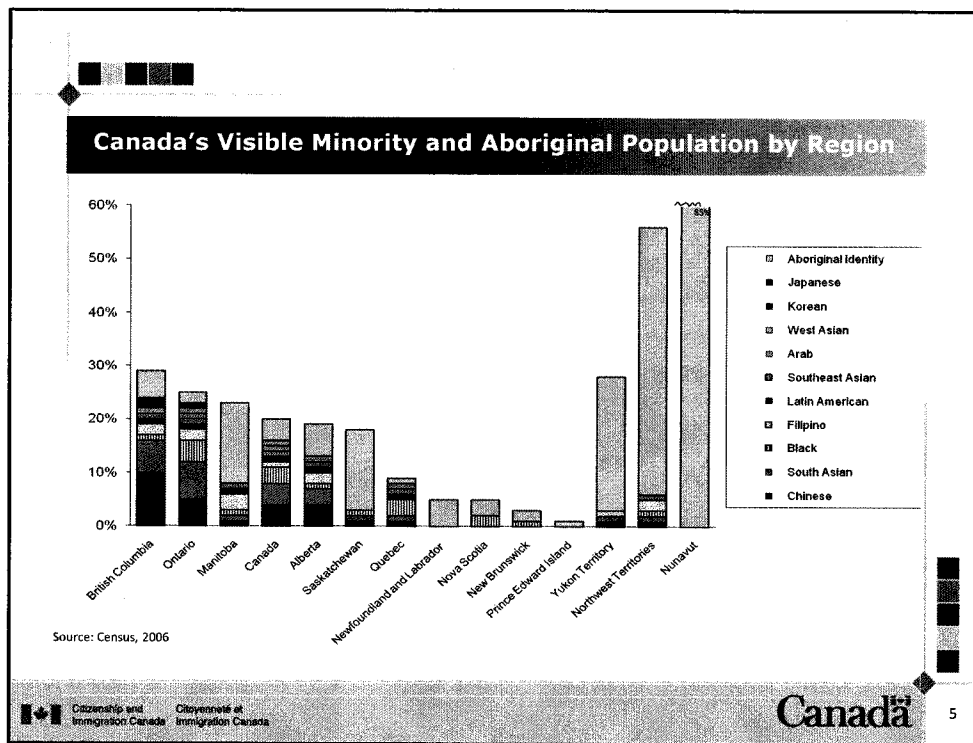
Diversity is supported in Canada by a broad framework of laws and policies. Canada has pursued a deliberate social policy of **immigrant integration, multiculturalism and inclusive citizenship over the past 40 years** in order to combat racial and gender-based discrimination and social exclusion of minority groups, to promote equality and respect for diversity and to provide a welcoming environment for newcomers and visitors to Canada. This slide lists various laws that compose this framework.

These policies have, over the past few generations, **fostered an environment of social inclusion and a high degree of public support for an open and managed immigration program.**

Integration is part of Canada's managed immigration program and, in the Canadian experience, full integration of permanent immigrants also entails access to citizenship.



- Our legislative framework is better equipped than it once was to handle such diversity.
- We have not always gotten it right, but the framework has evolved to incorporate increased equality, democratization and human rights. This can be seen for example in our adoption of the *Universal Declaration of Human Rights*, the passing of the *Canadian Bill of Rights* and the *Canadian Charter of Rights and Freedoms*.
- It is notable that our legislative framework for multiculturalism had its last major development with the *Employment Equity Act* in 1991.
- Although we in the federal government maintain that our legislative framework is extremely sound, it is constantly being challenged through very high profile and emotionally charged debates.



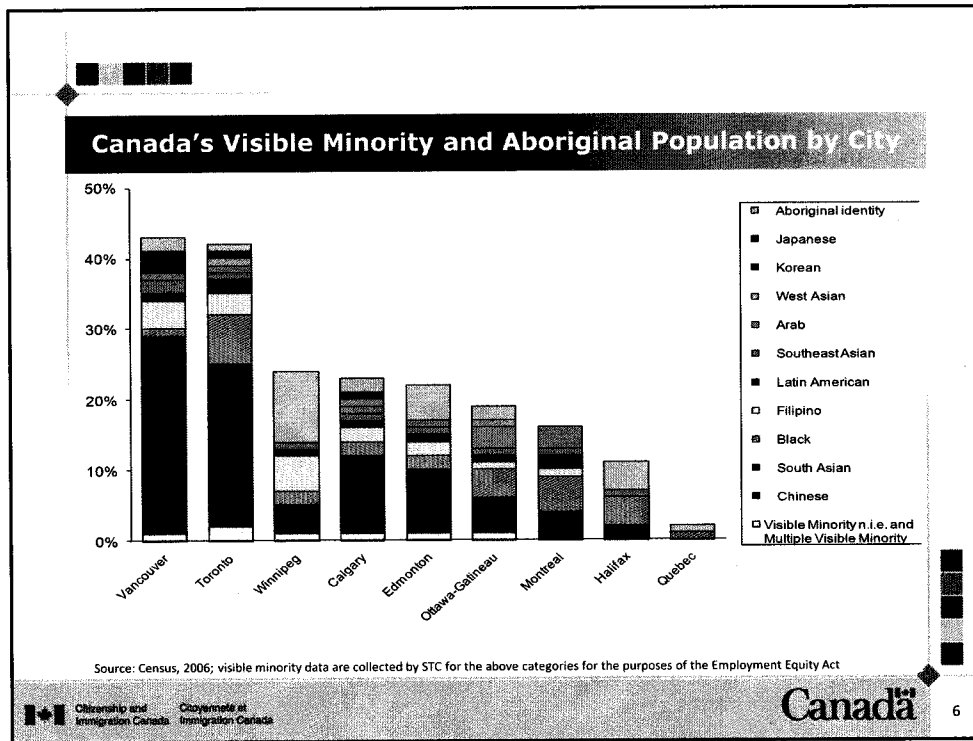
- I am now going to talk about diversity at a regional level and how many of these issues play out in very different ways across the country, which makes things even more complicated.

- In thinking about the distribution of diversity across the country there are some stark differences.

- Overall, we see increasingly diverse populations in provinces like British Columbia and Alberta and a relative lack of diversity in other provinces (e.g. Atlantic).

- What is also striking is the different kinds of diversity. For instance, larger Black populations in Nova Scotia and Quebec, to South Asian and Chinese populations in Ontario and British Columbia to large Aboriginal populations in Manitoba and Saskatchewan.

- It is also interesting to note the growing diversity in provinces like Alberta and Manitoba—partly attributable to large Aboriginal populations but also due to increasing visible minority populations.



- We can see a similar situation playing out in major cities across Canada.
- Each city has its own unique type of diversity.
- Usually when we think of diversity in major cities the focus is on Montreal, Toronto and Vancouver.
- However, in reality other cities like Calgary and Winnipeg are more diverse than Montreal. In fact it is in a city like Calgary where large increases in diversity are occurring where some of the real challenges exist.

7

Canadians Views on Diversity

- General acceptance in Canada of diversity and multiculturalism
 - 71% say immigration has positive effect on Canada (CIC Tracking Survey-April 2010)
- Support diminishes on specific accommodation issues (e.g. burka/niqab, kirpan, funding of separate schools)
- Quebec (interculturalism) – debates often distinct from rest of Canada and more European in nature

"Not only do Canadians feel that multiculturalism is a central part of their country's identity, it's also increasingly a source of pride. In 1985 we asked Canadians to tell us in their own words what made them proud to be Canadian. Multiculturalism was in tenth place. People were more likely to cite the beauty of the land, Canada's natural resources, and even the physical size of the country. By 2006, multiculturalism had climbed to second place. Only Canada's democracy was more often named as a source of national pride."

Michael Adams
Unlikely Utopia: The Surprising Triumph of Canadian Multiculturalism


7


Immigration and Citizenship Canada / Immigration et Citoyenneté Canada

- **General acceptance in Canada of diversity and multiculturalism**
 - 71% say immigration has positive effect on Canada (CIC Tracking Survey-April 2010)
 - 57% say the fact we accept immigrants from different cultures makes Canada stronger (CIC Tracking Survey-April 2010)
 - 82% agree that Canada's multicultural make-up is one of best things about Canada (Ipsos Reid-2007)
- **Support diminishes when questions relate to specific issues of accommodation (e.g. burka/niqab, kirpan, funding of separate schools)**
 - 80% of Canadians supported Quebec bill to compel people to show their faces to receive government services (Angus Reid – 2010)
 - 54% of Canadians in favour of banning the wearing of the burka in public places** (Leger Marketing-July 2010)
 - 71% of Ontarians opposed extending funding to all religious schools (Strategic Counsel-2007)
 - 18% of Canadians said it was reasonable to accommodate religious and cultural minorities, while 53% said they should fully adapt to Canada (SES Research-2007)
- **Debate in Quebec is often distinct from rest of Canada**
 - 73% of Quebecers were in favour of banning wearing of the burka in public places (Leger Marketing-July 2010)
 - 5% of Quebecers said it was reasonable to accommodate religious and cultural minorities, while 77% said they should fully adapt (SES Research-2007)

Multiculturalism in Evolution				
	<i>Ethnicity Multiculturalism (1970s)</i>	<i>Equity Multiculturalism (1980s)</i>	<i>Civic Multiculturalism (1990s)</i>	<i>Integrative Multiculturalism (2000s)</i>
Focus	Celebrating differences	Managing diversity	Constructive engagement	Inclusive citizenship
Reference Point	Culture	Structure	Society building	Canadian identity
Mandate	Ethnicity	Race relations	Citizenship	Integration
Magnitude	Individual adjustment	Accommodation	Participation	Rights and Responsibilities
Problem Source	Prejudice	Systemic discrimination	Exclusion	Unequal access, "clash" of cultures
Solution	Cultural sensitivity	Employment equity	Inclusiveness	Dialogue/Mutual Understanding
Key Metaphor	"Mosaic"	"Level playing field"	"Belonging"	"Harmony/Jazz"

Kunz and Fleras (2001)


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 8

- Multiculturalism policy has evolved to accommodate changes in Canada in recent decades.
- From the 1970s mandate of responding to ethnicity, government efforts have since focused on race relations, then citizenship and now integration.
- The corresponding “solution” has also shifted in focus, from cultural sensitivity to employment equity and inclusiveness, to a current emphasis on dialogue and mutual understanding.
- Although our approach to managing diversity evolves as social realities change, the cornerstone principles of inter-ethnic relations in Canada remain the same: equality; respect for diversity; fundamental human rights; and full participation.

Current Challenges

Social/Cultural

- Challenges regarding religious diversity - lack of intercultural/faith understanding
- Persistence of racism and hate crimes
- Radicalization, though not widespread, potentially impacts social cohesion
- Perceived vulnerability to flashpoints/international conflicts
- Integration challenges faced by specific groups (e.g. youth, 2nd generation, women)
- Concerns about ethnic neighbourhood concentration (including virtual enclaves)

Economic

- Recent immigrants facing underemployment and limited upward mobility
- Earnings gap between recent immigrants and Canadian-born widening
- Some visible minorities doing worse than others (e.g. from Caribbean, West Africa)

Civic/Political

- Declining civic participation
- Lack of knowledge of Canadian history and political institutions amongst all Canadians
- Perceptions of citizenship of convenience
- Elected bodies at all levels do not yet reflect Canada's diversity



- Although, generally, our country is working well there are some challenges that exist which affect our social cohesion. These can be grouped into different categories. The first category is social/cultural and these include:
 - Challenges related to religious diversity and lack of intercultural/faith understanding
 - Persistence of racism and hate crimes
 - Concerns related to social cohesion and the effect of radicalization and international conflicts
 - Integration challenges faced by specific groups like the second generation
 - Concerns about ethnic enclaves both physical and virtual
- In addition, we also talk about economic challenges and civic/political challenges. Economic challenges include:
 - Underemployment and earning gaps amongst recent immigrants
 - Concerns that some visible minority groups are doing worse than others
- In terms of civic/political challenges, these include:
 - Declining civic participation and an overall lack of knowledge of Canadian history and political institutions amongst all Canadians
 - Perceptions of citizens of convenience
 - Concerns that elected bodies do not reflect Canada's diversity
- Many of these challenges are government-wide and CIC only holds some of the tools necessary to address them.
- As such, it is important to work in a horizontal manner across levels of governments and with other departments and agencies, public and private institutions, and civil society on new initiatives and long-term solutions.

Policy Responses: Focusing on Our Commonalities

- Shift in emphasis amongst policy makers and some academics:
 - Traditional balance between integration and accommodation still important
 - However, greater focus on commonalities
- Need to distinguish between ad-hoc issues (e.g. multi-faith rooms) and broader issues (e.g. sharia law, funding of separate schools)
- Current emphasis on common narrative, focusing on what unites us as a country and citizens

There was agreement that host communities will have to resign themselves to making changes to accommodate newcomers but at the same time, a consensus formed around the argument that nation-states should not shy away from laying down some expression of the minimum commitments they expect of their newcomers. They called these the non-negotiable commitments which might be required of newcomers in order to gain access to legitimacy status or even citizenship in their country of adoption.

Robin Higham, Who Do We Think We Are? 2010 (speaking about discussions at Canada/EU diversity conferences)

  10


- Given this increasing diversity, what can we do to ensure continued social cohesion?
- Recently, there has been a shift in emphasis by policy makers and some academics.
- While the traditional balance between integration and accommodation is still a very important dynamic (e.g. Will Kymlicka, Michael Adams, Phil Ryan), there has been a growing shift in emphasis towards a greater focus on our commonalities (e.g. Robin Higham, Andrew Cohen).
- While specific issues without huge consequences can be dealt with on a one off basis (e.g. Multi-faith rooms) other issues have far reaching societal implications for how we live together and perhaps are more framework issues that need to be dealt with in a more consistent manner (e.g. sharia law, funding of separate schools).
- In this the current emphasis is on having a common narrative as a society-with a focus on what unites us a country.

**Policy Responses (2):
Building an Integrated, Socially Cohesive Society**

- Citizenship Action Plan (CAP): Strengthening value of citizenship through coordinated initiatives to make citizenship key pillar of an integrated society
- Goal is for all Canadians (established, new and potential) to understand, value and practice their citizenship. CAP initiatives will:
 - Provide access to essential knowledge base for citizenship
 - Enhance respect for democratic values and status of the citizen
 - Ensure integrity of naturalization process and promote civic responsibility
- The Multiculturalism Program addresses policy challenges and helps contribute to CAP through new objectives that increase focus on citizenship, civic memory and pride, and respect for core democratic values grounded in our history

Canadian citizens have rights and responsibilities. These come to us from our history, are secured by Canadian law, and reflect our shared traditions, identity and values.

Discover Canada: The Rights and Responsibilities of Citizenship

 **Canada** 11

- Part of the GoC response is to enhance the meaning of citizenship.
- The primary vehicle for this is the Citizenship Action Plan (CAP), a set of coordinated initiatives to make citizenship a key pillar of an integrated society.
- The goal of CAP is that new and established Canadians understand, value and practice their citizenship, thus making citizenship more meaningful.
- Key elements of CAP include:
 - Development of a new citizenship study guide to strengthen the essential knowledge base for citizenship. Entitled *Discover Canada: The Rights and Responsibilities of Citizenship*, the new study guide was released in November 2009 and promotes a greater understanding of Canada's history, and the values, symbols and institutions grounding that history.
 - A revised citizenship test based on *Discover Canada* to ensure that citizenship applicants can demonstrate their understanding of key elements of the rights and responsibilities of citizenship.
 - Enhanced citizenship ceremonies to provide a greater sense of occasion;
 - Greater promotion of citizenship education to newcomers and established Canadians; and,
 - Implementation of sustainable counter-measures to address citizenship fraud.
- A related part of the GoC response are new directions for the Multiculturalism Program. The Program has new objectives which focus on building an integrated socially cohesive society by focusing on commonalities and placing an increased emphasis on citizenship, civic memory and pride and respect for core democratic values grounded in our history.

Multiculturalism New Objectives

- **Build An Integrated, Socially Cohesive Society by:**
 - Building bridges to promote intercultural understanding
 - Fostering citizenship, civic memory, civic pride, and respect for core democratic values grounded in our history
 - Promoting equal opportunity for individuals of all origins
- **Improve the Responsiveness of Institutions to the Needs of a Diverse Population by:**
 - Assisting federal and public institutions to become more responsive to diversity by integrating multiculturalism into their policy and program development and service delivery
- **Actively Engage in Discussions on Multiculturalism and Diversity at the International Level by:**
 - Promoting Canadian approaches to diversity as a successful model while contributing to an international policy dialogue on issues related to multiculturalism

Multiculturalism Instruments

Building an Integrated Society:

- Ministerial engagement of communities; Advisory Committee to the Minister
- Public Education programs (e.g., Mathieu de Costa Challenge)
- Multiculturalism Grants and Contributions Program
- Historical Recognition Programs
- Canadian Race Relations Foundation
- Metropolis

Working with Public Institutions:

- Annual Report on the Operation of the *Canadian Multiculturalism Act*
- Interdepartmental collaboration and the Multiculturalism Champions Network
- Research
- Federal-Provincial-Territorial network

Canada and the World:

- International Task Force on Holocaust Education, Remembrance, and Research
- Inter-Parliamentary Coalition for Combating Anti-Semitism (ICCA)
- Positioning in Global forums (e.g., Durban 2, OSCE)
- Global Centre for Pluralism
- Ongoing international research (e.g., Metropolis) and policy discussions

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Canada 13

Instruments or tool at the disposal of the Multi Program can be grouped into three categories:

- Public instruments that help in building an integrated society such as grants and contributions and public education programs
- Tools related to public institutions that help to make government more responsive to diversity and foster collaboration between different levels of government
- Instruments related to international discussions and forums

New Directions to Address Discrimination

- Given increasing diversity and evolving challenges (e.g. new forms of discrimination), CIC has recently developed new approach to addressing racism and discrimination
- New direction will focus efforts on three themes:
 1. Improving inter-faith/intra-faith understanding
 2. Addressing tensions between minority communities
 3. Focused initiatives for specific communities
- New themes support Multiculturalism program objective of building an integrated, socially cohesive society

• So what does this new approach with a focus on citizenship and building an integrated, socially cohesive society mean for anti-racism strategies?

• Since 2005, anti racism programs have been conducted under the umbrella of Canada's Action Plan Against Racism (CAPAR) which is a horizontal, coordinated approach across 20 federal departments to address racism and discrimination.

• While a number of CAPAR initiatives are still ongoing (see Annex 1) with the first five years of CAPAR having come to an end in March 2010, CIC is currently re-examining the GoC approach to combating racism and discrimination.

Inter-Action Grants and Contributions Program

- Inter-Action G&C Program is one of the tools that supports the Canadian Multiculturalism Act and the new Multiculturalism objectives
- \$10.9M annually with two components: *Projects* and *Events* (see text box)
- Projects of national concern or projects involving more than two regions are delivered through NHQ
- Local projects delivered through regional offices

Projects component:

- Supports long-term, multi-year projects promoting integration
- Proposals accepted through national CFP process with two deadlines per year

Events component:

- Provides grants to small community based events that promote intercultural/interfaith understanding, civic memory/pride and respect for core democratic values
- Administered through a continuous intake - not part of CFP

Canada 15

- Policy Objectives were approved by Cabinet in July 2009;
- Terms and Conditions were approved by Treasury Board Secretariat on March 25, 2010.
- Project Proposals for Projects Component will be <normally> submitted through a Call for Proposals Process;
- Projects under the Event Component will be accepted on a continuous intake and will not form part of a Call for Proposals Process.

Descriptions of Streams:

Projects*: Supports mainly multi-year community development/engagement projects

Events: Supports community based events that foster intercultural/interfaith understanding, civic memory/pride and/or respect for core democratic values

*Stream which existed until now and with which you will be familiar



Historical Recognition Programs

- Canada's past includes actions that, although legal at the time, are recognized as inconsistent with today's values
- Government's acknowledgement of historical actions are an important component of reinforcing attachment and belonging to Canada
- Objectives are acknowledgement, commemoration of war time measures and/or immigration restrictions targeted at **Indo-, Jewish -, Italian- and Chinese-Canadian communities** and First World war internees, and education about the contributions of these communities to building Canada.

Chinese Head Tax: Ex-gratia symbolic payments of \$20,000 to living Head Tax payers and living persons who were in a conjugal relationship with a now-deceased Head Tax payer now completed. Total of \$15.7M in payments to 765 eligible applicants

National Historical Recognition Program (NHRP): Funds national federal initiatives to educate Canadians. Available funding of \$3.3 million allocated to Parks Canada for one major legacy project to commemorate World War I internment.

Community Historical Recognition Program (CHRP): \$25M grants and contributions program that funds community based commemorative and educational projects related to wartime measures and historical immigration restrictions or prohibitions.

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- This slide provides an update of the Historical Recognition programs announced by the Government on June of 2006, at the time that the apology for the Chinese Head Tax was issued.
- Like many countries, Canada's past includes actions that while legal at the time are inconsistent with today's values.
- Even today, these historical events can have a profound affect upon the members of affected communities and can negatively affect their level of integration into the broader society.
- Recognition of these historical actions by the Government of Canada can play an important role in addressing past wrongs and building attachment and belonging to Canada amongst affected communities.
- In addition to the Head Tax payments program, the Government announced the Community and National Historical Recognition Programs.

17

Conclusion and Way Forward

- Canada not only country dealing with these issues – debate occurring in most liberal democratic countries
- Citizenship Action Plan and new Multiculturalism objectives are concrete examples of shift towards commonalities
- Must be seen as part of broader effort to build an integrated, socially cohesive society

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Canada 17

- The Multiculturalism Program will continue to work to help meet the societal challenges identified in this presentation.
- The instruments outlined in this presentation along with new program priorities will help to place a greater emphasis on emerging issues such as:
 - Socio-economic integration
 - Achieving a balance between integration and accommodation
 - Promoting core Canadian values
 - Fostering inter-faith and inter-cultural understanding
- As has been noted throughout this presentation, the Multiculturalism Program only holds some of the tools necessary to meet these challenges and thus must also continue to work collaboratively with other Government Departments and agencies.

Questions?

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