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May 2011

Summative Evaluation of the Racism-Free Workplace Strategy

Final Report
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Final Report

***Evaluation Directorate
Strategic Policy and Research Branch
Human Resources and Skills Development Canada***

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List of Abbreviations

CAPAR	Canada's Action Plan Against Racism
CIC	Citizenship and Immigration Canada
EEA	<i>Employment Equity Act</i>
FCP	Federal Contractors Program for Employment Equity
HQ	Headquarters
ICERD	International Convention on the Elimination of all forms of Racial Discrimination
LEEP	Legislated Employment Equity Program
RPO	Racism Prevention Officer

Executive Summary

Background

The Racism-Free Workplace Strategy (RFWS) is one of nine initiatives encompassed within the government-wide *Canada's Action Plan Against Racism (CAPAR)*, announced in the 2005 federal budget. CAPAR has three major objectives: to strengthen social cohesion through anti-racism measures; to further the implementation of Canada's human rights frameworks; and to demonstrate federal government leadership in the international fight against racism. CAPAR exemplifies the Government of Canada's commitment to combating racial and discriminatory barriers.

The RFWS is the Labour Program component of CAPAR. The objective of the RFWS is to facilitate the integration of members of visible minorities and Aboriginal peoples in Canadian workplaces by developing tools, guidelines, and educational materials for employers, practitioners, and managers in order to prevent racism and discrimination in the workplace, and promote diversity. The Strategy achieves its objectives by fostering public recognition of the core principles and objectives of Employment Equity and through the promotion of fair, equitable and inclusive workplaces, which are free of discriminatory barriers to the employment and advancement of members of visible minorities and Aboriginal peoples. The Strategy was established with a budget of \$13 million for the fiscal years 2005/2006 to 2009/2010. The first programming year was dedicated primarily to planning and organizing. Actual delivery of programming activities under the Strategy did not start until 2006/2007 and full-scale implementation did not start until 2007/2008. As of December 2009, \$9.5 million of the original \$13 million total budget had been expended.

Evaluation

In accordance with the Treasury Board of Canada (TB) Policy on Evaluation effective April 1, 2009, this summative evaluation is designed to review the relevance and performance (effectiveness, economy and efficiency) of the RFWS. The evaluation took place between December 2009 and August 2010. The scope of the evaluation covered RFWS activities implemented from 2005/2006 to 2009/2010 fiscal years.

Methodology

The evaluation framework, which included a logic model and an evaluation matrix, was used to guide the evaluation of the RFWS. The evaluation utilized five main lines of evidence, integrating results from:

- Literature review;
- Document and administrative file review;
- Program delivery staff interviews;

- Program participant interviews; and,
- Case studies of participant organizations.

These five lines of evidence were selected as they were most likely to provide the required and relevant information for determining relevance and performance of the Strategy on a timely basis in order to provide input into the broader evaluation of Canada's Action Plan Against Racism (CAPAR) led by the Department of Citizenship and Immigration Canada (CIC).

It is important to acknowledge certain limitations of the evaluation. The main limitation is related to the nature of the RFWS (short-term interventions targeted at a large number of organizations that involves changes in organizational behaviours), which makes it difficult to measure programming outcomes. The evaluation findings are largely based on views of those with a vested interest in the program, including participants and program delivery staff. Consequently, the findings are potentially biased towards favourable program outcomes. Several mitigation strategies were implemented to provide greater reliability to the findings such as triangulation of multiple lines of evidence and a census approach as opposed to a sampling approach for conducting interviews.

Key Findings

Relevance

The need for RFWS programming and services reflects the existence of workplace discrimination and employment barriers faced by the growing population of Aboriginal peoples and members of visible minorities in Canada.

The literature, document and administrative file reviews indicate that the percentage of Aboriginal peoples and members of visible minorities in the Canadian population is increasing. These two groups are expected to represent a major source of future labour supply. However, racism or discrimination, whether real or perceived, constitutes one of the barriers to equal participation of Aboriginal peoples and members of visible minorities in the Canadian workforce. According to the Ethnic Diversity Survey in 2002, 56% of those who experienced discrimination because of their ethno-cultural characteristic in the past five years had experienced such treatment at work or when applying for work. Discriminatory practices are one of the factors that contribute to the employment and wage gaps faced by both Aboriginal peoples and members of visible minorities compared to rest of the Canadian population. A large majority of program participants (80%) confirmed the need for educational and outreach activities related to addressing racism and discriminatory barriers faced by members of visible minorities and Aboriginal peoples in the workplace. The need for the Strategy was also confirmed by program delivery staff as well as by case study participants.

There is evidence that the RFWS is the right response to these needs. The literature review indicates that programming which provides training, tools and resources, and increases public awareness of discrimination, laws and legislation is effective in supporting

employers to combat racism and discrimination in the workplace. Program delivery staff and program participants view the RFWS as an appropriate response. Demand for RFWS services is high among the target groups as they provide organizations with necessary training, tools and resources to achieve tangible results in promoting inclusive workplaces.

The objectives of the RFWS are aligned with federal government priorities and departmental strategic outcomes.

As the labour component of CAPAR, the RFWS objectives are consistent with government priorities. The objectives are also consistent with Labour Program's strategic outcome "Safe, fair, and productive workplaces and cooperative workplace relations", which indicates government commitment to build inclusive workplace through "Safe, fair, productive workplaces and cooperative workplace relations are central to the well-being of individual Canadians and the economic prosperity of the country." The RFWS is also consistent with the federal government's roles and responsibilities as defined by several key national laws and international conventions in relation to the elimination of discrimination faced by members of visible minorities and Aboriginal peoples in the workplace such as, the *Canadian Human Rights Act* and the International Convention on the Elimination of all forms of Racial Discrimination (ICERD).

There are other programs which relate, in one form or another, to addressing racism in the workplace and share similar objectives with the RFWS. A combination of factors distinguishes the RFWS from other programs.

By design, the RFWS was meant to complement Labour Program's employment equity programs – the Legislated Employment Equity Program (LEEP) and the Federal Contractors Program (FCP) which target employers under federal jurisdiction – by offering tools and instruments to employers, as well as intervention strategies. Therefore, resources and tools developed and services delivered under the Strategy are specifically tailored for organizations covered under the FCP and LEEP. Other programs implemented by various non-profit organizations and government departments are aimed at addressing various aspects of racism and discrimination. A review of program descriptions, combined with the results of the program delivery staff and program participant interviews, provides evidence that a combination of factors distinguish the RFWS from these other programs, including a focus on workplace discrimination and racism against Aboriginal peoples and members of visible minorities through promoting and facilitating enhancements to the internal practices of employers; concentration on larger organizations and particularly the FCP and the LEEP employers; and, the delivery of services directly to employers through Racism Prevention Officers (RPOs).

Performance

Effectiveness

Despite slower than expected start-up of the program and the lead times required for activities to produce expected results, the RFWS has made progress in generating expected impacts with employers. Although full statistics are not available on the

reach of the program, available data indicates that a minimum of 490 organizations have participated in RFWS activities of which some subsequently took concrete actions to promote diversity and address racism related issues.

The RFWS supported employers in promoting diversity in workplaces by making information and assistance, related to issues, approaches and effective practices, available through workshops, publications, and visits by RPOs. At least 830 individuals representing 490 organizations were identified as having participated in RFWS supported activities and/or received RFWS assistance. Of those participants, more than half (58%) were members of the private sector, some (37%) represented government organizations, and a few (4%) represented the non-profit sector. However, there has been little impact with respect to assisting unions as only 1% of known participants involved in RFWS activities represented unions. Of the participants who were interviewed, 83% reported back to others in their organizations about the results of their involvement in program activities and 42% indicated that the information, tools or assistance they received has already had an impact on their workplace. The majority of organizations that participated in case studies received assistance and took concrete actions in their workplaces to promote diversity and address racism related issues (e.g., educating colleagues about racism, amending company policies and procedures, using new techniques to combat racism).

The RFWS provides program participants with a variety of resources, tools, and expertise to address issues of diversity and racism in the workplace.

Examples of resources and tools provided include handouts providing instructions on how to promote diversity in the workplace; guides helping to prepare diversity-related workplace policies and procedures; videos demonstrating the importance of diversity in the workplace; fact sheets and supporting statistics illustrating potential financial gains from diverse work environments; effective practices providing concrete examples of how to promote diversity in the workplace; and, PowerPoint presentations facilitating workplace diversity training. The quality and content of the resources and tools were assessed as adequate. Expertise was provided not only in the form of sessions and workshops organized within the framework of the Strategy, but also through RPOs who provided advice and guidance to specific organizations on combating racism and discrimination in workplaces and promoting diverse work environments. However, not all participating organizations were interested in utilizing the tools and resources since they already had their own training materials, discrimination was not an issue in their organization, and/or the materials provided were not relevant to their situation.

RFWS activities have increased awareness of issues, approaches and effective practices to promote diversity and address racism in the workplace.

Organizations have become more aware of issues, approaches and effective practices. Effective practices – concrete examples of how other organizations have handled diversity issues in their workplaces – have been incorporated into training and workshop curriculum and provided as handouts. Program delivery staff noted that RFWS workshops are well-designed and draw on effective practices. Program participants increased their awareness of effective practices by networking at workshops as well as directly from using the information, tools and case study materials provided by the RFWS. All case

study organizations show that their representatives who participated in RFWS programming utilized effective practices by developing organizational policies and procedures or addressing issues related to racism and diversity. This impact, however, was generally limited to LEEP and FCP employers as other stakeholders such as unions and Sector Councils rarely, if ever, participated in programming activities.

Some program participants confirmed that the RFWS contributed to the development of non-discriminatory policies, practices and behaviours in their workplace in order to eliminate discriminatory barriers and address racism-related conflicts.

The 42% of program participants who said that the RFWS has already impacted their workplace or organization cited, for example, that actions had been taken to:

- Amend company policies and procedures;
- Increase communication externally and internally on the issues;
- Disseminate RFWS material and information;
- Incorporate material into training and fact sheets;
- Work to alleviate existing diversity gaps and participation barriers;
- Prepare and deliver diversity presentations, videos and training sessions to help promote diversity and non-discriminatory behaviours; and,
- Conduct research (e.g., staff surveys) and HR projects.

Nevertheless, the evaluation was not able to assess the effectiveness of such non-discriminatory policies and practices at the organizational level and their impact on workplace racism and discrimination. In addition, some participants mentioned that the purpose of their participation in RFWS programming did not include development of such policies and practices.

Progress has been made in increasing cooperation and dialogue among stakeholders in support of racism-free workplaces.

The evaluation results demonstrate progress in terms of increasing cooperation and engaging various stakeholders (e.g., businesses, business associations, community organizations, non-profits, research groups) to support a racism-free workplace. During the workshops, training, seminars, and other events organized within the RFWS framework, program participants are provided with opportunities to network with other organizations and build relationships. Organizational representatives report communicating the information, knowledge and skills gained from RFWS activities within their organization and partners. RFWS regional networking committees, comprised of RPOs and program participants, has been established in all five RFWS regions. These regional networks bring together different organizational representatives (e.g., businesses, business associations, community organizations, non-profits) who participated in RFWS programming to discuss diversity, share effective practices, and build on experiences. It is unclear as to the extent to which the networks would continue to function in absence of the programming.

Program delivery staff were more likely than participants to report an impact in terms of increasing cooperation and dialogue because not all participants were interested in networking or networked to the same extent. Nevertheless, given that 78% of participants reported at least somewhat of an impact, it is clear that such cooperation and dialogue was an outcome of the Strategy for many participants.

Efficiency and Economy

Program delivery staff view the RFWS as an efficient program given the achievements made with limited resources. However, there are opportunities to improve efficiency.

Program delivery staff rated the efficiency of the RFWS as 3.7 (on a 5 point scale, where 1 not at all efficient and 5 is very efficient). Factors that contributed to the efficiency of the RFWS include the clear mandate, positive partnerships and relationships with employers, the staff and RPO team, and the flexibility to tailor resources to better respond to existing needs. These factors enabled the RFWS to generate outcomes with limited available resources. However, there is insufficient documentary evidence of expenditures to perform a thorough analysis of program efficiency.

The RFWS has developed a Performance Measurement Strategy to monitor the effectiveness and efficiency of its service delivery. However, the Performance Measurement Strategy did not define data sources or methodologies and the RFWS has not sufficiently documented program activities or assessed results.

The RFWS has developed a Performance Measurement Strategy. However, the Performance Measurement Strategy neither indicates data sources and methodology to be used for collecting data nor identifies concrete performance targets. Formal performance data has not been collected to date. As well, the program has not sufficiently documented program activities and program reach, nor has it followed up with program participants to assess impacts of the events, programs and other activities and resources it has delivered to clients. Furthermore, performance measurement, monitoring and communications practices could be improved to better understand the linkages between activities, outputs and outcomes. Adequate performance data would enable the Strategy to make effective decisions and necessary adjustments to programming and increase efficiency of the allocated resources.

Some implementation and design issues have impacted progress made to date.

The most important implementation issue was related to a delay in program start up and implementation (although program was officially launched in 2005/2006, the first two program years were spent on activities related to design, planning and promotion). As a new program, which required considerable research, consultation, strategy development and establishment of a regional structure, activities with targeted employers that were planned for the early years were delayed. The delay has reduced the number of organizations reached and the extent to which they have received assistance to impact concrete actions in the workplace. Other issues raised by program delivery staff include high staff turnover and loss of corporate memory; a matrix reporting structure (RPOs report to regional managers but receive instructions and guidance from National HQ) which impacts the level of coordination and collaboration between National HQ and the Regional HQ,

reduces RPO time available to allocate on programming activities, and decreases effectiveness and efficiency of allocated resources; uncertainty with respect to roles and reporting between the policy staff in National HQ and delivery staff in the regions; and, limited access of RPOs to funding for travel as well as for administrative and clerical support.

Although utilization increased over the first four years, only \$7.2 million of the \$10 million RFWS budget (72%) was utilized for RFWS activities. The failure to utilize fully the budget was attributed by program staff to management decision to reallocate funds to other priorities rather than as a result of deficient demand for services and support.

Recommendations

1. The Performance Measurement Strategy should be revised, implemented, and used to guide improvements in effectiveness and efficiency.

The goals of the Strategy and indicators for assessing the progress made towards achieving the intended outcomes should be clearly defined in measurable terms. Clear data sources and methodologies should be defined for collecting and reporting performance measurement data based on indicators highlighted in the Performance Measurement Strategy. Outputs such as tools, resources, and guidelines should be evaluated for their effectiveness, participant/client feedback from organized training and workshops should be collected regularly, and follow-up should be conducted with clients to determine the impacts of the assistance provided. The Performance Measurement Strategy should also include indicators and methodologies for assessing the effectiveness and costs associated with the various activities (e.g., cost of RPO time) and outputs (e.g., cost per participant). The results should be used in making resource allocation decisions and identifying opportunities to improve effectiveness and achieve efficiency gains.

2. A holistic and integrated approach should be taken to improving the program structure, cooperation, coordination and direction, and management direction.

In response to concerns raised by program delivery staff:

- **A review should be conducted of the matrix reporting structure.** RPOs receive instructions from the National HQ, but report to regional managers. The reporting process should be streamlined and simplified to reduce the administrative burden on regional staff members and, to ensure clear Regional HQ and National HQ roles and reporting lines. RPOs and regional staff members should be provided with clear instructions and guides on reporting.
- **Cooperation, communication and coordination between National HQ and Regional HQ should be revised.** Labour Program should clarify the roles and responsibilities for the RFWS National HQ and regional staff members involved in program implementation. Communication guidelines and procedures should be developed to highlight the purpose, timeframe, methods and other relevant details of communication, coordination and cooperation between national and regional offices. Labour Program should facilitate and monitor the cooperation and coordination between regional and national offices.

- **Clear management direction should be provided to the regional staff.** National HQ RFWS management should provide guidance regarding the utilization of the program budget in the regions, the key target groups, and the expected activities and outcomes at the organizational level as well as at the participant level.
- 3. The Labour Program should place stronger emphasis on increasing the participation of other stakeholders such as unions, business associations, and Sector Councils.**

The results of this evaluation indicate that involvement of other stakeholders (unions, business associations, and Sector Councils) in RFWS is low. The expectation was that National HQ would take the lead role in reaching out to unions but, until recently, the level of outreach activities was limited. Other stakeholders such as Sector Councils could also play a key role in promoting diversity and anti-racism in the workplace.

- 4. The Labour Program should consider expanding the scope of the RFWS to all Canadian businesses and organizations.**

The RFWS is an appropriate response to a need and is consistent with federal government priorities, roles and responsibilities. However, currently the RFWS has a limited impact as direct service delivery targets only FCP and LEEP organizations and the tools and resources prepared within the RFWS framework are usually tailored towards these groups. It is recommended that the RFWS consider taking steps to expand its scope to include all Canadian businesses and organizations. This would allow for greater impact on the broad federal government goals.

Management Response

Introduction

The Racism-Free Workplace Strategy (RFWS) Summative Evaluation was undertaken from December 2009 to August 2010. The evaluation was designed to review the relevance and performance of the Strategy from 2005 to 2010.

This Management Response describes the RFWS approach to addressing the recommendations from the summative evaluation and is structured as follows: key findings, a brief discussion of the Strategy's accomplishments, and the Strategy's responses to each of the four suggested recommendations. While some of the recommendations are currently being implemented, other planned activities will have to be addressed within the context of recent changes in the department and in the Program area.

Key Findings

Overall, the Evaluation found the Strategy to be relevant, effective and aligned with federal government priorities and departmental strategic objectives. Progress has been reported in achieving immediate outcomes of the Strategy. Relatively slower progress has been made towards intermediate outcomes beyond the initial design, implementation, and delivery of the Strategy.

The Strategy's relevance was assessed by examining the level of consistency between the Strategy, the government and departmental priorities as well as relevance to stakeholders' needs. Evaluation results show that there is a continued need for the Strategy.

Key findings and conclusions in the evaluation report underscore the important role that the Government of Canada plays, through the RFWS, in coordinating, facilitating and supporting partners and key stakeholders in directing their efforts toward building racism-free workplaces. Results also show that the Strategy has been successful in building a solid foundation for effectively responding to current workplace needs. However, some additional work is still required to meet RFWS' future agenda.

Findings on effectiveness determined that the RFWS is an appropriate way for the Government of Canada to find solutions to promoting and building fair and inclusive workplaces; and that the design and delivery of the RFWS is appropriate. The summative evaluation findings demonstrate that the RFWS has laid the foundation for the success of its mission by establishing key relationships and partnerships and building the trust necessary to work towards the common goal of better workplace integration of members of visible minorities and Aboriginal peoples.

Report Recommendations

1. The Performance Measurement Strategy should be revised, implemented, and used to guide improvements in effectiveness and efficiency.

The summative evaluation noted that although the RFWS has developed a Performance Measurement Strategy, adequate performance data has not been sufficiently collected and reported regarding the Strategy's activities and outputs. Therefore, it is recommended that the processes and procedures for reporting and performance measurement be revised and streamlined using measurable data sources and clearly defined methodologies, including indicators for assessing the effectiveness and costs associated with the various activities and outputs.

The Labour Program agrees with the recommendation. A Performance Measurement Strategy was developed in 2008 but was not promptly implemented due to logistical challenges. Additionally it should be noted that, although the RFWS was announced in 2005, it took approximately three years for it to establish itself. Specifically, during this period various positions were staffed at national headquarters; national consultations sessions with stakeholders were held across the country (35 focus groups in 8 major cities) to determine programming priorities; new positions were created and classified to facilitate the hiring of Racism Prevention Officers (RPOs) and a national process was undertaken and completed resulting in the hiring of nine regional RPO's to deliver programming across the country; and consultants were hired to develop networks and develop and provide training and orientation for these officers. RPOs did not start to record performance data until 2009, which is the same year the summative program evaluation commenced. Due to limitations in the information management system being used at that time, data collection was not sufficient for adequate performance measurement in 2009 or 2010. In 2010 the RFWS began work with the Innovation, Information and Technology Branch to develop a reporting and measurement model for this program within the Workplace Equity Information Management System (WEIMS). This module is near completion, and it is anticipated that the RFWS will commence recording data in WEIMS in 2011, and useful performance data is anticipated as early as the 2012/2013.

As a result of these changes, the existing Performance Measurement Strategy is currently being revised, and will include more effective performance indicators that can properly track the most relevant aspects of the program delivery in order to gauge performance and results. Additionally, the RFWS is working with the Regional Operations and Compliance Directorate (ROC) who is working with various business lines within COPD Branch (Compliance, Operations and Program Development) to ensure consistency in the development of performance measurement frameworks.

Action Taken

- RFWS has begun to implement a more efficient database, Workplace Equity Information Management System (WEIMS), for RPOs to input their activities regarding the performance measurement indicators.

Planned Activities

- RFWS plans to revise the performance measurement strategies regarding the work done at National HQ and the regions. These indicators will be developed after roles and responsibilities of the Program Development and Guidance Directorate (PDG) and the Regional Operations and Compliance Directorate (ROC) are clarified (see planned action under Recommendation #2). The Strategy will work with the ROC during the 2011/2012 fiscal year to develop a detailed work-plan in four areas – (i) information sharing, (ii) consultations, (iii) gap analysis and metrics, and (iv) reporting required.
- 2. **A holistic and integrated approach should be taken to improving the program structure, cooperation, coordination and direction, and management direction. A review should be conducted of the matrix reporting structure; cooperation, communication and coordination between National HQ and Regional HQ should be revised; and, clear management direction should be provided to the regional staff.**

The Labour Program agrees with the recommendation. The Strategy had concerns about the impact of the reporting structure on regional program delivery by RPOs and, as the evaluation indicated; many program delivery staff expressed similar concerns regarding the reporting structure. While the RFWS provides funding to support the regional delivery of the Strategy, the regional managers have direct supervisory responsibility for the regional RPOs. While the PDG Directorate is responsible for providing policy guidance to support program delivery, ROC is responsible for the operational aspects. Any issues arising from the new structure broadly affect regional programs in general and extend beyond RPOs and RFWS regional activities. It is deemed imperative to have clear lines of responsibility and accountability, and this is why the Strategy has already taken significant actions to implement this recommendation and seeks to clearly define the roles and responsibilities of PDG and ROC.

Actions Taken

- The Strategy has already developed an approach to work collaboratively with the ROC manager for Labour Standards and Workplace Equity Division in PDG (working at National HQ under ROC) to coordinate the regional needs and activities of RPOs.
- The Strategy holds regular meetings with regional managers to discuss and exchange information on new and existing activities in order to minimize duplication of effort and to also build on existing synergies.

Planned Activity

Under the leadership of the Director General for the ROC on behalf of COPD, a number of consultations including with the RFWS took place in 2010/2011. A draft document clarifying roles and responsibilities for all business lines within COPD including the Strategy has been developed, and is anticipated to be finalized during the 2011/2012 year.

3. The Labour Program should place stronger emphasis on increasing the participation of other stakeholders such as unions, business associations and Sector Councils.

The Labour Program agrees with this recommendation and internal discussions are already underway to expand potential partners' involvement in Strategy's programming. As a part of its operational priority to enhance engagement and strategic partnerships with key stakeholders in 2010/2011 the Strategy met with the Canada Labour Congress, the Federally Regulated Employers in Transportation and Communications Organization (FETCO), the Joint Learning Program (JLP) Aboriginal Sector Councils, and participated in a federal-provincial-territorial meeting on diversity and inclusion. During the 2011/2012 year the Strategy will continue toward more substantive engagement of these key stakeholders through continuing with the second year of its two year partnership pilot project to engage stakeholders through various partnership agreements.

Employers and non-governmental organizations remain as key stakeholders for the Strategy and play a critical role in the recruitment, retention, promotion and ultimately labour market inclusion of Aboriginal people and members of visible minorities. The Strategy will continue its work and engagement with these stakeholders.

Actions Taken

- The Strategy has initiated discussions with the Aboriginal Sector Council to increase awareness and to support the development of workplace tools and processes for employers' benefit.
- The Strategy has met with the Canadian Labour Congress on a yearly basis to brief on past, present and future activities. While these meetings have been informative, we hope to have a more engaged relationship and discuss opportunities for sharing best practices and the provision of RFWS tools.
- The Strategy initiated a high-level meeting with the Canadian Human Rights Commission (CHRC) in March 2011 to discuss opportunities for future collaboration. This meeting was attended by Labour Program Assistant Deputy Minister (COPD) and the Deputy Commissioner of the CHRC. Part of the discussion focused on developing a more formalized relationship to have more information exchanges and shared training on issues of mutual interest.
- RFWS began a pilot program on regional partnerships with non-governmental organizations across the country to deliver training sessions on workplace integration. These partnerships have allowed the Strategy to expand the type of employers which we would not ordinarily reach. While a more formal assessment will be completed in the near future, partnership activities appear to have been quite successful in helping to deliver the mandate of the Strategy.
- In April 2011, an RPO in the Ontario region organized a session on religious accommodation in the workplace in collaboration with the CHRC and the Ontario Human Rights Commission (OHRC). This event is a pilot session to assess the effectiveness of joint collaboration.

Planned Activities

- The Strategy will continue to support overarching initiatives that build partnerships, fostering capacity through the development of innovative projects, tools and products; and exchanging information on successful practices.
 - RFWS will continue and build on the regional partnerships established with non-governmental organizations to expand and increase the effectiveness of the Strategy, including collaboration with union federations such as the CLC, with whom discussions have been initiated.
- 4. The Labour Program should consider expanding the scope of the RFWS to all Canadian businesses and organizations.**

As part of the broader Labour Program's service modernization agenda, the Strategy has initiated work to increase the online accessibility of its tools and resources to make them available to a wider employer base. The tools associated with the RFWS will be made freely available to all Canadian businesses and organizations.

Actions Taken

- RFWS met with the Federal-Provincial-Territorial Network of Officials Responsible for Multiculturalism Issues in February, 2011 and gave a presentation on the Strategy. This initial contact was established to explore opportunities for future collaboration.
- Through the RFWS partnerships with the National Film Board, the educational "Work for All" film series and accompanying guide are available online as a resource for all employers to use in facilitating discussions to create more inclusive workplace. The Strategy's partnership with the Aboriginal Human Resource Council (AHRC) has yielded webinars on "Mastering Aboriginal Inclusion" which are available online for employers as a resource for Aboriginal recruitment.
- The Strategy has ensured that all current and future contracts for the developments of tools will also have an online component.

Planned Activity

- RFWS will develop a plan to make more of its tools and training available online through an E-learning platform.

Conclusion

Findings from the summative evaluation are positive with respect to relevance, alignment with government priorities and success in achieving immediate outcomes. The Strategy will apply these findings to improve its current and future systemic and collaborative approaches to race-based discrimination prevention in the workplace. Since 2005, the activities of the RFWS have evolved and will continue to do so as the Strategy moves forward.

The scope of RFWS activities has increased and the delivery of projects has expanded in the last few years. As well, the implementation of a two-year RFWS strategic plan adopted in 2010 is expected to improve the Strategy design and delivery in a more systematic way. This includes a plan to expand the outreach of the Strategy through enhanced engagement and strategic partnerships, as well as a means to monitor the effectiveness of the Strategy in fulfilling its mandate. As the findings and the recommendations of the summative evaluation contribute to inform RFWS priorities, effort will be taken by the Strategy to better align Strategy delivery with associated costs necessary to successfully implement the strategic priorities of the workplace equity programs and to support program improvement.

1. Introduction

This report presents the results of the summative evaluation of the Racism-Free Workplace Strategy (RFWS) at the Labour Program of Human Resources and Skills Development Canada (HRSDC). The evaluation fieldwork was conducted between February 2010 and June 2010.

1.1 Origin of the Racism-Free Workplace Strategy

The Racism-Free Workplace Strategy (RFWS) is one of nine initiatives encompassed within the government-wide *Canada's Action Plan Against Racism (CAPAR)*, announced in the 2005 federal budget. CAPAR is a horizontal, coordinated approach across the federal government to combat racial and discriminatory barriers. The CAPAR action plan is guided by three objectives:

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

The RFWS is the labour component of CAPAR. It is educational in nature and aims to raise awareness about racism-related issues and seeks to prevent racism and discrimination in the workplace, and promote diversity. The Strategy strives to achieve its objectives by fostering public recognition of the core principles and objectives of employment equity and through the promotion of fair, equitable and inclusive workplaces, free of discriminatory barriers to the employment and advancement of members of visible minorities and Aboriginal peoples. It also seeks to complement and increase the effectiveness of the *Employment Equity Act (EEA)*.

1.2 Objectives of the Racism-Free Workplace Strategy

The summative evaluation reviews the Strategy in light of the objectives of the RFWS rather than the broader objectives of CAPAR. The main objective of the RFWS is to help remove discriminatory barriers facing the employment and upward mobility of members of visible minorities and Aboriginal peoples in Canada. The Strategy seeks to facilitate the integration of the above-mentioned groups in Canadian workplaces by developing tools, guidelines, and educational materials for employers, practitioners, and managers. Canadian workers and other stakeholders, in general, may benefit from the Strategy through publicly available educational tools and materials. The RFWS is also intended to serve as a key outreach mechanism to bring employers and representatives from the two designated groups together to work on innovative approaches to training, recruitment, retention and advancement. The current focus of direct service delivery for the RFWS is on employers subject to the *Employment Equity Act (EEA)* and the Federal Contractors Program (FCP) for Employment Equity.

The RFWS intends to promote the benefits of fair and inclusive workplaces by working with employers on recruitment and retention measures and providing tools. Other objectives include the following:

- Increased knowledge and understanding of diversity and racism-related issues;
- Increased engagement by federal partners and stakeholders in the development and implementation of strategies to counter discriminatory policies and practices;
- Increased consideration given by federal partners and stakeholders to the needs of members of visible minorities and Aboriginal peoples;
- Reduced discriminatory policies and practices; and,
- Increased opportunities for members of visible minorities and Aboriginal peoples to participate in Canada's social and economic life.

1.3 Delivery Partners

The RFWS works with the following national organizations as partners: Citizenship and Immigration Canada (CIC)-Metropolis, the National Film Board, Canadian Labour Congress (CLC), the Canadian Human Rights Commission (CHRC), the Aboriginal Human Resource Council (AHRC), Statistics Canada (StatCan), Canada Race Relations Foundation (CRRF), Welcoming Communities Initiative, Provincial Human Rights Commissions, and some provinces.

Delivery partners provide some programming activities on behalf of the RFWS. For example, the Canadian Human Rights Commission (CHRC) supports the Strategy in delivering training (e.g., Duty to Accommodate) and developing training packages and research reports (e.g., a study on effective practices for preventing race-related discrimination in the workplace). The National Film Board produced media tools such as DVDs and the Metropolis Project at CIC promotes the RFWS through national and international conferences, which include plenary sessions, workshops and research papers.

1.4 Stakeholders and Beneficiaries

Stakeholders are organizations and groups not involved in the RFWS design and delivery process. They support the Strategy goals and objectives by promoting the Strategy, as well as by facilitating the dissemination of workplace tools, effective practices, success stories, and business cases developed by the Strategy. RFWS stakeholders include sector organizations and business associations such as the Canadian Bankers' Association (CBA), Federally Regulated Employers in Transportation and Communications Organization (FETCO, which promotes inclusive workplaces), as well as community organizations, non-profits and research groups such as the Centre for Research-Action on Race Relations (CRARR), and Aboriginal Workforce Participation Initiative (AWPI) which promote racism-free workplaces.

Intended ultimate beneficiaries of the Strategy are ethno-cultural, ethno-racial and Aboriginal communities and the Canadian public. The Canadian public is expected to benefit from a greater degree of social cohesion and sense of security when racist behaviours and practices are reduced in workplaces and tensions stemming from a lack of socio-economic inclusion are dissipated.

1.5 Funding

In fiscal year 2004/2005, the Government of Canada approved one-year funding of \$4.5 million to support the design and implementation of developmental activities of six new initiatives proposed in Canada's Action Plan Against Racism (CAPAR). In February 2005, the Federal Budget announced \$56 million in new funding over five years, and \$12 million annually (ongoing) to further the development and implementation of the six initiatives, and three additional measures to address specific gaps related to hate-motivated crimes and race-based issues in the justice system. Public release of CAPAR was made in March 2005. Of the \$56 million allocated to CAPAR from 2005/2006 to 2009-2010, \$13 million was allocated to the RFWS. RFWS has ongoing funding of \$3 million per year for years beyond 2009/2010.

As shown in Table 1 below, of the \$13 million designated for RFWS activities, \$6 million was allocated to cover salaries and wages of staff members and \$7 million for operating expenditures.

Table 1 RFWS Five-Year Budget (Amounts shown in dollars)						
	2005/06	2006/07	2007/08	2008/09	2009/10	TOTAL
Salaries	801,314	1,258,195	1,293,296	1,329,450	1,366,688	6,048,943
Operating	1,298,686	1,141,805	1,506,704	1,370,550	1,633,312	6,951,057
Total	2,100,000	2,400,000	2,800,000	2,700,000	3,000,000	13,000,000

1.6 Logic Model

The Strategy's activities are defined to include communications and social marketing; partnering and networking; stakeholder engagement; policy development and research; training and education; and, advice and guidance. These activities are expected to produce a range of outputs including:

- Publications, information documents, press articles, media opportunities, website, advertisements, promotional materials, and conference support;
- Collaborative Agreements (e.g., LOAs, MOUs, etc), and public-private partnerships;
- Meetings, workshops, consultations, open sessions, focus groups, outreach roadmaps and programs;

- Policies, needs assessments, environmental scans, surveys, data, research reports, and academic papers;
- Training sessions and courses, training manuals and/or materials (e.g., guides, policy tools, effective practices), online tools and resources; and,
- Conflict prevention and intervention strategies and referrals.

In the short-term, efforts are expected to enable employers and unions to promote diversity and address racism in the workplace; to access resources, tools and expertise to address issues of diversity and racism in the workplace; and, to be aware of issues, approaches and effective practices for promoting diversity and addressing racism in the workplace.

In the intermediate-term, the RFWS activities and efforts are expected to assist employers and unions develop non-discriminatory policies, practices and behaviours; reduce discriminatory barriers; address racism-related conflict in the workplace; and, increase cooperation and dialogue among stakeholders in support of racism-free workplaces.

The ultimate outcome of all RFWS activities is linked to CAPAR. The Strategy is expected to contribute to racism-free workplaces in Canada and equitable employment outcomes for all Canadians.

Specific timelines were not defined for the short, intermediate and ultimate outcomes. This evaluation focuses primarily on the short-term outcomes given the short timeframe that the program has been in existence. A copy of the Strategy's logic model diagram is found in Appendix A.

1.7 Design and Administration

The RFWS is delivered by the Labour Program at Human Resources and Skills Development Canada (HRSDC). The Labour Program has responsibility for the overall management and administration of the RFWS including policy and program design; planning; accountability; oversight of the delivery of the RFWS; and, annual performance reporting to Citizenship and Immigration Canada (CIC) who leads and is responsible for the performance reporting of CAPAR.

RFWS is housed in the Labour Standards and Workplace Equity Division at the Labour Program and is delivered through a team at Labour Program National HQ and the regions. The National HQ RFWS team coordinates activities across Canada; conducts research and analyses; and, works with partnering departments and national umbrella organizations. Racism Prevention Officers (RPOs) hired by Labour Program regional offices across Canada support the efforts of employers, unions and community groups to remove workplace barriers caused by discrimination and to help achieve racism-free workplaces. RPOs deliver training, workshops and work directly with employers and other stakeholders at regional and local levels.

A reorganization of the National Labour Operations Directorate was finalized in 2008/2009 and two new directorates were created: Regional Operations and Compliance (ROC) and Program Development and Guidance (PDG). Regionally-based Racism Prevention Officers (RPOs) report locally to managers within the ROC directorate whereas the RFWS team at National HQ reports to PDG. This reporting system is new and roles and responsibilities are still being clarified. Monthly conference calls are taking place with regional managers to maintain communications on common issues.

Some examples of training and workshop sessions developed and delivered by the RFWS include: Introduction to Diversity; Building Inclusive Workplaces; Building Business Case for Racial Diversity; Challenges Facing Member of Visible Minorities in the Workplace and Strategies for Change; Duty to Accommodate; and, Inclusive Recruitment Strategies and Interview Techniques. Training and workshop workbooks and presentations provide details of training and workshops, and can be used by participants to promote diversity in the workplace.

The Strategy was officially launched in 2005/2006 fiscal year. Fiscal years 2005/2006 and 2006/2007 were dedicated to planning and promotional activities developed by National HQ. Full-scale implementation of the program activities did not start until the 2007/2008 fiscal year.

2. *Evaluation Context*

2.1 Evaluation Objectives

The evaluation objective was to examine issues of relevance and performance of the Strategy. The evaluation was also intended to provide input into the broader evaluation of CAPAR¹ being led by CIC during the same period.

In keeping with the Treasury Board Policy on Evaluation, the following core evaluation issues were examined in the evaluation:

1. Relevance

- a) **Continued Need for the Strategy** – *Assessment of the extent to which the Strategy continues to address a demonstrable need and is responsive to the needs of Canadians.*
- b) **Alignment with Government Priorities** – *Assessment of the linkages between the Strategy objectives and (i) federal government priorities and (ii) departmental strategic outcomes.*
- c) **Alignment with Federal Roles and Responsibilities** – *Assessment of the role and responsibilities for the federal government in delivering the Strategy.*

2. Performance (effectiveness, efficiency and economy)

- a) **Achievement of Expected Outcomes** – *Assessment of progress toward expected outcomes (incl. immediate, intermediate and ultimate outcomes) with reference to performance targets and programming reach, program design, including the linkage and contribution of outputs to outcomes.*
- b) **Demonstration of Efficiency and Economy** – *Assessment of resource utilization in relation to the production of outputs and progress toward expected outcomes.*

2.2 Evaluation Questions

Based on the evaluation objectives and the core issues identified, 12 specific evaluation questions were developed and explored during the evaluation, as illustrated in Table 2 below.

¹ <http://www.cic.gc.ca/english/resources/evaluation/CAPAR/index.asp>

Table 2 Evaluation Issues and Questions	
Categories	Evaluation Issues and Questions
Relevance	<p>Core Issue 1: Continued Need for the Strategy</p> <p>1.1 Is there a demonstrated need for the Strategy?</p> <p>1.2 Is the Strategy responsive to the needs of Canadians?</p> <p>Core Issue 2 : Alignment with Government Priorities</p> <p>2.1 Do the objectives of the RFWS align with federal government priorities and departmental strategic outcomes?</p> <p>Core Issue 3 : Alignment with Federal Roles and Responsibilities</p> <p>3.1 Does the delivery of the RFWS align with federal government's roles and responsibilities in relation to discrimination faced by members of visible minorities and Aboriginal peoples in the workplace?</p> <p>3.2 Does the Strategy complement other related initiatives delivered by the Labour program, other federal and/or provincial/territorial departments, the not-for-profit sector, and the private sector?</p>
Performance <ul style="list-style-type: none"> • <i>Effectiveness</i> • <i>Efficiency</i> • <i>Economy</i> 	<p>Core Issue 4: Achievement of Expected Outcomes</p> <p>4.1 To what extent did the RFWS assist employers and unions in promoting diversity and addressing racism in the workplace?</p> <p>4.2 To what extent did the RFWS provide employers and unions with the resources, tools and expertise to address issues of diversity and racism in the workplace?</p> <p>4.3 To what extent did the RFWS provide access to and raise awareness among employers and unions on issues, approaches, and effective practices in promoting diversity and addressing racism in the workplace?</p> <p>4.4 To what extent did the RFWS assist employers and unions in developing non-discriminatory policies, practices, and behaviours; eliminating discriminatory barriers; and addressing racism-related conflict in the workplace?</p> <p>4.5 To what extent did the RFWS increase cooperation and dialogue among stakeholders in support of racism-free workplaces?</p> <p>Core Issue 5: Demonstration of Efficiency and Economy</p> <p>5.1 To what extent did the different components of the RFWS contribute to or impede tangible and desired results?</p> <p>5.2 To what extent is the delivery mechanism of the RFWS efficient?</p>

2.3 Evaluation Approach and Methodology

The evaluation framework for the RFWS, including the RFWS logic model and an evaluation matrix, was used to guide the evaluation. The evaluation was undertaken in two phases. The first phase consisted of initial interviews as well as a file and document review leading to the development of a detailed Evaluation Methodology Report which outlined the research strategies and methodologies implemented in the second phase of the project. The five main lines of inquiry used as sources of information were:

- Literature review;

- Document and administrative data file review;
- Program delivery staff interviews;
- Program participant interviews; and,
- Case studies.

The five lines of inquiry noted above were deemed appropriate to provide the required and relevant information for determining the relevance and performance of the Strategy. They were also intended to provide input on a timely basis into the broader evaluation of Canada's Action Plan Against Racism (CAPAR) led by Citizenship and Immigration Canada (CIC). In view of the timelines for the CAPAR evaluation, preliminary findings were provided to CIC based solely on the results from the document and administrative data file review, the program delivery staff interviews and the program participant interviews.

2.3.1 Literature, Document and Administrative Data File Review

A detailed review of RFWS documents and files, as well as literature on racism and discrimination relevant to the activities of the Strategy, was conducted. More specifically, the review included:

- RFWS programming documents, RFWS Annual Performance Reports, Results-Based Management and Accountability Framework, Canada's Action Plan Against Racism (CAPAR), and annual budgets.
- Literature on the state of racism and discrimination in the Canadian workplace, and CAPAR-related initiatives in Canada and abroad. The review examined policies, programs and practices designed to address a range of workplace barriers to recruitment, selection hiring, retention, promotion, mentoring and career development programs for members of visible minorities and Aboriginal peoples as well as reviewing the progress being made. It also assessed the link between career development and workplace barriers attributed to racism. In addition, the literature review also examined similar programs and reviewed related files and documentations. Finally, a comparative analysis of the RFWS with similar programs was performed as part of this task.
- RFWS outputs including an analysis of RFWS Workshop participation, RPO job descriptions and workloads, tools and resources generated within the framework of the Strategy, and summary reports on engagement sessions and Racism-Free Workplace workshops. Tools and resources were also reviewed as part of the case studies.

2.3.2 Program Delivery Staff Interviews

The objective of the program delivery staff interviews was to obtain input regarding the need for the Strategy as well as its performance. Program delivery staff provided their unique knowledge and perspective of the RFWS as well as activities associated with design and delivery of the Strategy.

Interviews were conducted with program delivery staff working in both the National HQ and the Regional HQ. A potential target population of 25 program delivery staff members was developed. Given that all 25 program delivery staff members had knowledge of the RFWS and/or issues of racism and discrimination, the strategy was to conduct a census of this group instead of selecting a sample. As indicated in Table 3, 20 interviews were completed yielding an 80% response rate.

Table 3 Program Delivery Staff by Category		
Program Delivery Staff	Number interviewed	Percentage
Racism Prevention Officers (RPOs)	7	35%
Regional Managers of Labour Program throughout Canada	5	25%
Additional Regional HQ staff: Workplace Equity Technical Advisor	1	5%
Senior Policy Analysts	4	20%
Representatives from senior management, Labour Program	3	15%
Total	20	100%

An interview guide was developed for each program delivery staff group and individuals were interviewed separately. All interviews were administered via telephone and were conducted in each of the program delivery staff member's preferred official language. Semi-structured questionnaires consisting of both quantitative rating scales and qualitative open-ended questions were used. The program delivery staff provided explanations and other in-depth information that served to corroborate or clarify findings from other lines of evidence.

2.3.3 Program Participant Interviews

The purpose of the program participant interviews was to assess the impact of the RFWS activities and programming on the knowledge, attitudes, and behaviours of different groups of program participants and their subsequent effects on workplace policies, procedures, and behaviours.

There is no comprehensive database of participants involved in program activities. To generate a population list, the Strategy representatives provided the evaluators with various working lists from which it was possible to compile a list of 830 program participants. As such, the list of program participants is not complete and does not represent all people who benefited from the activities of the Strategy.

No data is available on the total number of representatives and organizations which have participated. The available lists are not necessarily regionally representative of the total population. As such it is not possible to adequately determine the cost of the program per participant.

The total population list consisted of 830 known program participants, of which 748 individuals, who had contact information, were contacted. Interviews with 133 individuals representing 16% of all program participants were completed. Thirty-five people formally declined to participate and 580 were out of reach or did not respond to interview requests.

The interviews commonly took 40 to 45 minutes to complete. All interviews were administered via telephone and were conducted in the program participants' preferred official language. Semi-structured questionnaires consisting of both quantitative rating scales and qualitative open-ended questions were used. Prior to each interview, each program participant was contacted to request their participation. Where possible, the interview guide was sent to the potential interviewee in advance of the interview. The program participants provided explanations that served to corroborate or clarify findings from other lines of evidence.

The program participants who were interviewed attended a range of RFWS activities including workshops, training, and awareness sessions or used tools and resources and research delivered through the Racism-Free Workplace Strategy (RFWS). As demonstrated below in Table 4, the interviews were conducted with employers and representatives of management, employees and other interested parties, consultants involved in human resources, representatives of non-profit organizations representing different racial and ethnic groups, employee and union members, and government representatives.

Table 4 Program Participants by Category		
Program participants	Number interviewed	Percentage
HR staff representing employers	107	80%
Employees and other interested parties	11	8%
Consultants involved in HR	7	5%
Representatives of non-government organizations representing different racial and ethnic groups	3	2%
Representatives of unions and other employee organizations	3	2%
Government representatives	2	2%
Total	133	100%

The regional distribution of these interviews is somewhat similar to the regional distribution of RFWS service recipients. As demonstrated in Table 5, most of the RFWS client population is from four regions of Canada: Ontario (30%), Alberta (25%), Atlantic (20%), and British Columbia (18%). The majority of program participants interviewed also represented the same regions: Alberta (29%), Ontario (24%), British Columbia (22%), and Atlantic (14%). Only three service recipients were identified from Quebec, which may be reflective of low participation levels as well as the absence of participation lists. Due to similar distributions, the responses across regions were not weighted.

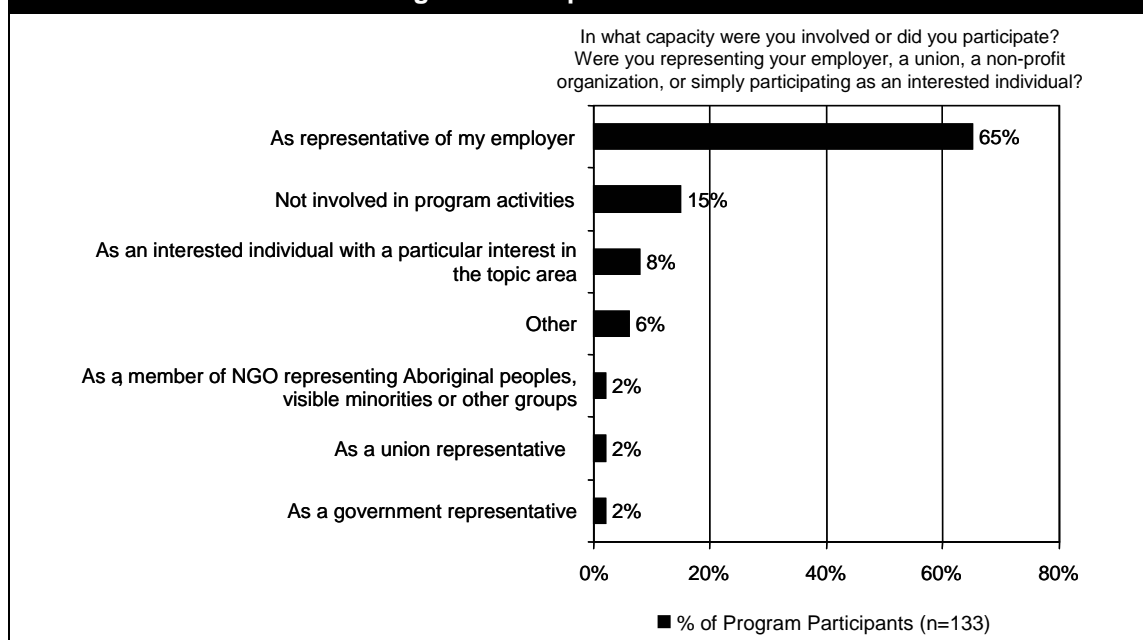
Table 5
Regional Distribution of Program Participants

Provinces	A. Service Recipients	B. Percentage	C. Sample	D. Percentage	E. Response Rate (E=C/A*100)
Atlantic	162	20%	19	14%	12%
Ontario	252	30%	32	24%	13%
Alberta	207	25%	37	29%	18%
British Columbia	152	18%	29	22%	19%
Manitoba	45	5%	10	8%	22%
NWT	3	0.4%	1	0.8%	33%
Saskatchewan	4	0.5%	2	1%	50%
Quebec	3	0.4%	3	2%	100%
Unknown	2	0.2%	-	-	
Total	830	100%	133	100%	

Other characteristics of program participants include:

- Sixty-five percent of program participants were involved in the Strategy as representatives of employers as illustrated in Figure 1.
- The list of participants provided by the program did not describe the nature of their involvement. The participants may have been put into the database because they were involved in a workshop or research, were visited by RPO, participated in meetings or used programming resources. At the time of the interview, 15% of the participants could not specifically recall participating in RFWS activities, which should not be considered surprising given the limited nature of some of the interventions, the time that may have passed, and the fact that the participants may not recall that the activity was supported through the RFWS.

Figure 1
Program Participants Involvement



- The “other” category in the chart refers to those who participated in various other types of RFWS activities such as being a member of an on-going group.

2.3.4 Case Studies

Based on interviews with the program participants and program delivery staff, 10 organizations were selected as case studies for further review. The rationale for this evaluation methodology is that it provides an in-depth perspective on the outcomes of RFWS initiatives from representatives of participating organizations who are able to comment on the nature and extent of the impact on their organization. The purpose of the case study interviews was to gather perspectives on the program and on RFWS performance in terms of achievement of outcomes and efficiency. The case studies explored how the knowledge and skills gained were later translated into actual changes in their workplace policies, procedures, and behaviours.

The case study sample included 34 organizations. The sample was selected based on the criteria related to RFWS impact. The program participants who reported significant RFWS impacts and were able to comment on the nature and extent of the impact in their organizations were included in the sample. Five of those organizations included in the sample declined to participate and 2 were willing but were not able to provide enough useable information. The shortlist was further narrowed down to 10 organizations by considering regional and sector representation (3 organizations from government, 2 from immigrant services, and 1 organization from each of the following sectors: business supplies, consulting, science & technology, shipping, and transportation).

It is important to bear in mind that the method of selecting cases was biased towards those that had achieved demonstrable results. As such, the results should be interpreted as illustrative and not representative of the typical results achieved within organizations.

The selection criteria for case studies also focused on the level of involvement in a range of RFWS activities, including workshops, training, and awareness sessions, and/or usage of RFWS tools, resources and research.

As demonstrated in Table 6, the distribution of case studies across regions of Canada was somewhat similar to the distribution of the program participants sample and the RFWS service recipients. Case study organizations represented 6 regions of Canada, where the majority of RFWS services were delivered.

Table 6 Case Study Regional Distribution	
Provinces and Territories	Case Studies
Alberta	3
Ontario	2
British Columbia	2
Saskatchewan	1
Quebec	1
Atlantic	1
Total	10

Twenty-five in-depth semi-structured interviews were completed with representatives of case study organizations and RPOs who worked with the organizations. The case study questionnaires were focused on impact of the RFWS activities on organizational levels, changes in behaviours, policy, practice and procedures as well as factors contributing to the success of the programming with case study organizations. The organizational representatives included managers responsible for human resources and issues related to workplace discrimination and diversity. Additional materials were requested from the case study participants in order to support and provide illustrative evidence or clarify evidence, where relevant.

2.4 Analysis and Reporting

The data from each of the evaluation lines of inquiry was summarized to address each of the relevant evaluation issues and questions. The data analysis strategy involved the triangulation of multiple lines of evidence by means of extracting the results from each line of inquiry that relates to each evaluation issue and cross validating the findings. As part of this methodology, the strengths and limitations of each line of inquiry were taken into consideration.

The main strategy used to achieve high reliability of findings has been the inclusion of multiple lines of evidence in the methodology. Interviews were conducted with a large sample of respondents who represent a broad range of RFWS stakeholders (program participants, Labour Program delivery staff and case study participants). In addition, an extensive literature, document and administrative data file review was conducted. Each key finding reported and/or conclusion presented in this report has been triangulated and confirmed from two or more lines of evidence to ensure reliability. Second, larger sample sizes were targeted for all interviews to increase the reliability and validity of findings. The program delivery staff interview respondents included almost all RFWS management and program delivery staff in the regions and at National HQ.

2.5 Challenges and Limitations

Despite these steps, it is important to acknowledge certain limitations. The main limitation is that the nature of the RFWS makes it very difficult to measure program outcomes.

The RFWS is characterized by short-term interventions (e.g., prevention workshops) targeted at a large number of organizations. Available information did not allow for selection of a comparison group. Furthermore, the intended outcomes involve changes to organizational behaviour which, in themselves, are difficult to measure and a function of a variety of factors beyond the intervention delivered by the RFWS. In order to address the issue, it was determined that the most appropriate means to assess the outcomes of the assistance provided under the RFWS are follow-up interviews with the representatives of the organizations participating in the interventions, combined with documentation on the nature of the interventions as well as the number and characteristics of the participating representatives and organizations. Organizational representatives are in a position to comment on what information or assistance was received, what was done with that information and, what subsequent actions were taken, what resulted from these actions, and to what extent those results are attributable to the information or assistance provided through the RFWS. While more extensive methodologies, such as pre- and post-studies within a participating organization, could provide more extensive results, they would not be warranted for this type of program given the associated costs, the large number of participating organizations, the short-term and varying nature of the interventions, and the impacts of extraneous factors.

Another limitation is the related potential for respondent biases on opinions of participants. Given the limited availability of secondary data, interviews with program participants and program delivery staff were key lines of evidence. Many of the program participants and program delivery staff are employed and/or are direct beneficiaries of the RFWS programming. The evaluation findings are largely based on views of those with a vested interest in the program, particularly program delivery staff. Consequently, the findings are potentially biased towards favourable program outcomes. Several measures were taken to reduce the effect of respondent biases and validate interview results: (i) interviewers communicated the purpose of this evaluation, its design and methodology, and strict confidentiality of responses clearly to participants; (ii) interviews were conducted by telephone by skilled interviewers; (iii) the answers were cross-checked from each sample of respondents with the other groups for consistency and validation; and, (iv) a variety of descriptive and inferential statistical analyses were conducted to further support comparative findings.

Finally, there is evidence which points to potential non-response error in the survey of program participants. Only 133 individuals representing 16% of all program participants agreed to be interviewed and given the self-selected nature of the interviews, there is concern that the characteristics of program participants who responded may be different from those who did not. For example, the program participants who agreed to be interviewed may be more likely to have participated in RFWS activities for longer periods of time and more actively involved in the Strategy activities. Whereas, program participants who are new to their jobs and/or less actively participated in RFWS programming may be less likely to participate in a survey due to a perceived lack of knowledge regarding the RFWS. To mitigate potential effects of non-response error, opportunity was given for equal participation for all potential program participants. All program participants were encouraged to provide input regardless of their level of involvement. Despite these efforts, it should be noted that issues such as program participants' experience and tenure

may be under-represented in the findings presented. As well, only 16% of participants responded to the survey which limits the reliability of the survey findings.

The field research focused on stakeholders who participated in RFWS activities and/or benefited from the resources and tools developed under the Strategy (program participant interviews). As such interviews were not conducted with other stakeholders who have not been directly involved.

Due to relatively small sample size, low survey response rate and limitations in available secondary data, the evaluation was not able to compare results across the regions of Canada nor identify regional needs for its programming. Analysis and results presented in the report are reflective of the Strategy activities overall.

During the process of conducting this evaluation, a number of challenges were also encountered and several techniques were employed to overcome each challenge. The main challenges included:

- **Lack of secondary data** – Prior to this evaluation, little information was available on program outcomes. No follow-up surveys had been conducted with the RFWS program participants. The Strategy has not effectively documented the number and nature of its interventions or the number and characteristics of the participating representatives and organizations. To mitigate this challenge, the decision was made to conduct follow-up interviews with participants using a variety of available contact lists, which were compiled to prepare a master list of 830 known RFWS participants. In addition, during the case study interviews, the representatives were asked to submit any related document and/or materials relevant to the programming.
- **Staff turnover** – Labour Program has experienced high staff turnover in its regional offices. As a result, some key staff members responsible for the management and implementation of the RFWS activities were no longer working for the organization. Some RFWS staff members who were new to their positions declined an offer to participate in the interviews due to limited knowledge of the programming. To overcome this challenge, the program delivery staff members were asked if they had enough knowledge to comment on the Strategy. The interviews were conducted with program delivery staff members only if they felt they had adequate understanding of the Strategy.
- **Timing** – The Strategy was officially launched in 2005/2006 fiscal year. In 2006/2007, the Strategy engaged in several information and education sessions through a series of national consultations. However, full-scale implementation of the program activities did not start until 2007/2008. Therefore, by the time of this evaluation, some recently implemented activities of the Strategy did not have an adequate timeframe to produce expected outcomes. The evaluation encountered challenges in measuring the outcomes of some activities that have recently been implemented given the lead time associated with many changes in a workplace. Some respondents noted that they have not yet had a chance to apply the knowledge, skills, resources, and experience gained from the programming in their organizations and/or it was too early to determine the impacts that have resulted from those activities.

3. Key Findings

3.1 Relevance

3.1.1 Continued Need for the Strategy

The key findings of the review regarding the need for programming and services to address workplace racism and discrimination against members of visible minority groups and Aboriginal peoples as well as the appropriateness of the RFWS role in addressing such a need are as follows:

Members of visible minorities and Aboriginal peoples account for an increasing percentage of the Canadian population and labour force.

According to Statistics Canada's 2006 Census, there are approximately 3.4 million members of visible minorities and Aboriginal peoples in the labour market, which constitute a significant portion (18%) of the Canadian labour force.² These two groups are expected to represent a major source of future labour supply in the Canadian economy. Therefore, their full integration into the Canadian labour market is very important for maintaining the economic growth and development.

- **Members of visible minorities:** The face of Canada is rapidly changing. More than 200 different ethnic origins were reported in the 2006 Census. An estimated 5.1 million individuals were members of the visible minority population, representing 16.2% of the total population in 2006.³ The visible minority population had increased from 3.2 million in 1996 (or 11.2% of the total population) to an estimated 4.0 million (13.4% of the total population) in 2001. The 2006 Census findings revealed that three-quarters (75.0%) of the immigrants who arrived between 2001 and 2006 belonged to a visible minority group. Immigration has outpaced the natural birthrate and now accounts for 53% of the overall population growth. If current immigration trends continue, Canada's visible minority population will continue to grow at a much quicker rate than the non-visible minority population. According to Statistics Canada's population projections, members of visible minority groups could account for roughly one-fifth of the total population by 2017.⁴
- **Aboriginal peoples:** Canadian Aboriginal population is growing with a rapid rate. The Aboriginal population has grown by 45% since 1996, outpacing the 8% growth in the non-Aboriginal population. According to the 2006 Aboriginal Census, 1.2 million people identified themselves as First Nations, Métis or Inuit.⁵ In addition, the First Nations population is younger than the non-Aboriginal Canadian population; while the Canadian population moves towards retirement age in the next two decades, the

² HRSDC, 2006 Employment Equity Data Report. Retrieved on May 2010.
<http://www.rhdcc-hrsdc.gc.ca/eng/labour/publications/equality/eedr/2006/page00.shtml>

³ Statistics Canada, 2006 Census. <http://www12.statcan.ca/census-recensement/2006/rt-td/eth-eng.cfm>

⁴ Ibid.

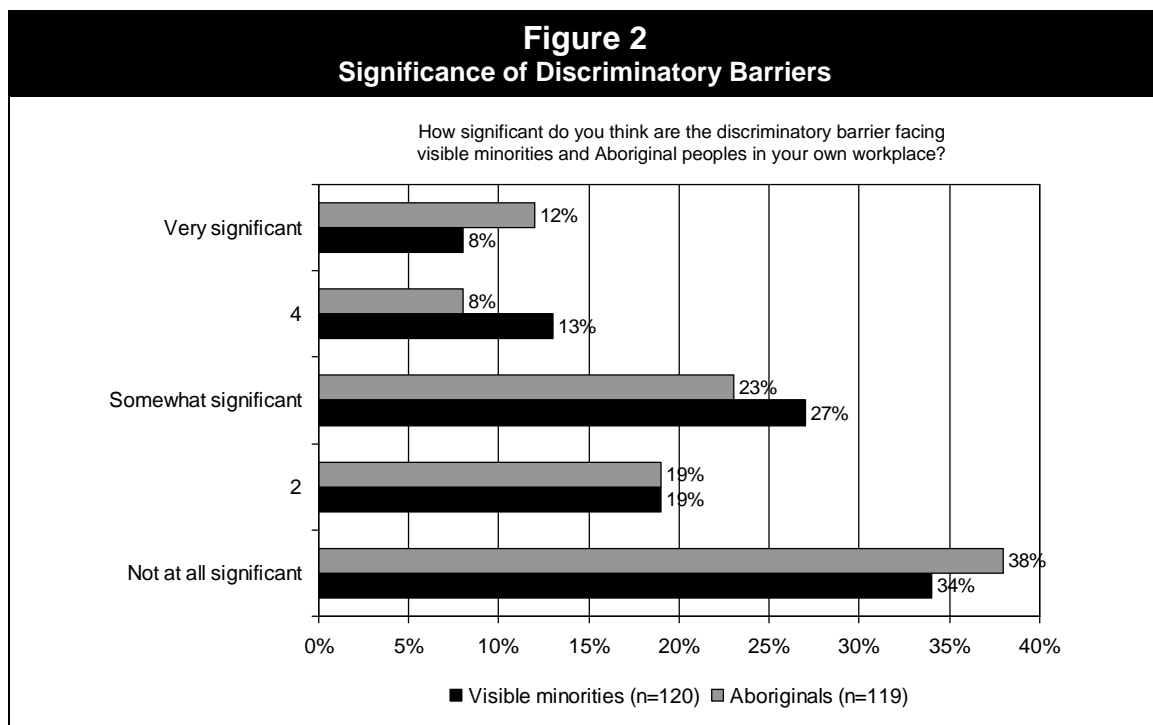
⁵ Aboriginal Census 2006 Highlights.
<http://www.canada.com/topics/news/story.html?id=dec67428-c39c-4fbc-b26a-b3af3b193258>

Aboriginal population will experience a growth in the number of individuals who reach working age⁶.

Racial and ethno-cultural discrimination still exists in the workplace in Canada.

According to the Ethnic Diversity Survey conducted by Statistics Canada in 2002, discrimination or unfair treatment is most likely to occur in the workplace. Overall, 880,000 people, or 56% of those who had sometimes or often experienced discrimination or unfair treatment because of their ethno-cultural characteristics in the past five years, said that they had experienced such treatment at work or when applying for work.⁷

Program participants were asked to rate how significant discriminatory barriers facing members of visible minorities and Aboriginal peoples are in their own workplaces using a scale of 1 to 5, where 1 is not at all significant, 3 is somewhat significant and 5 is very significant. As shown below in Figure 2, 48% of program participants provided a rating of 3 or above for discrimination against members of visible minorities, and 43% percent provided the same rating for discrimination against Aboriginal peoples.



Those who suggested that the discriminatory barriers facing members of visible minorities and Aboriginal peoples in their workplaces are significant commented that systemic racism is embedded in their organization's corporate culture and, as such, is not easy to identify and recognize. Participants noted that the discrimination often remains unaddressed as many employers are unaware of it. Some of the issues and barriers faced by members

⁶ Centre for Social Justice. Aboriginal Issues. <http://www.socialjustice.org/index.php?page=aboriginal-issues>

⁷ Stat Canada. 2003. Ethnic Diversity Survey: Portrait of a multicultural society. <http://www.statcan.gc.ca/pub/89-593-x/89-593-x2003001-eng.pdf>

of visible minorities and Aboriginal peoples include marginalization and limited opportunities for promotion and advancement.

Aboriginal peoples and members of visible minorities continue to experience employment barriers and income disadvantages.

Although Aboriginal peoples and members of visible minorities differ vastly in terms of historical, geographic, and ethno-cultural backgrounds in Canada, both groups have experienced income disadvantages and employment barriers over many years. While it is difficult to attribute their situation to racism alone, Aboriginal peoples and members of visible minorities clearly face limited employment opportunities and are under-represented in the Canadian workforce. These disadvantaged groups experience high unemployment rates, lower than average salaries, and concentration in low-status jobs.

- **Members of visible minorities:** Between 1992 and 2001, the wage gap for members of visible minorities increased from 11% to 14.5% and this trend is expected to persist.⁸ Visible minority immigrants are more likely than other immigrants to experience low income.⁹ Higher education for members of visible minorities does not provide expected returns of employment and income. Even with a post-secondary education, unemployment rates are higher for racial minorities, especially foreign-born members of visible minorities compared to Caucasians and Canadian-born members of visible minorities¹⁰. Given the same level of education, Caucasians, whether foreign or Canadian-born, are three times as likely as Aboriginal peoples and about twice as likely as foreign-born members of visible minorities to be in the highest income quintile¹¹.
- **Aboriginal peoples:** In 2006, the median income for Aboriginal peoples was 30% lower than the median income for the rest of Canadians.¹² The unemployment rate for Aboriginal peoples was 14.8% in 2006, which was significantly higher than the national average of 6.3%.¹³ Only 8% of Aboriginal peoples have a bachelor's degree or higher level of education, compared to 22% the rest of Canadians, and those without a secondary education constitute 32% of Aboriginal peoples compared to 15% all Canadians.¹⁴

Program delivery staff and program participants perceive a need for the Strategy to address discrimination and racism in the workplace.

When asked to rate how much of a need there is for programming like the RFWS, on a scale of 1 to 5, where 1 is no need at all, 3 is somewhat of a need and 5 is a major need, program delivery staff provided an average rating 4.6 (n=20), and program participants provided an average rating of 4.2 (n=132).

⁸ A Canada for All: Canada's Action Plan Against Racism, p.5; and The Conference Board of Canada, 2004. Making a Visible Difference The Contribution of Visible Minorities to Canadian Economic Growth.

⁹ Palameta, B. Low Income Among Immigrants and Visible Minorities. Statistics Canada- Catalogue no. 75-001-XIE. April 2004.

¹⁰ Kunz J.L., Milan A. & Schetagne S. Unequal Access: A Canadian Profile of Racial Differences in Education, Employment & Income, 2000; 40 pp.

¹¹ Ibid.

¹² Canadian Centre for Policy Alternatives. 2010. The income gap between aboriginal people and the rest of Canada.

¹³ Indicators of Well-being in Canada. HRSDC. website: <http://www4.hrsdc.gc.ca/.3ndic.It.4r@-eng.jsp?iid=16>

¹⁴ Canadian Centre for Policy Alternatives. 2010. The income gap between aboriginal people and the rest of Canada.

National HQ representatives noted that different forms of workplace racism still exist in Canada and have a significant negative impact on the quality and productivity of the Canadian workforce. Racism has negative socio-economic implications and economic, emotional, and health costs for the Canadian society. Some employers recognize racism in their work environment and want to comply with *Employment Equity Act (EEA)*. However, they do not have adequate capacity and skills to do so.

Regional HQ representatives also emphasized the existence of racism and discrimination in the Canadian workplace and the need for inclusive workplace strategies. They view the Canadian society as becoming more diverse with an inflow of skilled immigrants. Therefore, it is imperative to ensure that newcomers are integrated into the society and the workforce.

Program participants noted several factors underlining the need for RFWS programming. In particular, discrimination in the workplace is still prevalent in Canada, while the workforce is becoming more diverse due to immigration. Many organizations do not have adequate capacity to address racism and discrimination related issues in the workplace and there are limited educational and outreach programs to support them.

The literature review indicates that programming that provides training, incentives, tools and resources, as well as promotes public awareness of discrimination, laws and legislation is effective in supporting employer efforts to combat racism and discrimination in the workplace.

The review of relevant literature illustrates several key programming components necessary to combat racism and discrimination in the workplace (e.g., anti-discrimination laws, increased public awareness of legislations, employee incentives to bring the issues of discrimination before courts, mediation and conciliation procedures, etc.)¹⁵. Employer education, support, and incentives to comply with anti-racism legislation are among the most effective components to combat workplace discrimination. Employers are the most important target of anti-discrimination programs as they play a critical role in ensuring equal work opportunities for every employee. For anti-discrimination programs and policies to be successful, one of the major programming goals should be providing education, training, incentives, tools and resources for employers to comply with the requirements of anti-discrimination laws and regulations. The most effective methods to motivate employers are positive actions such as labelling and publicizing good practices and promoting compliance through training, education and support. As indicated in the literature, most often employers do not take positive actions in promoting diversity and/or addressing issues of discrimination in the workplace due to lack of knowledge and capacity or the fear of contravening the existing equality laws.¹⁶ Comprehensive support, legal counselling, tools and guidance should be provided for organizations to build their capacity to address discrimination and racism in the workplace. The support should have a focus on changing organizational policies, practices, and culture.

¹⁵ OECD Employment Outlook 2008.

¹⁶ Phillips, T., R. Kerslake and J. Mayhew Jonas. 2007. Fairness and Freedom: The Final Report of the Equalities Review.

A comparative review demonstrates that the RFWS programming incorporates some of the effective methodologies described in the literature. In particular, RFWS provides support, resources, tools, and guidance to build organizational capacity to address workplace discrimination and change organizational policies, practices and culture. The RFWS also supports projects related to racism research and awareness raising. RFWS provides some indirect incentives to employers by publishing and promoting case studies and effective practices on employers who have successfully implemented anti-racism policies and practices. The interventions that fall outside of the Strategy scope include providing direct employee and employer incentives (e.g., funding to implement organizational projects, awards and penalties for compliance, etc.), legal support and counselling, mediation and conciliation.

The RFWS is viewed as offering a range of programming which responds in part to the need to combat racism and discrimination in the workplace.

When asked to what extent they believe the RFWS responds to the needs using a scale of 1 to 5 where 1 is not at all, 3 is somewhat, and 5 is to a large extent, program delivery staff provided an average rating 3.9 (n=20), and program participants provided an average rating of 3.3 (n=133). Program participants indicated that the RFWS provides valuable tools, activities, workshops, training sessions, resources, and manuals, which give employers and employees an opportunity to discuss workplace barriers and work on developing potential solutions at no cost. Program participants find the resources and content to be relevant to the context of their workplaces and some indicated using the resources to some extent in their workplaces.

Program participants who said that the RFWS is less successful in responding to the needs indicated that initiatives mainly target senior management and that lower level management and front-line workers need to be targeted for better results. In addition, the Strategy tends to target larger organizations that fall under the *EEA* and FCP with limited outreach to the medium-sized private sector not covered under the *Act* and FCP. It was also noted that, although efforts by the RFWS to increase awareness of systemic issues related to racism have been effective, the Strategy does not have mechanisms in place in order to control or monitor if actual change happens at the organizational level. It is still up to the participating organizations to implement the practices in their workplace.

Program delivery staff noted that the Strategy is effective in responding to the needs and that there are no other services similar to the RFWS to the private sector is offered within the government. Demand for the services appears high and participants are satisfied with the services they receive. The training and information delivered under the Strategy was developed in response to needs identified through research and through consultation with employers and others. Program delivery staff who provided lower ratings also noted that there are limits on the extent to which the Strategy can reasonably be expected to address these needs given its scope and funding. They view the RFWS as being delivered by a small team with a small budget and with relatively high fixed and overhead costs, which reduce the extent of front line program delivery activities. They mentioned that additional funding and resources would enable the RFWS to better meet needs, particularly the requests for services, in a timely manner.

3.1.2 Alignment with Government Priorities

The primary objective of the RFWS is to help remove discriminatory barriers facing the employment and upward mobility of members of visible minorities and Aboriginal peoples in Canada. The ultimate outcome of the Strategy is to achieve racism-free workplaces in Canada and equitable employment outcomes for all Canadians. The key findings of the review regarding this evaluation question are as follows:

The objectives of the RFWS are aligned with federal government priorities and departmental strategic outcomes.

The RFWS is the Labour component of CAPAR, a government-wide initiative announced in the 2005 federal budget. The Strategy's objectives are consistent with the objectives of CAPAR, which aims at strengthening social cohesion through anti-racism measures, implementing Canada's human rights frameworks and demonstrating federal government leadership in the international fight against racism.

The RFWS promotes a fair, productive, and inclusive workplace by:

- Promoting employment equity education;
- Fostering public recognition of the principles and objectives of employment equity;
- Facilitating the dissemination of tools, effective practices, success stories, and business cases; and,
- Bringing employers, designated groups, and other stakeholders together to work on innovative partnership approaches to training, recruitment, advancement, and retention of members of visible minorities and Aboriginal peoples in Canadian workplaces.

The objectives are consistent with strategic outcome "Safe, fair, and productive workplaces and cooperative workplace relations", which indicates government commitment to build inclusive workplace by stating "Safe, fair, productive workplaces and cooperative workplace relations are central to the well-being of individual Canadians and the economic prosperity of the country."¹⁷ The 2010 priority for this strategic outcome is to "help Canadian workers and employers to maintain workplace safety, fairness, productivity, and cooperation ... by providing relevant and timely services and support."¹⁸ The RFWS helps to support the full and equal-participation of Aboriginal peoples and members of visible minorities at work, and thus contributes to safe and fair workplaces.

Program delivery staff members view the objectives of the RFWS as consistent with Labour Program strategic outcomes and the priorities of the Government of Canada.

In addition to Canada's Action Plan Against Racism, National HQ representatives cited linkages to the past five Speeches from the Throne which include comments on social cohesion and inclusion.

¹⁷ Human Resources and Skills Development Canada, Reports on Plans and Priorities, 2009-2010.

¹⁸ Ibid.

3.1.3 Alignment with Federal Roles and Responsibilities

Key findings of the review regarding the RFWS consistency with the federal government's commitment towards discrimination against members of visible minorities and Aboriginal groups are as follows:

The RFWS is consistent with federal government's roles and responsibilities as defined by several key national laws and international conventions in relation to the elimination of discrimination faced by members of visible minorities and Aboriginal peoples in the workplace.

The roles and responsibilities of the federal government in relation to discrimination faced by members of visible minorities and Aboriginal peoples in the workplace is defined by several key national laws and international conventions signed by Canada. A review of documents indicates that the RFWS is consistent with Government of Canada commitments towards equality and against discrimination.

The commitment made by the Federal Government towards a broad strategy of discrimination prevention, as written in the *Canadian Human Rights Act*, is to assist federally-regulated organizations in creating and sustaining a culture of human rights in the workplace. The *Canadian Human Rights Act* aims to ensure that all individuals have equal opportunities to live the lives they choose which includes access to- and retention of chosen work and work-related activities. The *Act* prohibits any discriminatory policies, procedures and practices in workplaces that may deprive an individual or class of individuals of employment opportunities.

The *Employment Equity Act* aims to address barriers to employment faced by women, persons with disabilities, Aboriginal peoples, and members of visible minorities. Sub-paragraph 42(1)c) of the *Employment Equity Act* places on the Minister of Labour the responsibility of promoting, by any means that the Minister considers appropriate, the purpose of the *Act*, which is to achieve equality in the workplace so that no person shall be denied employment opportunities or benefits for reasons unrelated to ability.

The RFWS is also consistent with the commitment towards equality in the workplace made by the Federal Government under the *Multiculturalism Act of Canada*. The *Act* requires government to “promote the full and equitable participation of individuals and communities of all origins in the continuing evolution and shaping of all aspects of Canadian society and assist them in the elimination of any barrier to that participation.”¹⁹

The RFWS is consistent with federal government's roles and responsibilities in implementing Canada's human rights framework and responding to international commitments. The Government of Canada's commitment is listed under the International Convention on the Elimination of all forms of Racial Discrimination (ICERD). Article 5 of the ICERD requires that governments “undertake to prohibit and to eliminate racial discrimination in all its forms and to guarantee the right of everyone, without distinction

¹⁹ The *Multiculturalism Act of Canada*. http://laws.justice.gc.ca/eng/C-18.7/page-2.html#anchorbo-ga:s_3

as to race, colour, or national or ethnic origin, to equality before the law, notably in the enjoyment of the ... economic, social and cultural rights, in particular: the rights to work, to free choice of employment, to just and favourable conditions of work, to protection against unemployment, to equal pay for equal work, to just and favourable remuneration.”²⁰ The RFWS aims to remove discriminatory barriers facing members of visible minorities and Aboriginal peoples in the Canadian labour market, which is aligned with ICERD requirements.

There are other programs which relate, in one form or another, to addressing racism in the workplace and share similar objectives with the RFWS.

Program delivery staff as well as program participants identified other programs that share similar objectives with the RFWS. According to most program delivery staff (70%) and program participants (53%), there are other programs implemented by various levels of government, the non-profit and/or private sector that share at least some objectives with the RFWS.

By design the RFWS was meant to complement Labour Program’s employment equity programs – the Legislated Employment Equity Program (LEEP) and the Federal Contractors Program (FCP) – by offering tools and instruments to employers, as well as intervention strategies.

A review of relevant literature and documents combined with the program delivery staff and program participant interviews identified few similar programs. Some examples of initiatives that share similar objectives with RFWS include:

- The Canadian Human Rights Commission administers the *Canadian Human Rights Act* and is responsible for ensuring compliance with the *Employment Equity Act*. Both laws ensure that the principles of equal opportunity and non-discrimination are adhered to in all areas of federal jurisdiction, particularly for women, Aboriginal peoples, persons with disabilities, and members of visible minorities;
- The Respectful Workplace Program initiated by the Public Service Commission is based on the principle that all employees have a right to a respectful workplace that is free of harassment. The purpose of the initiative is to clarify how the Public Service manages conflict and diversity, to clarify expectations for respectful behaviour in the workplace, and develop resolution mechanisms for conflict.

While there are other programs which relate to addressing racism in the workplace, a combination of factors distinguishes the RFWS from other programs.

Other programs implemented by various non-profit organizations and government departments are aimed at addressing various aspects of racism and discrimination or representation in the workforce. A review of program descriptions, combined with the results of the program delivery staff and program participant interviews, provides evidence that a combination of factors distinguish the RFWS from these other programs,

²⁰ International Convention on the Elimination of All Forms of Racial Discrimination. Adopted and opened for signature and ratification by UN General Assembly resolution 2106 of 21 December 1965.

including: a focus on workplace racism and discrimination against Aboriginal peoples and members of visible minorities through promoting and facilitating enhancements to the internal practices of employers; concentration on larger organizations and particularly the FCP and the LEEP employers; and, the delivery of services directly to employers (through RPOs).

A few program participants (20%) noted duplication in areas such as objectives and messaging. However, program participants noted that it is important to hear consistent messages around the issue from different sources. Only one program delivery staff member mentioned some overlap with the Duty to Accommodate Workshop (offered by the Canadian Human Rights Commission) and some tools offered by Indian and Northern Affairs Canada's Aboriginal Workforce Participation Initiative (AWPI) designed to increase the participation of Aboriginal peoples in the Canadian labour market.

3.2 Performance (Effectiveness, Efficiency and Economy)

3.2.1 *Achievement of Expected Outcomes*

A) Achievement of Intended Immediate Outcomes²¹

Intended immediate (short-term) RFWS outcomes include:

- Enabling employers and unions to promote diversity and address racism in the workplace;
- Providing access to resources, tools and expertise to address issues of diversity and racism in the workplace; and,
- Increasing access to- and awareness of issues, approaches and effective/best practices for promoting diversity and address racism in the workplace for employers and unions.

Key findings of the review regarding the achievement of immediate intended outcomes are as follows:

A large number of organizations have participated in the RFWS' activities.

The majority of participants represented government organizations, immigrant services agencies, representatives of the transportation industry, business supplies and solution services, Aboriginal, First Nations and Inuit services, educational institutions, shipping, and food and agriculture sectors. Based on registration lists, 830 individuals were identified representing 490 organizations who have participated in RFWS supported activities. Of these participants in RFWS events and activities, 58% were members of the private sector, 37% represented government organizations, 4% represented the non-profit sector, and only 1% represented unions.

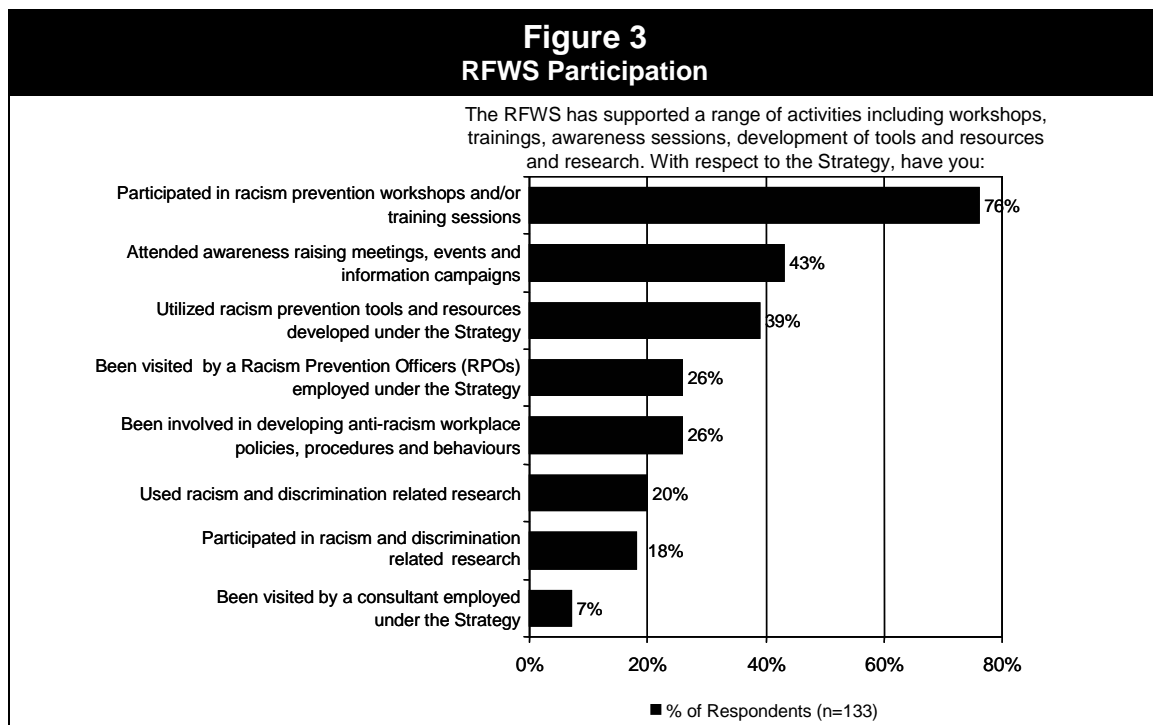
²¹ The logic model did not describe the expected timelines of the immediate and intermediate outcomes.

The RFWS has delivered a series of workshops and other sessions which discuss issues, approaches, and effective practices.

For example, in 2008/2009, the RPOs delivered six one-day Breaking the Barriers sessions with over 650 participants who discussed workplace barriers, shared effective practices and developed potential solutions. The consultations included discussions with employers, unions, non-governmental organizations (NGOs), and other government organizations on the barriers faced by the two designated groups and the steps to take in order to address the identified barriers. A book of proceedings for each session was developed and distributed to all participants. Books of proceedings are comprehensive documents that contain a summary of discussions related to workplace discrimination and challenges faced by Aboriginal peoples and members of visible minorities, potential solutions and actions steps, and required resources to implement those solutions.

A large majority of program participants have participated in a range of program activities.

As demonstrated in Figure 3, 76% of program participants interviewed have participated in racism prevention workshops and/or training sessions. Awareness raising meetings, events, and information campaigns were also attended by just under half of program participants. Thirty-nine percent reported using tools and resources while 26% were visited by an RPO. Program participants were less likely to have participated in racism and discrimination related research and only 7% indicated having been visited by a consultant employed under the Strategy.



Program participants have also been involved in a range of other activities supported under the Strategy including: working directly with RPOs; participating in focus groups and seminars; and, working with RPOs to develop tools, presentations, training and activities at their own workplaces as well as sharing effective practices and resources with their colleagues and employees.

A large majority of program participants reported back to others in their organization about the results of their involvement with the Strategy activities.

Of the 113 program participants interviewed who responded, 94 (83%) reported back to others in their organization or to groups they represent on the results of their involvement with the activities.

Program participants who reported back to their organizations noted that they communicated the results of their RFWS involvement to the board of directors, senior management, and/or directors of human resources. Their reports mainly focused on aspects of the RFWS activities that could be integrated into the organization's training curriculum or programs. Participants also reported back to employee relations groups, employment equity committees, employment advisory groups, diversity panels, corporate diversity committees, and community labour and immigration network committees.

Although it is early in the Strategy's development, the RFWS has had an impact in terms of assisting employers and unions to promote diversity in the workplace.

When asked how much of an impact the RFWS has had in terms of assisting employers and unions in promoting diversity in the workplace on a scale of 1 to 5, where 1 is no impact, 3 is somewhat of an impact, and 5 is major impact, the representatives from the RFWS directly involved in delivery of the programming activities (e.g., RPOs and other regional staff members) provided an average rating of 3.6 (n=13).

Program delivery staff who gave ratings of 4 or 5 noted that the RFWS has played a major role in getting employers involved in promoting diversity. They believed that the RFWS provided employers with needed education, awareness, and access to resources. They are of the opinion that by participating in RFWS events, employers gain an opportunity to network with other organizations as well as service providers, and utilize tools and learn about effective practices.

However, program delivery staff who provided lower ratings noted that the RFWS has been unsuccessful in engaging unions and the representatives of unions were rarely present in the workshops and events. The Strategy's efforts in involving other stakeholders such as business organizations and Sector Councils were limited.

Program participants provided an average rating of 3.2 when asked how much of an impact their involvement in the RFWS has had in terms of assisting their particular organization in promoting diversity in the workplace (on a scale of 1 to 5, where 1 is no impact at all, 3 is somewhat of an impact, and 5 is a major impact).

Seven of the ten organizations reviewed under the case studies reported major impact (on a scale of 1 to 5, where 1 is no impact at all and 5 is a major impact) in terms of assisting them to promote diversity in the workplace. Case studies demonstrate that the actions taken based on RFWS interventions mainly relate to changes in organizational policies and procedures, delivery of employer training and workshops, and arrangements of anti-racism events and awareness raising campaigns. All case study organizations took actions as a result of their participation in RFWS programming. For example, one organization, with the support provided by an RPO, developed internal diversity training and delivered it to more than 45 company managers and 96 employees. Other examples include workshops such as: lunch and learn sessions anti-racism events and programming, such as events targeting specific minority groups like the Aboriginal Summer Student Program, Filipino cultural events, Caribbean festival, and Black Art Affairs; promotional events like the Day for Elimination of Racial Discrimination, 'Promote Respect' poster campaign; and, changes in organizational policies and procedures such as the creation of diversity committees, employment equity plans and diversity action plans.

Program delivery staff and program participants agree that the RFWS has provided some employers with access to resources, tools and expertise to help address issues of racism and discrimination in the workplace.

When asked how much of an impact the RFWS activities have had in terms of providing organizations with access to resources, tools, and expertise to address issues of racism and discrimination in the workplace, program delivery staff provided an average rating of 3.7 (n=20), and program participants (n=55) provided an average rating of 3.1 (on a scale of 1 to 5, where 1 is no impact at all, 3 is somewhat of an impact, and 5 is a major impact).

Program participants cited using specific tools such as videos, brochures, posters, tip sheets, reports, frameworks/roadmaps, RFWS advisors as well as disseminating this knowledge to employees through workshops, networking, and letters. A few program participants (16%) reported major impacts in terms of providing the organization(s) with the necessary resources, tools, and expertise to address issues of racism and discrimination in the workplace.

Program delivery staff cited multiple tools, educational materials, documents and resources developed by RFWS and provided to many organizations to utilize. The Strategy is developing such resources on a continuous basis. Some program delivery staff also noted that the RFWS has received very positive feedback from employers regarding the tools and resources that they developed. Program delivery staff interviewed mentioned that the Strategy has not been as successful in reaching unions and providing them with tools and resources.

Case study reviews demonstrate that participant organizations widely utilize RFWS resources, tools, and expertise. Each of the 10 organizations have utilized RFWS tools, resources and expertise for various activities and were very satisfied with the quality of resources provided. In particular, the resources and expertise were used in assessing, revising and developing diversity and anti-racism policies (e.g., employment equity plans, diversity action plans, diversity strategies, targeted hiring strategies, requirement policies, diversity committees, etc.) and preparing capacity building training and workshop curriculum (e.g., lunch and learn sessions, employee diversity training, etc.). The expertise and assistance provided by the RPOs were essential in the success of all anti-racism activities.

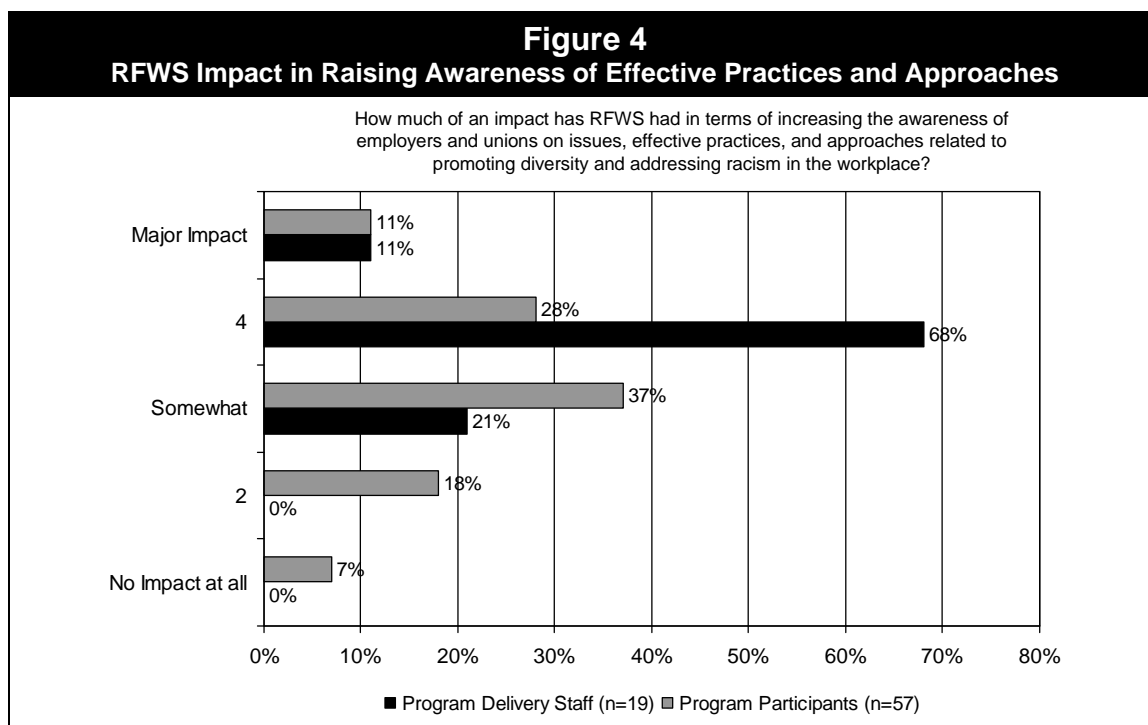
The content and the quality of the RFWS, outputs, resources and tools are appropriate.

As part of the evaluation, a detailed review of the outputs, resources, and tools generated within the framework of the Strategy was conducted. The review indicates that the following outputs, resources, and tools utilized existing research, were presented in an appropriate manner and contained comprehensive information on the subject.

- *Building the Business Case for Racial Diversity Participant Workbook and Facilitators Guide*: Outlines the direct financial benefits of building a diverse workplace and provides instructions on how to conduct workplace assessments and prepare organizational strategies for making workplaces more diverse and inclusive.
- *Case study*: Describes an example of an organization which took an initiative to improve workplace diversity. The document describes employed strategies, outlines invested resources, and illustrates gained benefits.
- *Fact sheets*: Provides facts and official statistics to illustrate how the Canadian workforce is becoming more diverse due to immigration.
- *Supporting statistics*: Presents a summary of research findings on workplace diversity and outlines scientific evidence to demonstrate socio-economic benefits of a diverse work environment.
- *Compendium of Best Practices for Fostering Racial Diversity in the Workplace*: Describes examples of companies, which have taken concrete steps to improve workplace diversity and have made significant achievements.
- *Inclusive Recruitment Strategies and Interview Techniques*: Contains tips and techniques on how to recruit, interview, and retain members of visible minority group.
- *Tips for Aboriginal Peoples Employment*, which includes a range of materials assisting employers to hire and retain Aboriginal employees.
- *Breaking the Barriers Open Sessions Book of Proceedings*: Highlights summaries from the Breaking the Barriers Open Sessions implemented across Canada and outlines barriers and challenges, solutions, action steps and resources discussed by the delegates at the event.
- *Work for All: Stop Racism in the Workplace movies*: 6 films shed light on how direct and systemic racism adversely affects individuals, organizations, communities and Canadian society. A facilitation guide was developed to accompany the films.

The RFWS increased awareness of employers on effective practices and approaches related to addressing racism in the workplace.

As illustrated in Figure 4, when asked to rate how much of an impact the RFWS has had in terms of increasing awareness of employers and unions on effective practices and approaches related to addressing racism in the workplace on a scale of 1 to 5, where 1 is no impact and 5 is major impact, 11% of program delivery staff noted a major impact, 68% provided a rating of 4, and 21% noted somewhat of an impact in this area. Eleven percent of program participants also reported a major impact in this area. In addition, 28% of program participants provided a rating of 4 and 37% provided a rating of 3.



Program delivery staff noted that RFWS workshops are well-designed and draw on effective practices and that RPOs have played a key role to ensure employers have access to concrete examples of effective practices.

Program participants mentioned that they increased their awareness of effective practices by networking at workshops as well as directly from the tools and case studies provided by the RFWS. Much of the knowledge of effective practices was disseminated through exercises and scenarios developed by the RFWS – participants praised the use of concrete examples of how to handle certain situations. Some program participants who provided lower ratings noted that they were already aware of such effective practices and others mentioned that the purpose of their participation was different and that they were not looking for information about effective practices.

A review of the program documents and files demonstrated that RFWS has developed and disseminated resources and tools demonstrating concrete examples of effective anti-racism practices implemented by other organizations. For example, the Strategy has distributed a document called *Best Practices for Fostering Racial Diversity in the Workplace*, which described examples of companies that have taken concrete steps to improve workplace diversity and have made significant achievements.

B) Achievement of Intermediate Intended Outcomes²²

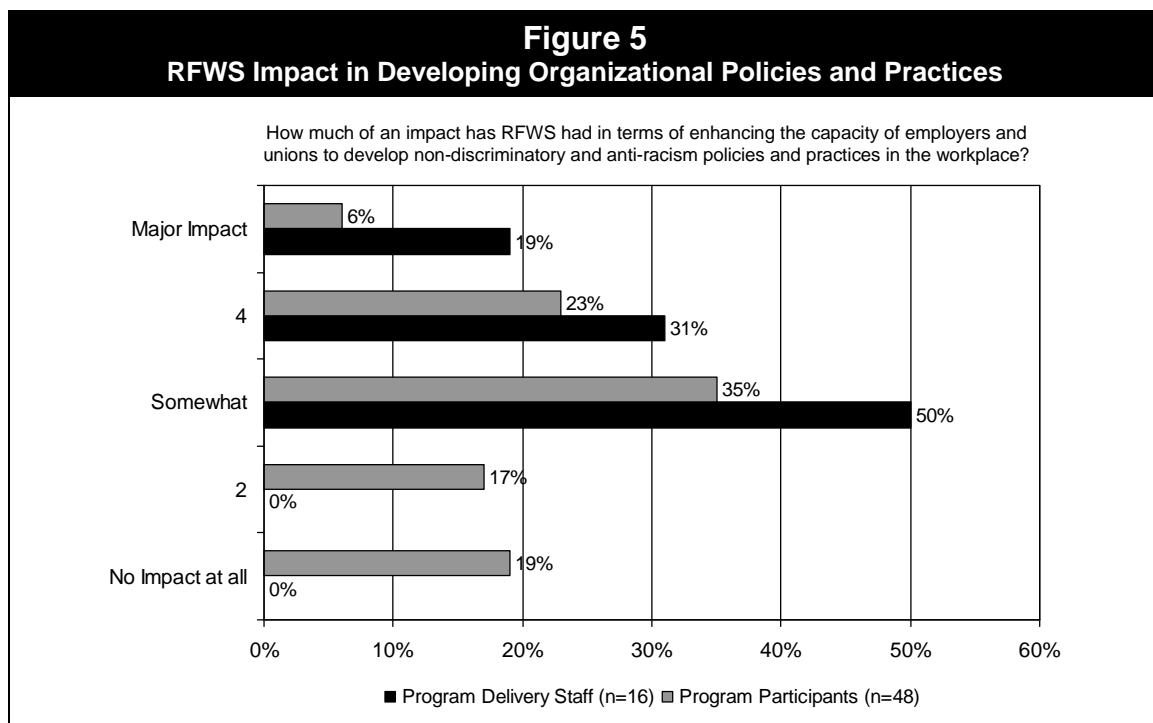
Intended intermediate (mid-term) RFWS outcomes include:

- Employers and unions develop non-discriminatory policies, practices and behaviours and eliminate discriminatory barriers and address racism-related conflict in the workplace; and,
- Cooperation and dialogue among stakeholders in support of racism-free workplaces.

Key findings of the review regarding the achievement of intermediate intended outcomes are as follows:

Program delivery staff report that the RFWS is positively impacting the capacity of employers to develop non-discriminatory and anti-racism policies and practices in the workplace, while program participants report less of an impact in this area to date.

When asked to rate how much of an impact the RFWS has had in terms of enhancing the capacity of employers and unions to develop non-discriminatory and anti-racism policies and practices in the workplace (on a scale of 1 to 5 where 1 is no impact and 5 is major impact), 19% of program delivery staff provided a rating of 5, 31% provided a rating of 4, and 50% provided a rating of 3 (Figure 5). As demonstrated in Figure 5, 6% of program participants also noted a major impact in this area, 23% provided a rating of 4, and 50% provided a rating of 3. In addition, 17% of program participants reported minor impact in this area and an additional 19% noted no impact. The average rating provided by program participants was 2.8 and the average rating provided by program delivery staff was 3.7.



²² The logic model did not describe the expected timelines of the immediate and intermediate outcomes.

Program delivery staff noted that using actual examples and sharing case studies are effective ways of increasing employer capacity. Once they gain the capacity to make substantive changes, employers have the opportunity to adjust their workplace policies and practices to ensure they are more welcoming and inclusive for members of visible minorities and Aboriginal peoples.

Ten program participants who provided lower ratings also noted they already have anti-racism policies and practices in place; therefore, the RFWS engagement did not have any significant impact in this area. Some noted that activities that they participated in did not intend to facilitate a change in organizational policies or revising policies was not their objective for participation. Others reported that the RFWS assisted them in developing new- and updating existing non-discriminatory and anti-racism policies and practices. The RFWS helped organizations enhance their existing policies on the subject and develop new ones that are more strategically focused. A few program participants reported major impacts in terms of enhancing the capacity of the organization(s) to develop non-discriminatory and anti-racism policies and practices in the workplace. A number of other participants also noted that their organizations have made amendments to company policies and procedures based on the information obtained through the RFWS. A few reported major impacts in terms of assisting the organization(s) to address racism related conflicts in the workplace.

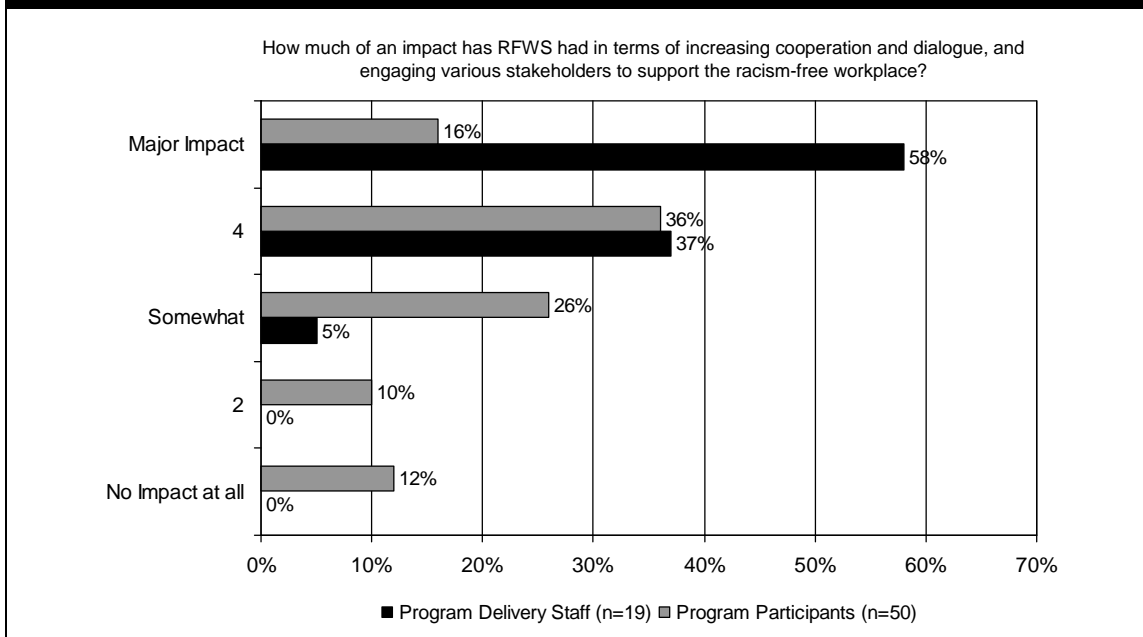
Some RFWS participants took concrete steps to revise or develop organizational policies and procedures related to diversity and anti-racism. The case studies illustrated examples of changes in organizational policies, procedures, and practices including developing internal employee recruiting and retention policies (e.g., Diversity and Inclusion Policy, Respectful Workplace Administrative Procedures, Diversity Requirements in Procurement, etc.); conducting company-wide employee surveys to identify the proportion of visible minorities; creation or re-activation of diversity working groups and panels, and employment equity committees; preparing and implementing diversity improvement plans; and preparing and delivering organizational diversity training, workshops, and ‘lunch and learn’ sessions.

The RFWS has had somewhat of an impact in terms of increasing cooperation and dialogue between organizations with respect to racism in the workplace.

When asked how much of an impact the RFWS has had in terms of increasing cooperation and dialogue, and engaging various stakeholders to support a racism-free workplace using a scale of 1 to 5, where 1 is no impact at all, 3 is somewhat impact and 5 is major impact, 58% of program delivery staff provided a rating of 5, 37% provided a rating of 4, and 5% provided a rating of 3 (Figure 6). As demonstrated in Figure 6, 16% of program participants also provided a rating of 5, 36% provided a rating of 4, and 26% provided a rating of 3 in this area. In addition, 22% of program participants noted no to minor impacts in terms of increasing cooperation and dialogue between organizations.

The average rating provided by program participants was 3.3 and the average rating provided by program delivery staff was 4.5. The average rating tends to be much higher among program delivery staff than among program participants because not all participants network to the same extent. Nevertheless, it is clear that such cooperation and dialogue is a key outcome of the Strategy for many participants.

Figure 6
RFWS Impact in Cooperation and Dialogue Among Stakeholders



Program delivery staff mentioned that sessions are focused on dialogue and employers are encouraged to share ideas and exchange effective practices with one another. The regional networks are seen to have been effective in bringing different stakeholders together and facilitating discussions with respect to racism in the workplace. Program delivery staff also mentioned that many RFWS events, workshops, and meetings provided an opportunity for various stakeholders to engage in networking and dialogue. One of the strengths of the Strategy has been that it has brought together a wide range of representatives and stakeholder groups whom might not otherwise meet and share information.

Program participants who provided lower ratings also noted that the types of RFWS programming that they utilized did not include activities related to networking and cooperation. Some also mentioned that they have recently attended an event and have yet to engage in cooperation and dialogue. Program participants who provided higher ratings indicated that the RFWS helped them to network with other organizations and build partnerships in order to share experiences and effective practices with respect to racism in the workplace. The networking opportunities enabled them to open cooperation with other organizations, increase awareness on the issue and interact with other racial groups to learn about the problems they face in the workplace. Program participants found it valuable to share their experiences and effective practices with other organizations and like-minded practitioners.

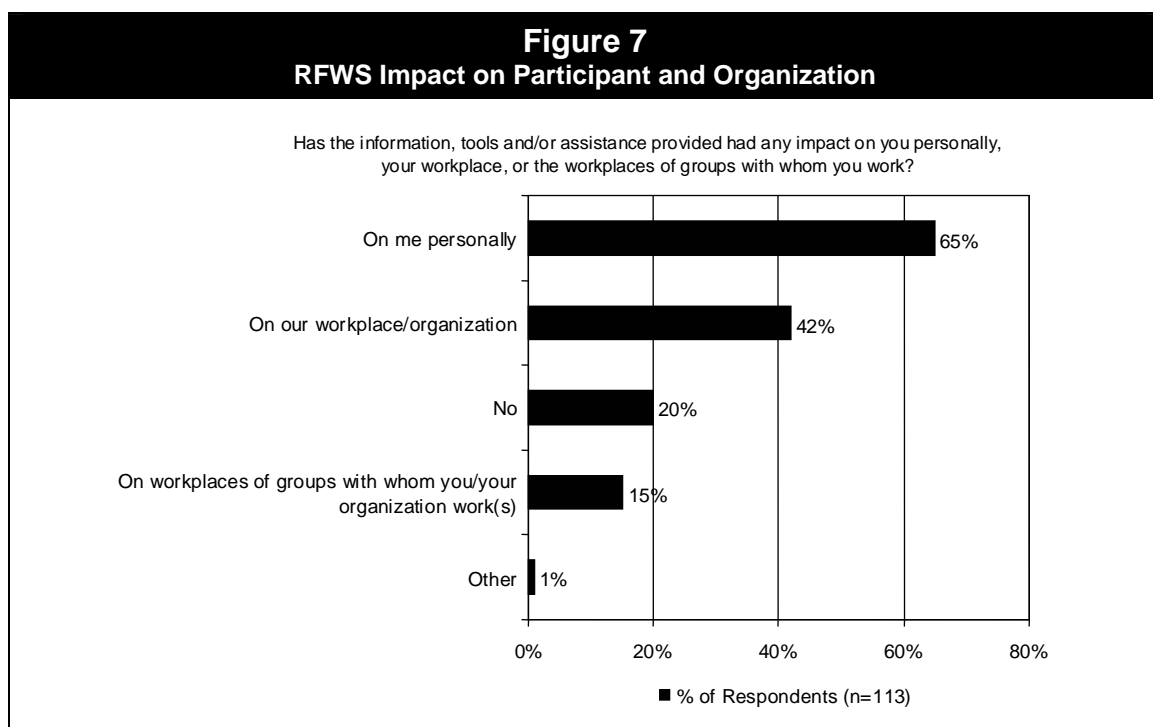
Regional networking committees have been established in each of the five RFWS regions.

The committees provide opportunities for employers, unions, and representatives of community organizations to discuss collaborative approaches to the elimination of racism, effective practices for inclusion, sharing of training tools and identification of gaps in

resources. RFWS developed networking partnerships between employers, unions, NGOs and designated groups members to exchange information on community events, race related news, effective practices for inclusion, community resources and training, tips, etc. The information from this networking partnership is shared with partners via a quarterly e-newsletter prepared by the RFWS.

The information, tools and assistance provided has impacted participants personally as well as the organizations and groups with whom they work.

As demonstrated in Figure 7, most program participants (65%) indicated that the information, tools, and/or assistance provided had an impact on them personally. Some program participants (42%) said that it had an impact on their workplace or organization, and a few program participants (20%) said that it had no impact on themselves or their organization.



Program participants noted several areas where they gained new knowledge and information.

- **Racism and discrimination awareness (38% of program participants).** Participants learned new knowledge and information on the state of racism and discrimination in Canada. They gained knowledge on how discrimination creates barriers for certain groups from obtaining meaningful employment and career advancement. Program participants increased their awareness of negative consequences of workplace discrimination on employee productivity, emotional and physiological wellbeing of individuals, as well as negative effects on the entire Canadian workforce. In addition, they learned the importance of having open communication in the office and zero tolerance policy towards racism and discrimination.

- **Access to available resources, programs and services (24% of program participants).** Almost a quarter of program participants reported that attending RFWS events was a great opportunity to network and learn about available services and resources.
- **Techniques and methods to combat racism and discrimination, and prevent its negative results (20% of program participants).** Program participants noted that they gained new skills and knowledge to combat racism and discrimination in the workplace. They learned how other employers are tackling the issue and obtained tools and resources necessary to build their own inclusive organizational policies and procedures.

Other impacts also noted by some program participants include increased information dissemination; more frequent equity committee meetings; regular website updates, and amendments in organizational policies and practices.

Case studies demonstrate that the gained knowledge, effective practices, and resources are being communicated within the organizations and with partners.

In all case study organizations, the representatives who participated in RFWS programming reported back to their management, diversity panel or colleagues about their involvement. In several cases, the results were also communicated to partnering organizations through internal communication channels, training or organizational websites. For example, one case study organization distributed RFWS Work for All Stop Racism in the Workplace movies and Compendium of Best Practices for Fostering Racial Diversity in the Workplace to more than 700 community organizations via email. Another case study municipality shared the tools with more than 15 community organizations represented in its diversity committee.

The RFWS is viewed as somewhat successful in terms of achieving its objectives.

The main objective of the RFWS is to help remove discriminatory barriers facing the employment and upward mobility of members of visible minorities and Aboriginal peoples in Canada. The RFWS is intended to serve as a key outreach mechanism to bring employers and representatives from designated groups together to work on innovative approaches to training, recruitment, retention, and advancement for the two designated groups under the Strategy.

Of the 19 program delivery staff members who responded, most believe the RFWS has been somewhat successful in achieving its objectives, some believe it has been successful and a few believe the Strategy has been very successful in achieving the objectives. Only one program delivery staff member mentioned that the Strategy has been unsuccessful in achieving its objectives. The average rating provided by program delivery staff was 3.5 (on a scale of 1 to 5, where 1 is not at all successful, 3 is somewhat successful, and 5 is very successful).

Program delivery staff indicated that the RFWS was particularly effective in achieving its objectives through:

- Providing workshops to employers;
- Motivating employers to come to sessions;

- Creating networks and a place for dialogue;
- Strategic partnering with organizations like the National Film Board (NFB);
- Delivering services directly to employers;
- Providing ways to talk about the difficult issue of racism and discrimination; and
- Creating awareness through distribution of information on breaking barriers, recruiting, retention, and advancement.

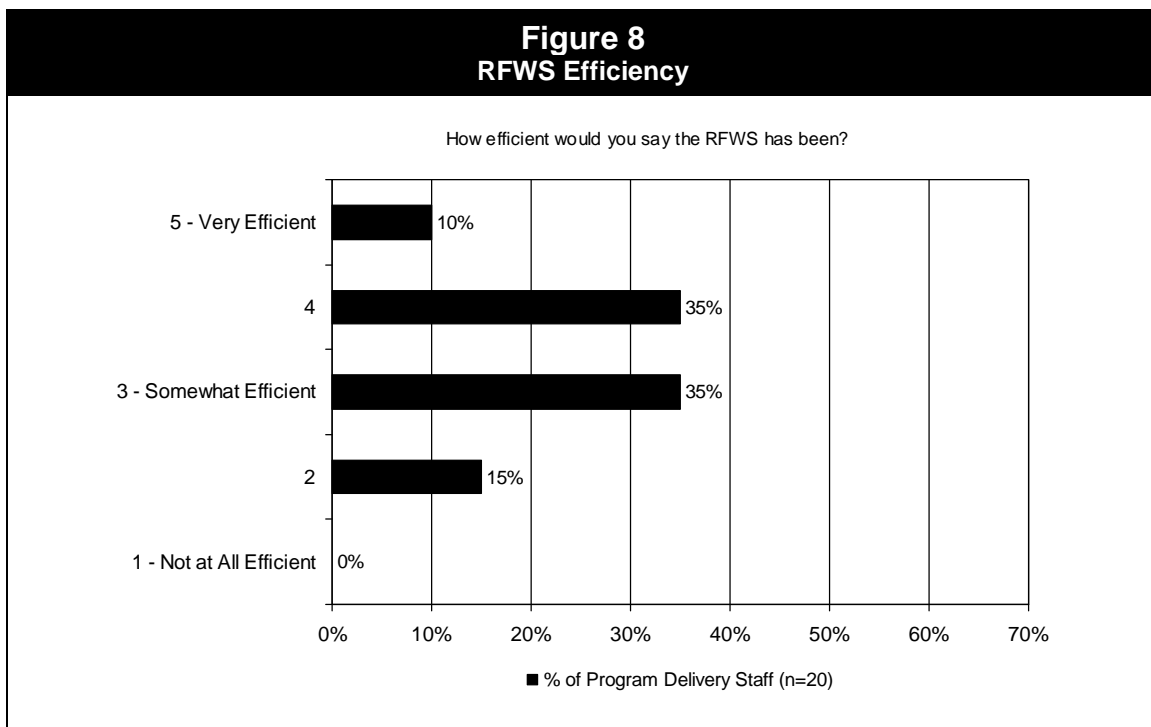
Program delivery staff who provided a lower rating (2 or 3) noted that the success of the RFWS to date has been impacted by issues that slowed implementation as well as capacity issues which limited the ability to reach a broad range of workplaces.

3.2.2 *Demonstration of Efficiency and Economy*

Key findings of the review regarding the demonstration of efficiency and economy are as follows:

Program delivery staff view the RFWS as an efficient program given the achievements made with limited resources. However, there are opportunities to improve efficiency.

As demonstrated in Figure 8, when asked to rate how efficient they would say the RFWS has been on a scale of 1 to 5, where 1 is not at all efficient, 3 is somewhat efficient, and 5 is very efficient, 35% of program delivery staff provided a rating of 3 and 4, and 10% provided a rating of 5. The average rating for all program delivery staff was 3.7.



Factors that contributed to the efficiency of the RFWS include the clear mandate, positive partnerships and relationships with employers, the staff and RPO team, and the capacity to be flexible which has enabled resources to better respond to existing needs. These factors enabled the RFWS to generate outcomes with available resources.

However, a thorough analysis of program efficiency was not possible given that budgetary information regarding service delivery is shared between National HQ and the regions and no information on regional expenditures is available. Therefore, there is insufficient data to establish an efficiency measure.

Some actions have been taken by management based on the information provided by program participants.

Fifty-four of the 133 program participants (41%) interviewed reported that at least some actions have been taken with the information provided. Most commonly, 23% of program participants indicated that their organizations have reviewed policies and procedures and made amendments in order to adapt more inclusive approaches in their policies and create representative workforces.

Twenty-eight percent of program participants indicated that their organization has increased communication externally and internally on the issue, disseminated material and information, applied statistics and incorporated material in training, worked toward alleviating existing gaps, prepared presentations and videos, and/or offered employee training sessions. Program participants reported steps such as adding informative and educational materials to promote diversity in the workplace, and holding regular events focused on one of the target groups to raise awareness of the importance of diversity and inclusion in the workplace. One organization has developed a project proposal for the Aboriginal community and is working with the Filipino community with regards to the issue while another organization had put together a summary report pertaining to the 'Breaking the Barriers Open Session' organized by the RFWS. One program participant indicated that his/her organization's entire workforce was surveyed in 2008 as a result of the information that was provided. The survey was aimed at identifying the extent of discrimination and racism in the workplace and developing adequate measures to tackle it.

The case studies and program delivery staff interviews demonstrate a variety of elements of the RFWS that have been particularly effective in contributing to the success of the RFWS program activities.

According to program delivery staff interviews and case study results, the factors which contributed to the success of the Strategy included management's ability to recruit and retain RPOs who have the necessary skills (e.g., understanding of the issues and workplaces as well as capacity to deliver quality workshops and training, and provide organizational support and advice), quality of the resources and tools delivered, as well as partnerships and networks. Programming specific factors such as lack of resources, limitations in availability of RPO support, and social and cultural factors such as racism which is embedded in the mainstream culture are among the major constraining factors.

The interventions most likely to be associated with major impacts include RPO visits, awareness meetings and information sessions, and provision of racism prevention tools and resources.

Overall, using racism prevention tools and resources, participating in awareness raising meetings, events and information campaigns, and using services from the RPOs have generated greater outcomes in all areas than did participating in other types of RFWS activities (e.g., participating or using racism related research or participating in the workshops). In particular, using racism preventions tools and resources, RPO visits, and awareness raising events have generated significant impacts in the areas of increased cooperation and dialogue, promoting diversity in the workplace, increasing awareness on effective practices, and providing access to resources, research and information.

For example, as demonstrated by case study reviews, after becoming a member to RFWS networks, many organizations gained access to RFWS resources and tools and participated in various events and training sessions organized within the framework of the Strategy. This further facilitates organizations' utilization of the resources (e.g., PowerPoint presentations and handouts to prepare and deliver internal diversity training; facts, statistics, effective practices, research findings, and case studies to revise or develop organizational policies and procedures; and, networks, mailing lists, newsletters to share knowledge and experience from other organizations in the field.) and increased requests for support from RPOs. RPO support usually includes preparing and delivering internal diversity presentations, 'lunch and learn' sessions, training, and workshops to employees; providing access to more resources and tools; and revising organizational diversity and anti-racism policies and practices. In addition, RPOs have successfully promoted anti-racism activities delivered by other community organizations through RFWS networks.

While most program delivery staff were not sure as to whether the RFWS was implemented as planned because they were not involved in the planning stages, one-half identified at least some implementation issues that have impacted the progress made to date.

The implementation issues most commonly mentioned by the program delivery staff included:

- A slow and tenuous start (a delay in implementation and actual delivery of the Strategy). As a new program, which required considerable research, activities that were planned for the early years were delayed. In addition, the Strategy experienced high staff-turnover, change in management and leadership, and loss of corporate memory at the early stages of development. As a result, actual implementation of the programming activities in the regions did not start until 2007/2008 fiscal year. Initially, regional consultants were contracted to implement programming activities. The approach was later changed and consultants were replaced with RPOs;
- Difficulties in measuring success. Although the Strategy has developed a Performance Measurement Strategy, it did not define specific data sources or methodologies. Only limited follow-ups have been conducted to measure the success of the RFWS activities in the workplaces;

- A limited scope. RFWS focuses on FCP and LEEP employers;
- Resource limitations. The programming experienced budget related issues such as budget underutilization and reallocation, issues related to regional budget distribution and limited budget for certain activities;
- Reporting. RPOs have to file several reports that they feel are hard and time-consuming to complete and do not adequately reflect the nature of their work;
- Restrictions put on the RPOs regarding communications with unions. The regional officers were instructed to not focus on unions but rather to let National HQ do so. However, relatively little effort was placed until recently by National HQ in involving unions. There were also some initial restrictions put on the RPOs regarding contacting employers;
- Lack of tools for the RPOs when they first started; and
- Limited capacity. RPOs have a heavy workload and need further support in building up their capacity.

Two program delivery staff who said that the RFWS has not been implemented as planned noted that the vision for the Strategy had changed as the leadership changed and that the original plan was to work more extensively with unions than they have.

Program delivery staff expressed mixed opinions as to whether the RFWS is well-structured given what it has been attempting to accomplish, with most indicating that it is well-structured in some respects but not in others.

Program delivery staff highlighted two key structural issues:

- Not enough coordination and collaboration has occurred between the National HQ and the Regional HQ because of the matrix reporting structure (RPOs report to regional managers but receive instructions and guidance from National HQ) and limited communication (RPOs initially did not communicate directly with National HQ staff; there were constrictions on the lines of communication). The matrix reporting structure negatively impacts RPO performance by increasing the amount of administrative work, creating confusion over RPO roles, and reducing RPO time available to allocate on programming activities. The policy and delivery sides need to be better connected in order to achieve its goal.
- Not enough resources have been allocated for RPO travel or for administrative and clerical support which impeded RPO work objectives.

The RFWS has developed a Performance Measurement Strategy to monitor the effectiveness and efficiency of its service delivery. However, the RFWS has not sufficiently documented program activities and formal performance data.

The indicators outlined in the Performance Measurement Strategy are consistent and adequate to measure outcomes in the logic model. However, the Performance Measurement Strategy does not indicate data sources and methodology to be used for collecting data nor does it identify concrete performance targets. Formal performance data has not been

collected. The Strategy has not sufficiently documented program activities and programming reach nor has it followed up with program participants to assess impacts. Finally, the Performance Measurement Strategy does not require RFWS to conduct evaluations of specific tools and resources developed under the Strategy nor programming activities such as workshops, training and information sessions. Follow-ups with participants were not conducted to address the impact of the services received. Adequate performance data would enable the Strategy to make effective decisions and necessary adjustments to programming and increase efficiency of the allocated resources.

The budget established for the RFWS was not fully utilized.

Over the first three years of the programming, approximately 31% of the initial budget was not utilized reflecting a slower than expected start-up. As demonstrated in Table 7, the percent of the budget not utilized varied over each year, from 36% in 2005/2006 to 43% in 2006/2007, 19% in 2007/2008, and 20% in 2008/2009. Over four years, 2005/2006 to 2008/2009, only \$7.2 million of the \$10 million RFWS budget was utilized for RFWS related activities, representing 72% of the total initial budget²³. Budget utilization has increased over time but has not reached 100%. The failure to utilize fully the budget was attributed by program staff to management decision to reallocate funds to other priorities rather than as a result of deficient demand for services and support.

Table 7 RFWS Budget, Expenditures and Percentage Unspent					
Fiscal Year	A. Initial Budget	B. Final Expenditures	C. Corporate Overhead	D. Amount Unspent (D=A-B-C)	E. % Unspent (E=D/A*100)
2005/06	\$1,280,000	\$672,817	\$148,628	\$458,555	36%
2006/07	\$2,620,000	\$1,146,614	\$348,702	\$1,124,684	43%
2007/08	\$3,100,000	\$2,224,038	\$274,593	\$601,369	19%
2008/09	\$3,000,000	\$2,140,066	\$259,644	\$600,290	20%
2009/10	\$3,000,000	\$2,088,563	\$242,700	\$668,737	N/A
Total	\$13,000,000	\$8,272,098	\$1,274,267	\$3,453,635	28%²⁴

Evaluation respondents offered suggestions for opportunities to further improve efficiency in delivery.

The program delivery staff provided a range of suggestions as to how to enhance the design and delivery of the RFWS. Suggestions most commonly included: expanding the mandate; and, improving communication and coordination between the policy and delivery sides of the RFWS.

²³ The numbers reported for fiscal year 2009/2010 include only expenditures incurred from April 2009 to December 2010.

²⁴ The unspent total is reflective of the first four years of the program from 2005/2006 to 2008/2009. When this evaluation was conducted all expenditures for 2009/2010 fiscal year were not available. Therefore, the figures for fiscal year 2009/2010 were not included in the calculations.

Suggestions from program participants to improve efficiency in program delivery included:

- Broadening of the audience and creating a more industry and sector tailored, practical approach for addressing the issues of racism and discrimination in the workplace. Currently Strategy resources and tools targeted to the workplace for direct service delivery are designed to meet the needs of FCP and LEEP organizations. If the program scope is expanded, the resources could be tailored towards specific industries and sectors;
- Increasing access to and awareness of the RFWS services and workshops in order to make seminars accessible province and country-wide instead of being limited to specific areas;
- Increasing time for discussion and one-on-one meetings with the RFWS in order to enhance networking and partnerships; and
- Implementing a more hands-on and practical approach with respect to the assistance provided.

4. Summary of Key Findings

The key findings that arise from the review of the Racism-Free Workplace Strategy (RFWS) are as follows:

- 1. The need for programming and services that facilitate the integration of members of visible minorities and Aboriginal peoples in Canadian workplaces reflects the existence of workplace discrimination and employment barriers faced by the growing population of Aboriginal peoples and members of visible minorities in Canada.**

The literature review indicates that Aboriginal peoples and members of visible minorities, who account for an increasing percentage of the Canadian population and labour force, continue to face significant discrimination in the workplace. This discrimination contributes to the existing employment and wage gaps between the general Canadian population and Aboriginal peoples and members of visible minorities. Therefore, there is a demonstrated need for programming that addresses workplace discrimination and racism, and supports further integration of members of visible minorities and Aboriginal peoples in Canadian workplace. The need for the Strategy was confirmed by both program delivery staff and program participants, who noted that educational and outreach activities are needed in order to enhance labour relations, increase access to opportunities and encourage safe and equitable work environments.

- 2. The RFWS is viewed as offering a range of programming which responds in part to the need to combat racism and discrimination in the workplace.**

There is evidence that the RFWS is the right response to these needs. The literature review indicates that a range of programming, such as that provided under the RFWS, which provides training, tools and resources and promotes public awareness of discrimination, laws and legislation, is effective in supporting employers to combat racism and discrimination in the workplaces.

- 3. The objectives of the RFWS are aligned with federal government priorities and departmental strategic outcomes.**

The RFWS is the Labour component of CAPAR, a government-wide initiative announced in the 2005 federal budget. The Strategy's objectives are consistent with the objectives of CAPAR, which aims at strengthening social cohesion through anti-racism measures, implementing Canada's human rights frameworks and demonstrating federal government leadership in the international fight against racism.

4. **The RFWS is consistent with federal government's roles and responsibilities as defined by several key national legislations and international conventions in relation to the elimination of discrimination faced by members of visible minorities and Aboriginal peoples in the workplace.**

The RFWS is consistent with various Government of Canada commitments under the *Canadian Human Rights Act*, the *Employment Equity Act*, and the *International Convention on the Elimination of all forms of Racial Discrimination (ICERD)* to which Canada is a signatory.

5. **The RFWS has made progress in generating expected impacts with employers.**

More specifically, progress has been made in:

- **Assisting employers in promoting diversity and addressing racism in the workplace.** Based on available registration lists, 830 individuals representing 490 organizations were identified as having participated in RFWS supported activities. This figure understates the actual reach of the Strategy to the extent that not all RFWS activities involved registration and not all registration lists were available. The interviews indicate that a majority of organizations that received assistance took concrete actions in their workplaces to promote diversity and address racism-related issues.
- **Providing employers with resources, tools and expertise to address issues of diversity and racism in the workplace.** Sixty-five percent of program participants indicated that the information, tools, and/or assistance provided had an impact on them personally and 83% of program participants reported back to others in their organization about the results of their involvement with the RFWS activities.
- **Providing access to and promoting effective practices and approaches to address racism.** Program participants increased their awareness of effective practices by networking at workshops as well as directly from the information tools and case study materials provided by the RFWS. Participants utilize effective practices when developing organizational policies and procedures or addressing issues related to racism and diversity.
- **Assisting employers to develop non-discriminatory policies, practices, and behaviours.** Forty-two percent of program participants said that the RFWS already had an impact on their workplace or organization by supporting a range of activities.
- **Increasing cooperation and dialogue among stakeholders in support of racism-free workplaces.** Case studies demonstrate that organizational representatives share and communicate their knowledge and skills gained from RFWS activities within their organization and partners. During the workshops, training, seminars, and other events organized within the RFWS framework, program participants are provided with opportunities to network with other organizations and build relationships. In addition, regional networks have been established in each of the five regions, bringing together different stakeholders to discuss diversity, share success stories, and build on the experiences of other organizations.

On average, program participants tended to provide somewhat lower ratings as to the impact of the program in various areas than did program delivery staff. This occurs primarily because not all participants are equally interested in each type of impact. For example, organizations may differ as to their interest in accessing resources, developing new policies, or networking.

6. While progress has been made, the initial progress was slowed by several implementation issues.

Various issues were identified related to implementation. These issues included slow start-up of programming due to change in management and leadership; high staff turnover, which resulted in loss of corporate memory; issues related to program design, which limited coordination between national and regional offices; the matrix reporting structure, which negatively impacted RPO performance by increasing the amount of administrative work and creating confusion over the roles and responsibilities; and restrictions put on the program regarding communications with unions. Factors that contributed to the progress made included management's ability to recruit and retain RPOs who have the necessary skills, as well as strong partnerships and networks.

7. Improvements are needed with respect to performance measurements.

The RFWS has developed a Performance Measurement Strategy. Indicators in the Performance Measurement Strategy are consistent and adequate to measure outcomes in the logic model. However, the Performance Measurement Strategy neither indicates data sources and methodology to be used for collecting data nor identifies concrete performance targets. Formal performance data has not been collected. The Strategy has not sufficiently documented program activities and program reach nor has it followed up with program participants to assess impacts.

8. Program delivery staff view the RFWS as a relatively efficient program considering the achievements made with limited resources. However, there are opportunities to improve the efficiency.

When asked to rate how efficient they would say the RFWS has been on a scale of 1 to 5, where 1 is not at all efficient, 3 is somewhat efficient, and 5 is very efficient, program delivery staff provided an average rating of 3.7. Factors that contributed to the efficiency of the RFWS included a clear mandate; positive partnerships and relationships with employers; capabilities and commitment of the staff and RPOs; and the flexibility to tailor services to specific needs.

However, a thorough analysis of program efficiency was not possible given that budgetary information regarding service delivery is shared between National HQ and the regions and no information on regional expenditures is available. Therefore, there is insufficient data to establish an efficiency measure.

Although utilization increased over the first four years, only \$7.2 million of the \$10 million RFWS budget (72%) was utilized for RFWS activities. The failure to utilize fully the budget was attributed by program staff to management decision rather than to a lack of demand for services and support.

Suggestions for opportunities to improve the efficiency of the RFWS include improving communications between National HQ and Regional HQ, across the regions, and between RFWS and EEP; increasing the scale and scope of the Strategy; and better tailoring the programming to specific sectors and industries.

5. Recommendations

The key recommendations arising from the review of the Racism-Free Workplace Strategy are as follows:

1. The Performance Measurement Strategy should be revised, implemented, and used to guide improvements in effectiveness and efficiency.

Although the RFWS has developed a Performance Measurement Strategy, adequate performance data has not been collected and reported. The Strategy has not sufficiently documented program activities and program reach. Therefore, it is recommended that the processes and procedures for reporting and performance measurement be revised and streamlined. In particular:

- The goals of the Strategy and indicators for assessing the progress made towards achieving the intended outcomes should be clearly defined in measurable terms.
- Clear data sources and methodologies should be defined for collecting and reporting performance measurement data based on indicators highlighted in the Performance Measurement Strategy. The RFWS should identify sources for collecting performance data, develop data collection tools, appoint staff members or organizations responsible for collecting data, and develop timelines for data collection and reporting. Performance data reflecting program outputs (e.g., # of organizations served, # and types of tools and resources produced, etc.) and immediate and intermediate outcomes (e.g., changes in employer or employee knowledge, capacity, and attitudes; types of changes in organizational internal diversity policies and procedures; etc.) should be collected on regular basis. Programming outputs such as developed tools, resources, and guidelines should be evaluated for their effectiveness, participant/client feedback from organized training and workshops should be collected regularly, and follow-up should be conducted with clients to determine the impacts of the assistance provided.
- The Performance Measurement Strategy should include indicators and methodologies for assessing the effectiveness and costs associated with the various activities (e.g., cost of RPO time) and outputs (e.g., cost per participant). The results should be used in making resource allocation decisions and identifying opportunities to improve effectiveness and achieve efficiency gains.

2. A holistic and integrated approach should be taken to improving the program structure, cooperation, coordination and direction, and management direction.

Many program delivery staff expressed concerns regarding the RFWS reporting structure. In response to these concerns:

- **A review should be conducted of the matrix reporting structure.** RPOs receive instructions from the National HQ, but report to regional managers. The reporting process should be streamlined and simplified to reduce the administrative burden on regional staff members and, to ensure clear Regional HQ and National HQ roles and reporting lines. RPOs and regional staff members should be provided with clear instructions and guides on reporting.

- **Cooperation, communication and coordination between National HQ and Regional HQ should be revised.** Program staff also highlighted the need for better cooperation and coordination between National HQ and the regional offices. Labour Program should clarify the roles and responsibilities for the National HQ and regional staff members involved in the program implementation. Communication guidelines and procedures should be developed to highlight the purpose, timeframe, methods and other relevant details of communication, coordination and cooperation between national and regional offices. Labour Program should facilitate and monitor the cooperation and coordination between regional and national office.
 - **Clear management direction should be provided to the regional staff.** National HQ RFWS management should provide guidance regarding the utilization of the program budget in the regions, the key target groups, and define and communicate what are the expected activities and outcomes at the organizational level as well at the participant level.
- 3. The Labour Program should place stronger emphasis on increasing the participation of other stakeholders such as unions, business associations, and Sector Councils.**

The results of this evaluation indicate that involvement of other stakeholders (unions, business associations, and Sector Councils) in RFWS is low. The success of the Strategy has been limited to employers and RPOs were not encouraged to communicate with unions. Other stakeholders such as unions and Sector Councils can play a key role in promoting diversity and anti-racism in the workplace and are one of the RFWS target groups identified in the Strategy documents.

It is recommended for the RFWS to take appropriate steps to increase involvement of unions, Sector Councils and other stakeholders in its programming. Adequate stakeholder participation will contribute to the RFWS' success and ensure that anti-racism and diversity are understood and promoted by employers and employees in the workplace.

4. The Labour Program should consider expanding the scope of the RFWS to all Canadian businesses and organizations.

The RFWS is an appropriate response to a need and is consistent with federal government priorities, roles and responsibilities. The results of the evaluation indicate that the RFWS complements rather than duplicates other similar programs and that the Strategy has been successful in bringing change to Canadian workplaces. However, currently the RFWS has a limited impact as direct service delivery targets only FCP and LEEP organizations and the tools and resources prepared within the RFWS framework are usually tailored towards these groups. RPOs are instructed to work only with organizations that fall under FCP and LEEP. The narrow scope limits the Strategy's ability to reach a broader range of workplaces. RPOs cannot meet certain requests for support and the need to clarify eligibility can result in long wait times, which creates some confusion and dissatisfaction among clients.

It is recommended that the RFWS consider taking steps to expand its scope to include all Canadian businesses and organizations. This would allow for greater impact on the broad federal government goals.

Appendix A: Racism-Free Workplace Strategy Logic Model

