



Citizenship and
Immigration Canada

Citoyenneté et
Immigration Canada

Evaluation of Canada's Membership in the International Holocaust Remembrance Alliance

Evaluation Division

May 2015



Canada

Ci4-135/2015E
978-0-660-02710-4
Ref. No.: E1-2014

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List of acronyms

| | |
|-------|---|
| ADL | Anti-Defamation League |
| CHRP | Community Historical Recognition Program |
| CIC | Citizenship and Immigration Canada |
| DFATD | Department of Foreign Affairs, Trade and Development |
| FY | Fiscal Year |
| GoC | Government of Canada |
| IGC | Intergovernmental Consultations on Asylum, Refugee and Migration Policies |
| IHRA | International Holocaust Remembrance Alliance |
| ITF | Task Force for International Cooperation on Holocaust Education, Remembrance and Research |
| MPDP | Migration Policy Development Program |
| NGO | Non-Governmental Organization |
| O&M | Operations and Maintenance |
| OGD | Other Government Departments |
| OSCE | Organization for Security and Cooperation in Europe |
| RCM | Regional Conference on Migration |
| TBS | Treasury Board Secretariat |

Executive summary

Purpose of the Evaluation

The evaluation of Canada's membership in the International Holocaust Remembrance Alliance (IHRA)¹ was conducted in fulfilment of Section 42.1 of the *Financial Administration Act*. Covering a period from 2009-10 to 2013-14, the evaluation was guided by a logic model and examined Canada's membership in the IHRA and how it has affected Holocaust education, remembrance and research in Canada. In addition, the evaluation assessed the extent to which Canada met the objectives for its Chair Year. The evaluation did not examine the IHRA itself, the specific activities funded by the IHRA, or the program initiatives undertaken in Canada.

International Holocaust Remembrance Alliance (IHRA)

The IHRA is made up of 31 member states who have committed to the Stockholm Declaration and to the implementation of national policies and programs in support of Holocaust education, remembrance and research. The purpose of the IHRA is to ensure member states support for Holocaust education, remembrance and research both nationally and internationally. The IHRA is governed by a rotating Chair and supported by a Permanent Office in Berlin. National delegations convene twice a year at the IHRA Plenary meetings in the chairing country. Member states are expected to appoint one or two expert representatives to each of the IHRA's four Working Groups and Committees.

Canada became a member of the IHRA in June 2009. As part of its commitment to the IHRA, Canada has funded a number of domestic initiatives, known as Liaison Projects², through Citizenship and Immigration Canada (CIC) Community Historical Recognition Program (CHRP). The Canadian Head of Delegation participates in Plenaries at biannual IHRA meetings and representatives of non-governmental organizations (NGOs) appointed to the Canadian delegation lead and/or participate in IHRA Working Groups. A CIC representative was the Head of Delegation from 2009 to 2014, and in February 2014, Canada's Ambassador for Religious Freedom within the Department of Foreign Affairs, Trade and Development (DFATD) was appointed as the new Head of Delegation. The Chairmanship of the IHRA rotates annually on a voluntary basis and Canada was awarded the IHRA Chair between March 5, 2013 and February 25, 2014.

Methodology

The methodology and level of effort for the evaluation was calibrated in recognition of the low complexity and the relatively low level of materiality of the contribution. As a result, the evaluation relied on three lines of evidence (interviews, document review, and literature review) to examine the relevance of Canada's IHRA membership and performance related to intended outcomes over the five-year period from 2009-10 to 2013-14.

¹ Prior to 2012, the IHRA was known as the Task Force for International Cooperation on Holocaust Education, Remembrance and Research (ITF). In order to avoid confusion, the term IHRA will be used to refer to the organization throughout this report.

² A Liaison Country identifies one or more ITF member countries for the purpose of establishing Liaison Projects (a minimum of two teacher training courses attended by representatives of the designated ITF member countries) and commits to funding these projects.

Evaluation findings

Relevance

Finding 1: There is a continued need for Canada to be a member of the IHRA in order to support Holocaust education, research and remembrance in Canada and abroad.

Finding 2: Holocaust education, remembrance and research, and membership in the IHRA are aligned with CIC and Government of Canada priorities.

Finding 3: Activities stemming from membership in the IHRA are in alignment with the Government of Canada's role and responsibilities in fostering multiculturalism.

Performance

Finding 4: Participation in the IHRA and implementation of related CHRP-funded projects have contributed to improving Holocaust education and research in Canada. Increased government support for Holocaust remembrance, demonstrated in part by joining the IHRA, has raised the profile and public awareness of Holocaust remembrance in Canada.

Finding 5: During its Chair Year, Canada met its stated objectives, both domestically and internationally.

Finding 6: Canada has contributed significantly to the IHRA by chairing Working Groups, participating in the IHRA discussions and debates, providing expertise in Holocaust education in a multicultural context, and acting as a consensus builder.

Finding 7: In joining the IHRA and participating as a full member, Canada has demonstrated leadership in Holocaust research and education activities and capacity both in Canada and internationally. However, concerns were cited regarding the lack of a direction outlining how Canada will continue to fulfill its commitments as a member of the IHRA.

Economy and efficiency

Finding 8: Progress has been made to maximize the efficiency of Canada's participation in the IHRA by leveraging existing funding sources (e.g., CHRP) and rationalizing certain expenditures, such as limiting the number of Canadian delegates for whom travel costs are covered.

Conclusions and recommendations

Given that Canada's involvement in the IHRA is now a joint initiative between the Office of Religious Freedom and CIC, and based on the evaluation evidence and findings, the following recommendation is put forward:

Recommendation 1 - CIC should clearly establish, in collaboration with the Office of Religious Freedom, their respective accountabilities and roles and responsibilities in meeting Canada's commitments associated with membership in the IHRA. This should also include:

- clarification of commitments and expected results under the IHRA with respect to working group and plenary meeting preparation and participation; and
- support to the delegation of experts and promotion of Holocaust education, remembrance and research domestically and internationally.

Evaluation of Canada’s Membership in the International Holocaust Remembrance Alliance (IHRA) - Management Response Action Plan

| Recommendation | Response | Action | Accountability | Completion Date |
|--|--|---|--|-------------------|
| <p>Recommendation #1:</p> <p>CIC should clearly establish, in collaboration with the Office of Religious Freedom, their respective accountabilities and roles and responsibilities in meeting Canada’s commitments associated with membership in the IHRA. This should also include:</p> <ul style="list-style-type: none"> ▪ clarification of commitments and expected results under the IHRA with respect to working group and plenary meeting preparation and participation; and ▪ support to the delegation of experts and promotion of Holocaust education, remembrance and research domestically and internationally. | <p>CIC agrees with this finding.</p> <p>While roles and responsibilities are defined in various documents including, briefing notes and memos to senior officials, it is noted that, further to the transfer to the Office of Religious Freedom/DFATD of responsibility for chairing the Canadian delegation to IHRA, no explicit Terms of Reference document was developed in which specific roles and responsibilities for CIC and the Office of Religious Freedom respectively were articulated and consolidated.</p> | <p>CIC will develop, in consultation with the Office of Religious Freedom, a Terms of Reference that will include details of specific accountabilities, roles and responsibilities of CIC and the Office of Religious Freedom respectively, will clarify commitments associated with Canada’s membership and participation in the IHRA and how they will be met. The Terms of Reference will:</p> <ul style="list-style-type: none"> ▪ Establish guidance for the provision of support to the delegation of experts, as well as ▪ Inform the development of work plans <p>Outline a meeting schedule between both departments and with expert members of the delegation</p> | <p>Citizenship and Multiculturalism Branch</p> <p>Support: Office of Religious Freedom</p> | <p>Q3 2015/16</p> |

1. Introduction

1.1. Evaluation purpose

The evaluation of Canada's membership in the International Holocaust Remembrance Alliance (IHRA)³ was conducted in fulfilment of Section 42.1 of the *Financial Administration Act* which mandates that all federal departments review the relevance and performance of grants and contributions once every five years. The evaluation was undertaken by Citizenship and Immigration Canada's (CIC) Research and Evaluation Branch between June and December 2014.

This report presents the results of the evaluation and is organized into four main sections:⁴

- Section 1 presents a profile of Canada's IHRA membership;
- Section 2 presents the methodology for the evaluation and related limitations;
- Section 3 presents the findings of the evaluation; and
- Section 4 presents conclusions and recommendations.

1.2. Membership profile

Overview of the IHRA

Created in 1998, the purpose of the IHRA is to ensure government support for Holocaust education, remembrance and research both nationally and internationally. In joining the IHRA⁵, member states commit to the Stockholm Declaration⁶ and to the implementation of national policies and programs in support of Holocaust education, remembrance and research.

The IHRA is governed by a rotating Chair and supported by a Permanent Office in Berlin. National delegations convene twice a year at the IHRA Plenary meetings in the chairing country. The IHRA has four Working Groups (Academic, Education, Memorials and Museums, and Communications) as well as Committees that bring together experts from all Working Groups to address topics such as Anti-Semitism and Holocaust Denial. Member states are expected to appoint one or two expert representatives to each of the IHRA's Working Groups and Committees. In addition, one of the IHRA's key roles is to fund relevant projects through its grant strategy.⁷ At the December 2011 Plenary, the IHRA established multi-year objectives in four areas: 1) research on killing sites, 2) education research, 3) Holocaust memorial days, and 4) access to archives and educational research.⁸

³ Prior to 2012, the IHRA was known as the Task Force for International Cooperation on Holocaust Education, Remembrance and Research (ITF). In order to avoid confusion, the term IHRA will be used to refer to the organization throughout this report.

⁴ Technical appendices are available upon request.

⁵ There are currently 31 member states, 8 observer states and 7 permanent international partners in the IHRA.

⁶ IHRA (2015) *About Us – Declaration of the Stockholm International Forum on the Holocaust*.
www.holocaustremembrance.com/about-us/stockholm-declaration

⁷ IHRA (2015) *About Us - About the IHRA*.

⁸ IHRA (2014) *Chair's White Paper. United Kingdom Chairmanship 2014*.

Canada's participation in the IHRA

In November 2006, the Prime Minister asked the Minister of Citizenship and Immigration to take the lead on an initiative to join the IHRA.⁹ Canada's formal application for membership was presented at the June 2007 Plenary. As part of its membership application, Canada completed its Baseline Study in April 2008, which describes the country's Holocaust experience and the current state of Holocaust education, remembrance and research in Canada. On June 24, 2009, Canada became the 27th member of the IHRA. In 2011, Canada sought and was granted the chairmanship of the IHRA for 2013.¹⁰

As part of its commitment to the IHRA, Canada has funded a number of domestic initiatives, known as Liaison Projects,¹¹ through CIC's Community Historical Recognition Program (CHRP).¹² While the funding was not solely specific to Jewish-Canadian Community Projects, CHRP had the purpose of acknowledging and educating Canadians about the historical experiences of ethno-communities affected by wartime discriminatory measures and immigration restrictions applied in Canada.¹³ The Liaison Projects focused on the M.S. St. Louis incident, the most conspicuous example of the consequences of Canada's restrictive World War II era immigration policies.

In addition to undertaking domestic Holocaust-related educational initiatives, Canada participates in biannual IHRA meetings. The Canadian Head of Delegation participates in plenaries at biannual IHRA meetings and representatives of non-governmental organizations (NGOs) appointed to the Canadian delegation lead and/or participate in the IHRA Working Groups. Canada's Ambassador for Religious Freedom, was appointed by the Minister of Multiculturalism as Canada's Head of Delegation to the IHRA in February 2014.¹⁴ Prior to this date, the Canadian Head of Delegation was a CIC senior official.

The Chairmanship of the IHRA rotates annually on a voluntary basis and Canada was awarded the IHRA Chair between March 5, 2013 and February 25, 2014. It is customary for Chairs to set goals for the period of their term. As Chair, it was Canada's intention to demonstrate national and international leadership in Holocaust education, remembrance and research,¹⁵ advancing the collective work of the IHRA, and continuing to build on the IHRA organization changes.

1.3. Stakeholders

While other government departments (OGD) play a role in other holocaust-related initiatives (e.g. Department of Foreign Affairs, Trade and Development and Canadian Heritage in the creation of the Holocaust Memorial), the IHRA stakeholders include the following groups:

- Citizenship and Immigration Canada
- Department of Foreign Affairs, Trade and Development (DFATD)
- Experts from across Canada including academics, museum directors, CEOs and leaders from within the Jewish community.

⁹ Canada, CIC (2013) *Speaking Notes for The Honourable Jason Kenney, at the "If Not Now, When? Responsibility and Memory after the Holocaust" Conference.*

¹⁰ A timeline of key events is provided in Appendix A.

¹¹ A Liaison Country identifies one or more ITF member countries for the purpose of establishing Liaison Projects (a minimum of two teacher training courses attended by representatives of the designated ITF member countries) and commits to funding these projects. A list of Liaison Projects can be found in the technical appendix.

¹² A list of CHRP-funded Holocaust projects can be found in Section 3.3.

¹³ Canada, CIC (2013) *The Community Historical Recognition Program.*

¹⁴ Canada, CIC (2014) *Canada and the International Holocaust Remembrance Alliance.*

¹⁵ CIC program document.

Canada's current delegation to the IHRA is headed by Dr. Andrew Bennett, Canada's Ambassador for Religious Freedom at DFATD, who has been head of delegation since 2014. In addition to CIC, other current members of Canada's delegation include individuals from Canadian Romani Alliance, Canadian Museum for Human Rights, Montreal Holocaust Memorial Centre, Jewish Heritage Centre of Western Canada, Vancouver Holocaust Education Centre, Azreili Foundation, and universities.¹⁶

1.4. Resources

Membership in the IHRA requires that each country pay a yearly contribution of €30,000 (approximately \$45,000 CAD). Payments are due by March 31 and cover the calendar year. Fees are used by the organization to cover administrative costs which include: "1) costs of the IHRA website; 2) communication needs as approved by the plenary; 3) annual audit of the IHRA fund and Permanent Office; and 4) expenses incurred by the Funding Review Committee."¹⁷

Terms and Conditions for an Assessed Contribution to the IHRA were approved by the Treasury Board in February 2010 and Canada's first payment was for the 2009-10 fiscal year (FY). In addition to the annual contribution, an estimated additional \$35,000¹⁸ per year is allocated for travel to the IHRA meetings.

Table 1: Annual contribution to the IHRA (CAD \$)

| | FY 2009/10 | FY 2010/11 | FY 2011/12 | FY 2012/13 | FY 2013/14 |
|--------------|------------|------------|------------|------------|------------|
| Expenditures | \$40,677 | \$40,230 | \$39,240 | \$39,753 | \$ 45,114 |

Note: Fluctuation in cost is due to exchange rates.

Source: Public Accounts.

The salary resources dedicated to membership in IHRA are not reported specifically, as the IHRA membership falls under CIC's Program 3.3: *Multiculturalism for Newcomers and All Canadians*, and activities and effort were not disaggregated to that level. However, CIC salary expenditures specifically in support of the Chair Year are reported in Table 2.

Table 2: CIC IHRA salary costs (FY 2011/12 - FY 2014/15)

| | FY 2011/12 | FY 2012/13 | FY 2013/14 | FY 2014/15 |
|----------------------|--------------------|---------------------|---------------------|-------------------|
| Chair | \$10,403.50 | | \$154,962.77 | \$5,285.86 |
| Chair Office Support | \$0.00 | \$191,308.38 | \$74,539.35 | \$0.00 |
| Total | \$10,403.50 | \$191,308.38 | \$229,502.12 | \$5,285.86 |

Note: Salary costs include only those associated with the Chair Year activities.

Source: CIC financial data.

Additional information on expenditures associated with Canada's membership in the IHRA can be found in Section 3.3.

¹⁶ IHRA (2015) *Canada – Delegation members*.

¹⁷ Canada, CIC (2009) *Terms and Conditions Assessed Contribution to the Task Force for International Cooperation on Holocaust Education, Remembrance, and Research (ITF)*.

¹⁸ CIC IHRA/Multiculturalism Program documents.

2. Methodology

2.1. Evaluation scope and data collection methods

The evaluation examined Canada’s participation in and contribution to the IHRA, including the extent to which Canada’s experience in building an integrated and socially cohesive society has influenced the IHRA, and how membership in the IHRA has affected Holocaust education, remembrance and research in Canada. In particular, the evaluation assessed the extent to which Canada met the objectives for its Chair Year. The evaluation did not examine the IHRA itself, the specific activities funded by the IHRA, or the program initiatives undertaken in Canada.

In accordance with the requirements of the Treasury Board Secretariat (TBS) *Directive on the Evaluation Function*,¹⁹ the evaluation assessed the relevance and performance of Canada’s membership in the IHRA from 2009-10 to 2013-14. As shown in the logic model,²⁰ the expected outcomes of Canada’s membership in the IHRA are that:

- Canadians are aware of the Holocaust, understand its causes and reflect on its consequences;
- Canada's approach to building an integrated and socially cohesive society is conveyed internationally; and
- Canada demonstrates national and international leadership in Holocaust education, remembrance and research.

Table 3: Summary of evaluation issues and questions

| TBS core issues | Evaluation questions |
|---|---|
| Relevance | |
| Continued need | Is there a continued need for Canada to belong to the IHRA? |
| Alignment with government priorities | Is membership in the IHRA aligned with departmental and government-wide priorities? |
| Alignment with federal roles and responsibilities | To what extent is membership in the IHRA aligned with federal roles and responsibilities? |
| Performance | |
| Achievement of Expected Outcomes | How has Canada’s membership in the IHRA affected Holocaust education, remembrance and research in Canada? |
| | Has awareness and understanding of the Holocaust and its causes and consequences improved in Canada? |
| | To what extent did Canada meet its objectives for its Chair Year? |
| | How has Canada contributed to the IHRA? |
| | How has Canada’s approach to building an integrated and socially cohesive society been conveyed internationally through the IHRA? Has it influenced the IHRA? |
| | To what extent has Canada’s membership in the IHRA helped demonstrate Canada’s leadership in Holocaust education, remembrance and research in Canada and internationally? |

¹⁹ Canada, Treasury Board Secretariat (2009) *Directive on the Evaluation Function*. <http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=15681>

²⁰ Logic Model can be found in Appendix B.

| TBS core issues | Evaluation questions |
|---|--|
| | Has Canada's membership in the IHRA had any unintended consequences (positive or negative)? |
| Demonstration of efficiency and economy | Could Canada contribute to the IHRA more effectively/efficiently? |
| | Are there alternative ways in which Canada could participate in and support Holocaust education, research and remembrance? |

The methodology and level of effort for the evaluation was calibrated in recognition of its low complexity, and the relatively low level of materiality of the contribution. As a result, the evaluation relied on three lines of evidence to examine the relevance of Canada's IHRA membership and performance relative to intended outcomes over the five-year period from 2009-10 to 2013-14.

Interviews: A total of 15 interviews were completed for the evaluation and were undertaken with three key stakeholder groups including: experts and Canadian IHRA delegates (9), CIC staff (5) and IHRA staff (1). Interviews were conducted both in-person and by telephone. Interview guides were developed for each stakeholder group and available in the technical appendix.

Document review: Documents reviewed included CIC documents (plans, reports and foundation documents), government documents (legislation, plans, reports, budgets, Speeches from the Throne and press releases), and speaking notes for the Minister. A complete list of documents reviewed is available in the technical appendix.

Literature review: Published literature on trends in hate crimes, anti-Semitism and awareness and understanding of the Holocaust was reviewed. In addition to an internet search for literature, expert interviewees were asked to identify relevant literature.

2.2. Limitations and mitigation

Due to the relatively low level of materiality of the contribution and its low complexity, the level of effort and approaches for the evaluation were calibrated accordingly. As a result, it relied on three qualitative lines of evidence and relatively few key informant interviews, which made it difficult to determine the significance and importance of interviewee perspectives in some cases. However, a variety of stakeholder perspectives were represented, and as a result, these limitations did not have an impact on the findings.

3. Evaluation findings

3.1. Relevance

Continued need to belong to the IHRA

Finding 1: There is a continued need for Canada to be a member of the IHRA in order to support Holocaust education, research and remembrance in Canada and abroad.

Interviewees indicated that Canada should continue its membership in the IHRA. Many noted that Canada has a responsibility to participate because of its large number of Holocaust centres with expertise to share. Canada also has an important role to play as a conciliator and "bridge-builder" from its relatively objective position with respect to the Holocaust. According to interviewees, if Canada were to withdraw from the IHRA, the international community would question Canada's commitment to Holocaust education, research and remembrance.

A few interviewees also noted that the IHRA provides a needed forum for connecting Canadian Holocaust researchers, educators, and museum curators, and without such a forum Holocaust education, research and remembrance in Canada would be less robust. In addition to information exchanged at the IHRA meetings, contacts are made that facilitate future access to globally available information, programming, educational tools, exhibits, etc. Interviewees believe access to such material provides a benefit to their NGOs as well as to Canada as a whole.

As Canada becomes increasingly multicultural with immigration from regions such as Asia, Africa and the Middle East, where the Anti-Defamation League (ADL) survey found low levels of awareness of the Holocaust, Holocaust education will continue to be increasingly important in the future and require a long term focus.

Trends and levels of awareness in anti-Semitism, racism and xenophobia in Canada

Canada has the fourth largest Jewish population in the world (375,000), following Israel (5.9M), the United States (5.4M) and France (480,000).²¹ The literature review showed that anti-Semitism, racism and xenophobia persist in Canada, as seen through the following reports:

- B'nai Brith Canada reported 1274 anti-Semitic incidents across Canada in 2013, which included 872 cases of harassment, 388 cases of vandalism, and 14 cases of violence.²²
- Tel Aviv University's Cantor Centre reported that Canada had the third largest number of major violent anti-Semitic incidents (83 in 2013), exceeded only by France with 116 and the United Kingdom with 95.²³
- An international ADL survey showed that 14% of Canadians held anti-Semitic attitudes compared to 9% in the United States, 24% in Western Europe, and 26% globally.²⁴

While documents indicate that between 2009 and 2013 the number of anti-Semitic domestic incidents in Canada remained constant²⁵ or declined slightly,²⁶ certain interviewees were of the view that anti-

²¹ Tel Aviv University (2013) *Anti-Semitism World-wide 2013*.

²² League for Human Rights of B'nai Brith Canada (2014) *2013 Audit of Anti-Semitic Incidents*.

²³ Tel Aviv University (2013) *Anti-Semitism World-wide 2013*.

²⁴ Canadian Race Relations Foundation (2014) *Younger Canadians hold more negative views about religious groups*.

Semitism has increased in Canada in terms of levels of insult and harassment. Interviewees attributed the increase to a variety of factors, such as the relaxation of standards of civil discourse, ease of access to online propaganda, and the anonymity of posting information online. These statistics further demonstrate an ongoing need for Holocaust education and research.

Alternatives to the IHRA

In addition to the IHRA, a number of other international organizations also work to combat anti-Semitism, racism and xenophobia and promote human rights, including, for example, the Organization for Security and Cooperation in Europe (OSCE), and European Agency for Fundamental Rights. While these organizations undertake a variety of activities including research, monitoring human rights situations and compliance with international conventions, their mandates are much broader than Holocaust education, remembrance and research. Interviewees identified that there is no effective alternative to the IHRA. They felt that the IHRA's unique character where diplomats, government policy makers, and domain experts work together make it particularly well suited to achieving the objective of strengthening Holocaust education, remembrance and research.

Alignment with CIC and Government-wide priorities

Finding 2: Holocaust education, remembrance and research, and membership in the IHRA are aligned with CIC and Government of Canada priorities.

Alignment with Government-wide priorities

Membership in the IHRA is aligned with the Government of Canada (GoC) priorities with respect to the promotion of human rights. Similar examples of the GoC's commitment to this priority include:

- participation in international fora that promote human rights, such as the OSCE, the Council of Europe and various United Nations bodies;
- creation of the Office of Religious Freedom;
- endorsement of the Terezin Declaration on Holocaust Era Assets; and
- signing the Ottawa Protocol on Combating Anti-Semitism.

The document review also showed that the Minister of Multiculturalism has expressed the government's commitment to Holocaust education, remembrance and research and membership in the IHRA on numerous occasions.²⁷

Alignment with CIC and the Office of Religious Freedom Priorities

Membership in the IHRA is aligned with CIC's Multiculturalism Program and falls within the Multiculturalism Awareness component. In particular, membership in the IHRA supports the Program's third main objective to "actively engage in discussions on multiculturalism and diversity at the international level."²⁸

²⁵ League for Human Rights of B'nai Brith Canada (2014) *2013 Audit of Anti-Semitic Incidents*.

²⁶ Canada, Statistics Canada (2013) *Police Reported Hate Crime in Canada 2011*. Released July 11, 2013.

²⁷ A list of key statements by the Minister is located in the technical appendix.

²⁸ Canada, CIC (2012) *Departmental Performance Report 2011-2012*.

The Multiculturalism Awareness component includes public outreach and promotional activities funded by CIC grants and contributions, primarily targeting young people, designed to engage newcomers and Canadians on multiculturalism, racism and discrimination issues.²⁹ The IHRA's objective to encourage member countries to engage in Holocaust education, remembrance, and research aligns with CIC's Multiculturalism Awareness approach.

Membership in the IHRA is also aligned with the mandate of the Office of Religious Freedom: to protect and advocate on behalf of religious minorities under threat; oppose religious hatred and intolerance; and promote Canadian values of pluralism and tolerance abroad.³⁰ While the Office focuses on themes associated with the Multiculturalism Program (e.g. combating intolerance and promoting Canadian values), the Office does not have a domestic mandate but rather seeks to advance Canada's values elsewhere in the world.³¹

As Canada's Ambassador for Religious Freedom assumed the role of Head of Delegation in 2014, Canada's involvement in the IHRA is now a joint initiative between CIC and the Office of Religious Freedom.³² Yet interviewees felt that CIC should continue to have a role in the IHRA, as it is an appropriate fit under the Multiculturalism Program in terms of its objectives of combating anti-Semitism, racism and xenophobia, and building a more tolerant society in Canada.

Alignment with federal roles and responsibilities

Finding 3: Activities stemming from membership in the IHRA are in alignment with the Government of Canada's role and responsibilities in fostering multiculturalism.

Membership in the IHRA is aligned with the Multiculturalism Act which authorizes the Minister to engage in a variety of activities including:

- undertake and assist research relating to Canadian multiculturalism and foster scholarship in the field;
- encourage the preservation, enhancement, sharing and evolving expression of the multicultural heritage of Canada; and
- provide support to individuals, groups or organizations for the purpose of preserving, enhancing and promoting multiculturalism in Canada.³³

While formal education is the responsibility of the provinces, the majority of interviewees felt that the GoC has a responsibility to inform all citizens on issues of national importance including combating anti-Semitism and racism and promoting Canadian values of tolerance and respect for human rights. Broader education can also be delivered through museums and NGOs, such as Canada's Holocaust centres, as well through a wide variety of initiatives funded through grants and contributions programs.

²⁹ Canada, CIC (2014) *Report on Plans and Priorities 2014-2015*.

³⁰ Canada, DFATD (2014) *Canada's Office of Religious Freedom*.

³¹ Canada, DFATD (2014) *Background Information on the Office of Religious Freedom*.

³² Where it is no longer the Head of Delegation, CIC maintains a secretariat role in Canada's Membership in the IHRA.

³³ Canada, Department of Justice (1985) *Canadian Multiculturalism Act*.

3.2. Performance

Awareness of the Holocaust and impact of Canada's IHRA membership

Finding 4: Participation in the IHRA and implementation of related CHRP-funded projects have contributed to improving Holocaust education and research in Canada. Increased government support for Holocaust remembrance, demonstrated in part by joining the IHRA, has raised the profile and public awareness of Holocaust remembrance in Canada.

Supporting Holocaust education

Interviewees credited Canada's membership in the IHRA with strengthening interest in Holocaust education and informing educators about international best practices in this area. As a result, interviewees indicated that common themes and approaches to Holocaust education are increasingly being adopted across the country, aided by teachers using CHRP-funded teaching materials.³⁴ One example provided to demonstrate the work undertaken on Holocaust education was the creation of 20,000 copies of the *Welcome to Canada? (a B'nai Brith publication)*³⁵ student curriculum book, DVD, and teachers' manual for high schools by the National Task Force.³⁶ It was also noted that Holocaust studies are more present in schools and at lower grades, and key informants felt that this resulted in more students being aware of the Holocaust by the time they leave high school.

Holocaust research

Interviewees noted that CHRP funding enabled top researchers to become involved in Holocaust research. Examples include the following:

- The National Task Force under the leadership of the League for Human Rights helped establish connections among about 50 representatives from government, academia, educational organizations and foundations and created a network for information and exchange.
- A conference in June 2009, hosted by Canada with the IHRA Liaison partners the United States and France, brought together the latest research on issues that stemmed from Canada's restrictive immigration policy during the Second World War.
- The travelling exhibit entitled *Enemy Aliens: Internment in Canada* involved original research.

In addition to positive contributions resulting from CHRP funding, an October 2013 conference was held in conjunction with the IHRA meeting in Toronto during the Chair Year.³⁷ Interviewees were of the view that this was important to ensure continuation of Holocaust research in Canada. Library and Archives Canada research guide³⁸ to Holocaust-related materials developed during the Chair Year was also cited as an important contribution to research.

³⁴ A list of CHRP-funded Holocaust projects can be found in Section 3.3.

³⁵ *Welcome to Canada?* Student curriculum books were created by B'nai Brith Canada in 2013, and is a publication focussed on holocaust education.

³⁶ National Task Force on Holocaust Research, Remembrance and Education was a three year liaison project initiative from 2009-2012, which was funded through CHRP.

³⁷ New Scholars, New Research on the Holocaust at the University of Toronto, Oct. 6-7, 2013.

³⁸ Canada, Library and Archives Canada (2015) *Research Guide to Holocaust-related Holdings at Library and Archives Canada*.

Holocaust remembrance

Interviewees observed that the Jewish community has always been involved in Holocaust remembrance due to the large number of survivors in Canada (estimated at between 13,000 and 15,000³⁹). Increased ministerial support for Holocaust remembrance, demonstrated in part by joining the IHRA, has raised the profile of Holocaust remembrance and signalled that remembrance is not just for the Jewish community but is important for all Canadians. In addition to increased government support, other initiatives such as the National Holocaust Monument in Ottawa and the Canadian Museum for Human Rights in Winnipeg have also contributed to increased visibility.

Holocaust awareness

Interviewees felt that awareness of the Holocaust has improved in Canada in the last five years. This was attributed to portrayals in films and books, and in efforts by schools, NGOs, governments, and faith communities. CHRP funding for Holocaust centre educational projects were identified by interviewees as having helped raise awareness of the Holocaust. As many of the initiatives were CHRP-funded projects, the *Evaluation of the Historical Recognition Programs* indicated that the projects had "resulted in an increase in public awareness of wartime measures on immigration restrictions."⁴⁰ However, attributing attitudinal and behavioural changes to a single program is difficult and an inherent problem in evaluating anti-racism programs.⁴¹

Achievement of objectives of Canada's Chair Year

Finding 5: During its Chair Year, Canada met its stated objectives, both domestically and internationally.

The goals for Canada's Chair Year included the IHRA content-oriented objectives, international engagement objectives, and the IHRA organizational goals, as well as Canadian domestic initiatives developed in consultation with an Advisory Council.⁴²

Achievement of Chair Year domestic objectives

During implementation, interviewees agreed that domestic objectives for Chair Year were achieved. The most significant accomplishments identified included: digitization of survivor testimony, the teacher award and poster competition, the Library and Archives Canada research guide, and more generally, activities to raise awareness of the Holocaust in Canada.⁴³ While it was noted that media attention was limited, the completion of these activities meant that Canada met its domestic objectives for the Chair Year.

While overall, interviewees did not raise issues with the planning of domestic Chair Year objectives, a small degree of divergent views indicated that there was little clarity on the overall goals of the Chair Year, and limited consultation with the Advisory Committee concerning the planning of the domestic Chair Year projects.

³⁹ Montreal Gazette (2014) *More home help on the way for Holocaust survivors*. Brenda Branswell, Dec 15, 2014.

⁴⁰ Canada, CIC (2013) *Evaluation of the Historical Recognition Programs*.

⁴¹ Canada, CIC (2010) *Evaluation of the Welcoming Communities Initiative*.

⁴² Canada, CIC (2012) *News Release – Minister Kenney Announces Advisory Council Members for International Task Force on Holocaust Education, Remembrance and Research*.

⁴³ Domestic initiatives during Canada's Chair Year are listed in the technical appendix.

Exhibit 1: Objectives and Goals for Chair Year

Chair Goals:

- 1) Advance the collective work of the IHRA, in partnership with key international organizations.
- 2) Organize two international meetings in 2013, and other meetings and events as required.
- 3) Establish contacts with governments and international bodies.

International Goals:

- 1) Continue to build on the IHRA organizational changes and engage with international partners and other countries whose membership would benefit the IHRA.
- 2) Move the IHRA multi-year plan forward, making improvements to the IHRA governance and engaging international organizations.
- 3) Advance international support for the Ottawa Protocol.

Domestic Goals:

- 1) Demonstrate Canada's national leadership on Holocaust education, remembrance and research.

Achievement of Chair Year international objectives and chair goals

In addition to domestic objectives, a number of international and chair-specific objectives to be achieved during Canada's Chair Year were set (as outlined in Exhibit 1), including advancing the collective work of the IHRA, continuing to build on the IHRA organization changes, and moving the IHRA multi-year plan forward. The evaluation found that these objectives were met. In addition, interviewees identified a number of other significant achievements, including:

- the adoption of a definition of Holocaust denial and distortion, which had been under consideration for a number of years.⁴⁴ The definition gives member states a tool to use domestically to address denial and distortion.
- the streamlining of the IHRA structures and processes. According to interviewees, Working Groups are now more effective and are producing more content for consideration at plenaries. In addition, according to interviewees, there is now greater transparency at the IHRA with the new working rules.
- greater international awareness of the IHRA through improved communication (e.g. the inauguration of an annual report) and the Chair's meetings and consultations with prospective new member states, the Vatican and the IHRA's Permanent International Partners.

Canada's contribution to the IHRA

Finding 6: Canada has contributed significantly to the IHRA by chairing Working Groups, participating in the IHRA discussions and debates, providing expertise in Holocaust education in a multicultural context, and acting as a consensus builder.

Canadians have chaired all four IHRA Working Groups since Canada joined the organization in June 2009. Interviewees considered Canada's chairmanship of the Working Groups, in the relatively short period it has been a member, recognition of the quality of the contributions and expertise of Canadian delegates. There was a general sense that Canada has contributed beyond its relative size and duration of membership. For example, interviewees noted the significance of Canada's contribution to the IHRA's branding exercise and consequent name change.

⁴⁴ IHRA (2015) *Working Definition of Holocaust Denial and Distortion*.

It was reported that Canada is one of the member states that the IHRA Chairs consult informally for advice. More generally, it was noted that Canada has played the role of "bridge-builder" at the IHRA, working to bring together divergent opinions, resolve blockages and bridge varying understandings of the Holocaust and human rights. According to interviewees, Canada's "honest broker" role has facilitated consensus building and decision-making (e.g. about the definition of Holocaust denial and distortion).

Canadian delegates bring the perspective of Canada's multicultural model to the IHRA. In particular, interviewees highlighted Canadian expertise with respect to Holocaust education in a multicultural context and the Canadian Holocaust centres' experience in reaching out to immigrant communities and introducing the Holocaust to new Canadians who may have little to no knowledge or awareness of the topic. According to interviewees, Europeans have shown a particular interest in the Canadian experience as a model for reaching minority communities.

Leadership in Holocaust education, remembrance and research

Finding 7: In joining the IHRA and participating as a full member, Canada has demonstrated leadership in Holocaust research and education activities and capacity both in Canada and internationally. However, concerns were cited regarding the lack of a direction outlining how Canada will continue to fulfill its commitments as a member of the IHRA.

As a result of joining the IHRA, Canada's Holocaust research is known more widely in Canada and abroad. Canada's Liaison Projects, exhibits and events at the IHRA meetings in Canada highlighted Canadian scholarship and educational approaches internationally. Canadian expertise in Holocaust education in a multicultural context and approaches used by Canadian Holocaust centres to introduce the topic to those with no prior knowledge have been noted by other IHRA member states.

Interviewees felt that Canada's rapid progression through the membership process constitutes recognition of Canada's leadership in Holocaust education, remembrance and research. They indicated that obtaining membership is not an automatic process and in some cases can involve much debate at the IHRA meetings. In the same vein, interviewees noted that Canada has chaired all four of the IHRA Working Groups during its short period of membership, an indication of the strength of Canada's expertise.

Within Canada, the National Task Force and the Liaison Projects connected networks (e.g., academics, educators, museum professionals, researchers) that would not otherwise have been linked, increasing awareness of Canadian activity and capacity for Holocaust education and research.

While Canada has demonstrated leadership in the IHRA, a few interviewees suggested that more could be done to sustain the future direction for Holocaust education, remembrance and research in Canada. While there were initiatives undertaken and launched during the Chair Year, there was an interest in an ongoing GoC direction on how Canada will fulfill its pledge to support Holocaust education, remembrance, and research.

A few interviewees noted that a lack of a clear Canadian position or strategy with respect to the IHRA meetings limits the ability of the Canadian delegation to effectively communicate Canada's overall approach and to develop a collective voice or a sense of "delegation". Furthermore, a few of the Canadian delegates felt that Canada's approach to developing an integrated and socially cohesive society could be conveyed to the IHRA much more effectively if more discussion and exchange among delegates in preparation for the IHRA meetings could take place.

In addition, with the transfer of the role of Head of Delegation from CIC to the Office of Religious Freedom, accountabilities and roles of the respective departments in delivering on the IHRA membership commitments have not been clearly articulated.

3.3. Efficiency and economy

Expenditures associated with Canada's participation in the IHRA

In addition to the annual contribution to the organization, expenditures related to Canada's on-going participation in the IHRA include costs associated with attendance at semi-annual plenary sessions and participation in working groups, and on-going efforts to promote education, remembrance and research about the Holocaust. During Canada's Chair Year (March 2013 to February 2014), additional funds were allocated to undertake activities in alignment with the Chair's goals and objectives.

Ongoing efforts to promote education, remembrance and research about the holocaust

Between FYs 2009/10 and 2012/13, CIC funded a number of projects through CHRP that are aligned with the commitments made when Canada became a member of the IHRA. In total, \$2.8M in funding was used to fund nine projects (Table 4).

Table 4: CIC CHRP-funded projects (FY 2009/10 - FY 2012/13)

| Project | Amount |
|---|--------------------|
| National Task Force on Holocaust Research, Remembrance and Education (3 yr.) | \$1,025,378 |
| <ul style="list-style-type: none"> ▪ Conference (attended by US & French delegates) June 1 & 2, 2009 ▪ <i>Welcome to Canada?</i>, curriculum book, DVD and teachers' manual for high schools, history of immigration policy including the M.S. St. Louis⁴⁵ ▪ <i>Nazi Germany, Canadian Responses: Confronting Anti-Semitism in the Shadow of War</i>, collection of scholarly essays, published May 2012⁴⁶ | |
| | \$24,000 |
| M.S. St. Louis: Ship of Fate, travelling exhibit & website | \$151,067 |
| Wheel of Conscience, historical monument at Pier 21, M.S. St. Louis Educational Program (teaching materials), national youth essay writing contest | \$449,042 |
| Documentary film, bilingual classroom educational booklet, flip-card personal profiles of Jewish immigrants | \$344,509 |
| Bilingual commemorative booklet, permanent exhibit (mosaic mural and wall-mounted photographs), children's book | \$99,279 |
| Radio drama and school program (14 bilingual 1-hour episodes) | \$50,000 |
| Interactive web portal and short animated series | \$482,961 |
| Testimonies of interned "enemy aliens"; travelling exhibit on the internment of 2,000 Jewish refugees in enemy camps during WWII | \$170,000 |
| TOTAL | \$2,796,236 |

Source: CIC program documents.

In addition, OGDs funded projects that support the IHRA objectives including a National Holocaust Monument and research on Holocaust era artwork (Table 5).

⁴⁵ B'nai Brith Canada (2013) *Welcome to Canada?*

⁴⁶ L. Ruth Klein (2012) *Nazi Germany, Canadian Responses: Confronting Anti-Semitism in the Shadow of War*.

Table 5: OGD-funded Holocaust research, education and remembrance projects (FY 2009/10 to FY 2012/13)

| Department | Project | Amount |
|-------------------|-----------------------------------|--|
| DFATD | National Holocaust Monument | \$4M; another \$4.5M in donations being sought ⁴⁷ |
| Canadian Heritage | Canadian Museum for Human Rights | \$351M (\$100M GoC, \$40M Govt. of Manitoba, \$20M City of Winnipeg, balance private sector & donations) \$22M/yr. operating costs (GoC) |
| Canadian Heritage | Research on Holocaust Era Artwork | \$200,000 |

Source: CIC program documents.

Finding 8: Progress has been made to maximize the efficiency of Canada's participation in the IHRA by leveraging existing funding sources (e.g., CHRP) and rationalizing certain expenditures, such as limiting the number of Canadian delegates for whom travel costs are covered.

Attendance at plenary sessions, participation in working groups and Chair Year activities

As mentioned previously, plenary sessions are held twice a year and are attended by a Canadian delegation. Between 2009-10 and 2013-14, the head of the Canadian delegation was a senior CIC official, with travel and support provided by CIC.⁴⁸ During this period, CIC also provided support and paid the travel expenses of members of the Canadian delegation.

When Canada assumed the chairmanship of the IHRA for a period of one year, starting in March 2013, a preliminary budget of \$1.5M was set. The budget was to cover costs associated with Chairmanship, including the Chair's salary, expenses and support, and the costs of two IHRA meetings to be held in Montreal and Ottawa.⁴⁹ Subsequent to the establishment of this budget, a decision was made to hold the first meeting at the Canadian Embassy in Berlin, Germany, which decreased the initial budget from \$1.5M to \$1.3M. The second meeting was held in Toronto (October 6-10, 2013).

Actual expenditures

Information on operating and maintenance (O&M) expenditures related to participation in the IHRA and salary expenditures associated with Chair Year activities were available for FYs 2011/12 to 2014/15 (see Table 6).

Table 6: CIC IHRA expenditures (FY 2011/12 - FY 2014/15)

| | FY 2011/12 | FY 2012/13 | FY 2013/14 | FY 2014/15 |
|-----------|------------|------------|------------|------------|
| O&M | \$116,690 | \$132,222 | \$373,557 | \$52,756 |
| Salaries* | \$10,403 | \$191,308 | \$229,502 | \$5,286 |
| Total | \$127,093 | \$323,530 | \$603,059 | \$58,042 |

* Salary costs include only those associated with the Chair Year activities.
Source: CIC financial data.

⁴⁷ National Holocaust Memorial Development Council (2013) *National Holocaust Monument*.

⁴⁸ With the appointment in 2014 of Dr. Andrew Bennett as Canada's new Head of Delegation to the IHRA, DFATD assumed the cost of the Head of Delegation's salary, travel and support.

⁴⁹ Each Chair country organizes and pays for the meetings taking place in the year of their chairmanship.

O&M expenditures in FY 2011/12 and FY 2012/13 averaged \$124,456. O&M expenditures increased during the Chair Year (FY 2013/14) to \$373,557 as a result of increased activities (e.g., costs associated with hosting the two meetings). In early 2014, CIC informed Canadian delegates that in future it would only pay travel costs for Canadian delegates in leadership positions (i.e. members of Working Group *troikas*⁵⁰) so that a greater number of Canadian organizations could be invited to join Canada's delegation and participate in the IHRA meetings. While some interviewees expressed concerns regarding this shift, indicating that it may limit the ability of smaller organizations to participate in meetings, it is in alignment with the United Kingdom, United States, France and Israel, who do not pay travel expenses for the members of their delegations.⁵¹ As a result of this change, O&M expenditures for FY 2014/15 dropped significantly from previous years to \$52,756.

Salary expenditures associated with the Chair (including office staff) totalled \$229,502 in FY 2013/14. Given there was a significant amount of preparatory work to be conducted leading up to the Chair Year as well as residual work in the year following, total salary expenditures of \$206,997 were recorded over these three years (i.e., FYs 2011/12, 2012/13 and 2014/15).

In addition to hosting the meetings, during its year as Chair, Canada advanced the IHRA's work by supporting various projects, the bulk of which was funded using existing sources, outlined in Table 7.

Table 7: Chair Year initiatives (FY 2013/14)

| Initiative | Funding | Source | Project |
|-------------|---------|---|--|
| Education | \$800K | CIC - Inter-Action Grants and Contributions | Digitization of Holocaust survivor testimony ⁵² |
| | \$5K | CIC - Chair year initiatives | Teacher Award (one-time only) to recognize excellence in Holocaust education ⁵³ |
| Remembrance | \$15K | CIC - Chair year initiatives | International poster competition ⁵⁴ "Keeping the Memory Alive - Journeys through the Holocaust" (joint initiative of IHRA and Yad Vashem in Israel) |
| Research | \$25K | CIC- Chair year initiatives | Publicly accessible thematic guide providing a list of Holocaust-related material in LAC holdings ⁵⁵ |

Source: CIC program documents.

Comparable contributions

Financially, Canada's membership costs for the IHRA are comparable to other contributions undertaken by CIC. Based on information from CIC's *Evaluation of the Migration Policy Development Program* (MPDP), the IHRA's membership dues were compared to similar programs (international organizations with working groups and/or advisory committees) such as the Intergovernmental Consultations on Asylum, Refugee and Migration Policies (IGC) and the Regional Conference on Migration (RCM). The IHRA's cost of \$45,000 sits well below the cost of CIC's similar membership fees.

⁵⁰ Troikas include previous, current, and future chairs.

⁵¹ The United States and the United Kingdom fund travel indirectly through funding their national Holocaust institutions.

⁵² Canada, CIC (2014) *Canada and the International Holocaust Remembrance Alliance*.

⁵³ Canada, CIC (2013) *Speaking Notes: An event to announce a special Award for Excellence in Holocaust Education*.

⁵⁴ Canada, CIC (2014) *International Poster Competition*.

⁵⁵ Canada, CIC (2014) *Canada and the International Holocaust Remembrance Alliance*.

Table 8: Comparable contributions

| Program | FY 2009/10 | FY 2010/11 | FY 2011/12 | FY 2012/13 |
|----------------|-------------------|-------------------|-------------------|-------------------|
| IHRA | \$40,677 | \$40,230 | \$39,240 | \$39,753 |
| IGC Dues | \$116,004 | \$116,419 | \$137,478 | \$112,629 |
| RCM Dues | \$88,320 | \$86,669 | \$81,473 | \$84,469 |

Sources: IHRA - Public Accounts. IGC and RCM - CIC (2013) *Evaluation of the Migration Policy Development Program*.

4. Conclusions and recommendations

The evaluation found that there is a continued need for Canada to be a member of the IHRA and that membership in the IHRA is aligned with Government of Canada, CIC and the Office of Religious Freedom priorities and with the role of the federal government with respect to the promotion of multiculturalism.

Immediate and intermediate outcomes associated with Canada's membership in the IHRA, and in particular the domestic and international objectives set out for Canada's Chair Year have largely been achieved. Canada has contributed to the IHRA and has demonstrated leadership in Holocaust remembrance, research and education activities through its membership.

While Canada has been successful in achieving these outcomes over the past five years, the evaluation found that there is some concern, particularly among Canadian delegates, that Canada has not articulated how it will continue to meet its commitments as a member of the IHRA. Also, given that the Office of Religious Freedom has assumed the role of Head of Delegation, accountabilities should be more clearly defined between the two departments. As a result of these concerns, it is recommended that:

Recommendation 1: CIC should clearly establish, in collaboration with the Office of Religious Freedom, their respective accountabilities and roles and responsibilities in meeting Canada's commitments associated with membership in the IHRA. This should also include:

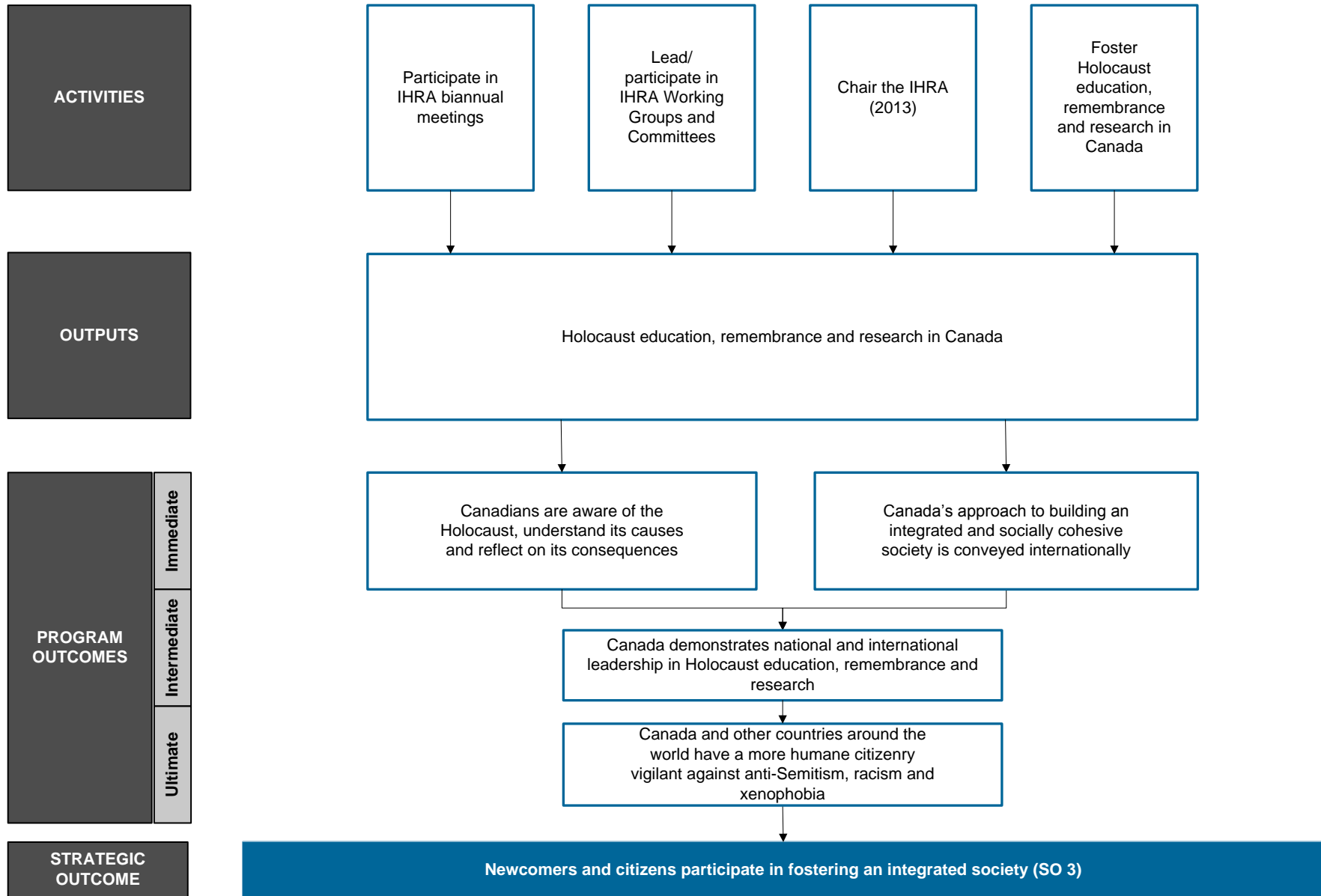
- **clarification of commitments and expected results under the IHRA with respect to working group and plenary meeting preparation and participation; and**
- **support to the delegation of experts and promotion of Holocaust education, remembrance and research domestically and internationally.**

Appendix A: Timeline of key events

| | | |
|------|------------|--|
| 1998 | | ITF founded in Stockholm by former Swedish Prime Minister Göran Persson; Sweden, the US and the UK were the initial members; Germany and Israel joined later that year |
| 2000 | Jan. 27-29 | 46 governments unanimously adopted the Declaration of the Stockholm International Forum on the Holocaust (ITF) |
| 2004 | | Canada requests observer status at the ITF |
| 2006 | Nov. | The Government decided that Canada should move towards full membership in the ITF; Secretary of State for Multiculturalism and Canadian Identity given the mandate to seek membership in the ITF by Prime Minister Stephen Harper |
| | Dec. | Canada's Ambassador to Hungary attended the December 2006 ITF Plenary under the Hungarian Chairmanship to initiate contact with the ITF concerning the application procedure |
| 2007 | June | Canada's formal application for membership in the ITF presented by the Honourable Jason Kenney, Secretary of State (Multiculturalism and Canadian Identity) at the June 2007 ITF Plenary |
| 2008 | Oct. 30 | Responsibility for Multiculturalism Program transferred from Heritage to Citizenship and Immigration |
| 2009 | Feb. | Delegation of 11 Canadian Parliamentarians attended the inaugural Inter-parliamentary Coalition for Combating Anti-Semitism (ICCA) conference in London |
| | Jun. 1-2 | Canada hosted a conference with partners from the United States and France (our Liaison countries) entitled "The M.S. St. Louis Era: Looking Back, Moving Forward" which brought together government officials, academics, educators and civil society |
| | Jun. 24 | Canada became the 27th member of the Task Force for International Cooperation on Holocaust Education, Remembrance and Research (ITF) |
| 2010 | Feb. | Approval for the Assessed Contribution to the Task Force for International cooperation on Holocaust Education, Remembrance and Research beginning in 2009-10 fiscal year |
| | Nov. 7-9 | Canada hosted the second ICCA Conference in Ottawa; the Ottawa Protocol was ratified |
| 2011 | Jan. 20 | Wheel of Conscience monument to commemorate the M.S. St. Louis unveiled at Pier 21 |
| | Mar. 25 | National Holocaust Monument Act received royal assent |
| | Jul. 8 | Minister Kenney issued a statement on the release of the report of the Canadian Parliamentary Coalition to Combat Anti-Semitism released |
| | Sept. 19 | Minister Kenney signed the Ottawa Protocol |
| | Dec. 1 | Canada confirmed as the 2013 Chair at ITF meeting in The Hague |
| | Dec. 13 | Mario Silva appointed Canadian Chair |
| 2012 | Mar. 6 | Canada joined the Troika as future Chair at a ceremony in Berlin |
| | May 23 | Names of the members of the Advisory Council for the ITF announced |
| | Dec. 10-13 | The ITF changed its name to the International Holocaust Remembrance Alliance (IHRA) at a Plenary in Liège, Belgium |

| | | |
|------|----------|---|
| 2013 | Jan 27 | CIC launched an Award for Excellence in Holocaust Education open to Canadian teachers |
| | Feb | Office of Religious Freedom announced |
| | Mar 5 | Handover ceremony for the Chairmanship of the IHRA in Berlin |
| | Mar 13 | New CIC website (Canada and the Holocaust) launched |
| | Apr 24 | “If Not Now, When? Responsibility and Memory after the Holocaust” Conference at the Max and Tessie Zelikovitz Centre for Jewish Studies, Carleton University, funded by CIC; \$200K Canadian Heritage funding for art provenance research announced |
| | Jun | IHRA meetings in Berlin |
| | Oct 6-7 | Academic Conference (New Scholars, New Research on the Holocaust) at the University of Toronto |
| | Oct 5-10 | IHRA meeting in Toronto |
| | Oct 9 | Winner of Award for Excellence in Holocaust Education announced |
| 2014 | Feb 25 | UK took over as chair of the IHRA |
| | | Dr. Andrew Bennett, Canada's Ambassador for Religious Freedom, appointed Canada's new Head of Delegation to the IHRA |

Appendix B: Logic model of Canada's membership in the IHRA



Appendix C: Evaluation matrix

| Evaluation issue | Indicators | Methodology |
|--|---|---|
| Relevance | | |
| 1. Is there a continued need for Canada to belong to the IHRA? | <ul style="list-style-type: none"> ▪ Trends in level of awareness of the Holocaust and levels of anti-Semitism, racism and xenophobia in Canada and internationally ▪ Perceptions of stakeholders regarding continued need for Canada to belong to the IHRA | <ul style="list-style-type: none"> ▪ Literature review ▪ Interviews |
| 2. Is membership in the IHRA aligned with departmental and government-wide priorities? | <ul style="list-style-type: none"> ▪ Alignment between objectives of membership in the IHRA and departmental and government-wide priorities ▪ Perceptions of stakeholders regarding alignment between membership objectives and departmental and government-wide priorities | <ul style="list-style-type: none"> ▪ Document review ▪ Interviews |
| 3. To what extent is membership in the IHRA aligned with federal roles and responsibilities? | <ul style="list-style-type: none"> ▪ Alignment between Canada's IHRA activities and federal mandates and obligations ▪ Perceptions of key stakeholders regarding the alignment and appropriateness of CIC and GoC IHRA activities | <ul style="list-style-type: none"> ▪ Document review ▪ Interviews |
| Performance | | |
| 4. How has Canada's membership in the IHRA affected Holocaust education, remembrance and research in Canada? | <ul style="list-style-type: none"> ▪ Perception of key stakeholders regarding the impact of Canada's membership on activities in Canada ▪ Extent to which activities/funding related to Holocaust education, remembrance & research within Canada have changed (e.g. increased, decreased, focus) since joining IHRA | <ul style="list-style-type: none"> ▪ Interviews ▪ #, type, value of activities supported by Canada since joining IHRA |
| 5. Has awareness and understanding of the Holocaust and its causes and consequences improved in Canada? (Immediate Outcome) | <ul style="list-style-type: none"> ▪ Trends in level of awareness and understanding of the Holocaust in Canada ▪ Perceptions of key stakeholders regarding levels of awareness and understanding of the Holocaust and its causes and consequences in Canada ▪ Number and nature of awareness and education activities in Canada related to IHRA membership | <ul style="list-style-type: none"> ▪ Document Review (IHRA plans and reports) ▪ Literature review ▪ Interviews |
| 6. To what extent did Canada meet its objectives for its Chair year? <ul style="list-style-type: none"> • Internationally • Within Canada | <ul style="list-style-type: none"> ▪ Comparison of plan to achievements | <ul style="list-style-type: none"> ▪ Document review ▪ Interviews |
| 7. How has Canada contributed to the IHRA? | <ul style="list-style-type: none"> ▪ Perception of key stakeholders regarding Canada's contribution to the IHRA ▪ Role of Canadian experts in IHRA Committees or WGs ▪ Canada's role in improving IHRA effectiveness | <ul style="list-style-type: none"> ▪ Interviews ▪ Document review (IHRA plans and reports) |
| 8. How has Canada's approach to building an integrated and socially cohesive society been conveyed internationally through the IHRA? Has it influenced the IHRA? (Immediate Outcome) | <ul style="list-style-type: none"> ▪ Perception of key stakeholders regarding the influence of Canada's approach to building an integrated and socially cohesive society ▪ Extent to which Canadian approaches were raised/discussed at IHRA meetings | <ul style="list-style-type: none"> ▪ Interviews ▪ Document review (IHRA plans and reports) |

| Evaluation issue | Indicators | Methodology |
|---|--|---|
| 9. To what extent has Canada's membership in IHRA helped demonstrate Canada's leadership in Holocaust education, remembrance and research in Canada and internationally? (Intermediate Outcome) | <ul style="list-style-type: none"> ▪ Perception of key stakeholders regarding Canada's leadership in Holocaust education, remembrance and research internationally ▪ Perception of key stakeholders regarding the government's leadership in Holocaust education, remembrance and research within Canada | <ul style="list-style-type: none"> ▪ Interviews |
| 10. Has Canada's membership in the IHRA had any unintended consequences (positive or negative)? | <ul style="list-style-type: none"> ▪ Perception of key stakeholders regarding the impact of Canada's membership on activities in Canada | <ul style="list-style-type: none"> ▪ Interviews |
| Resource Utilization | | |
| 11. Could Canada contribute to the IHRA more effectively/efficiently? | <ul style="list-style-type: none"> ▪ Perception of key stakeholders regarding the effectiveness/efficiency of Canada's contribution to the IHRA | <ul style="list-style-type: none"> ▪ Interviews |
| 12. Are there alternative ways in which Canada could participate in and support Holocaust education, remembrance and research? | <ul style="list-style-type: none"> ▪ Perception of key stakeholders on more effective/efficient ways of achieving intended outcomes ▪ Perceptions of key stakeholders regarding the effectiveness/efficiency of alternative international fora in achieving intended outcomes ▪ Similarity of mandates and activities of other international fora | <ul style="list-style-type: none"> ▪ Interviews ▪ Document Review |