

Towards Diversity and Equity at Queen's:
A Strategy for Change

Final Report of the
Principal's Advisory Committee on Race Relations

Queen's University

February 28, 1991



A Supplement to the Queen's Gazette
Volume XXIII Number 11
April 8, 1991

1 Introduction

The work of the Principal's Advisory Committee on Race Relations has been to set the University on a course of change to achieve an institution where: 'Every member of the University-faculty, staff or student - has the right to freedom from discrimination in the University because of race, ancestry, place of origin, colour, ethnic origin, citizenship, and creed.'¹

Our activity may be placed within a broader framework of change at Queen's, guided by the:

'principle of the equal dignity of every member of society as a rational and self-determining human being. The University cannot flourish if some members are made to feel their concerns and needs rate lower than those of others. Queen's has an obligation to create and maintain an environment in which all its members may pursue their common purpose without fear of injustices, indignity or bodily harm.'²

Canadian society has changed dramatically in the past three decades, not only demographically, but also in terms of public attitudes and social policies. Human diversity is a fact, and it will increase; there is both public and official acceptance of this diversity. Queen's has educational, ethical and legal obligations to embrace these changes. Many prefer that we be at the forefront of these changes, and expect that we will be so:

'Queen's University is expected to set standards: academic standards, ethical standards, standards of tolerance, and of human and social behaviour.'³

As a university of national standing, we must judge ourselves by national criteria. Institutions often lag behind political and demographic changes in society; however, at some point, the discrepancy needs to be addressed. This point has arrived, indeed is overdue, at Queen's.

Implementation of the recommendations of this Report, we believe, will be an important step toward such

change at Queen's. It will enable us to take a proactive position with respect to racism, while at the same time establishing an effective means to deal with racial discrimination.

The Committee (See Appendix 1) has sought to fulfill its Terms of Reference (see Appendix 2) by consulting broadly in the University and the Kingston community, holding a number of public and private meetings, and examining race relations policies and practices at some other universities (see Appendix 3).

Over the course (since March 1989) the Committee has met forty-two times, has held two open forums (in November 1989) to discuss issues of racism generally, organized two sets of public Workshops (in March and October 1990) on ten specific topics (see Appendix 4) in order to receive suggestions for recommendations, and has held numerous discussions with individuals and groups. In addition, a Draft Report was presented in December, 1990 for comment and discussion. These further consultations have led to some clarifications and elaborations that appear in this Final Report. In particular, clarifications about some areas of common concern are included in Section 9, such as evidence for racism at Queen's, academic freedom, categorizing by race, quotas, and the meaning of excellence. The preparation of the recommendations was done in small working groups, with the assistance of many persons who were not members of the Committee. This Report is the result of this process of consultation and participation. We acknowledge and thank all those who assisted, challenged, and scoffed; without their concern, and their heated and pointed questions, we could not have achieved the range, or the depth of the contents of this Report.

Part way into the work of the Committee, (in November, 1989) we advised the Principal that there is a problem of racism at Queen's. This conclusion was based upon evidence

gathered by the Committee from a large number of sources, including the examination of University publications (policies, calendars etc), and the statements of many individuals and groups who had observed, or been the victims of, racism at Queen's (see Section 9 a). Our finding prompted him to declare that 'Queen's University must be committed and strive to create a collegial learning environment where racism no longer exists. Racism should not be tolerated at this University'. The present Report is based upon the judgment that racism is a problem, and that it should not be tolerated at Queen's.

This Report is firmly rooted in principles of human rights. From the United Nations Declaration, to the Canadian Charter of Rights and Freedoms, and to the Ontario Human Rights Code, there is universal acceptance that individuals should be free from discrimination and harassment because of their inclusion in a definable group. In particular, Section 10 of the Ontario Human Rights Code places a responsibility upon the University to consider not only the intent, but also the effect of various policies and programmes upon racial minorities. Moreover, the Ontario Human Rights Code (Section 13) permits special programs to pursue collective rights for disadvantaged groups. Our Committee has adopted this human right perspective in an attempt to achieve consensus about what Queen's ought to strive for as an institution. The goal, quite simply, is to welcome diversity and achieve equity, so that we can better meet the needs of all members of Canadian society.

In this Report, we identify *objectives*, make *recommendations*, and indicate to whom we believe the recommendations should be conveyed by the Principal for appropriate action. This structure, we believe, allows for the building of consensus in the University around the objectives, even though there may be some disagreement about how to achieve these ob-

jectives, or who should be responsible for achieving them. We further believe that if the objectives can be agreed upon, then the resulting sense of common purpose and goodwill can form the basis for further agreement about specific actions and responsibilities.

We have examined racism at Queen's in a number of domains. Rather than reporting each domain separately, we attempt to present an integrated account, one that emphasizes the relationships among the issues. There are six main sections: Recruitment and Admission of Students; Hiring/Appointment, Promotion and Tenure; Curriculum and Library; University Climate; Im-

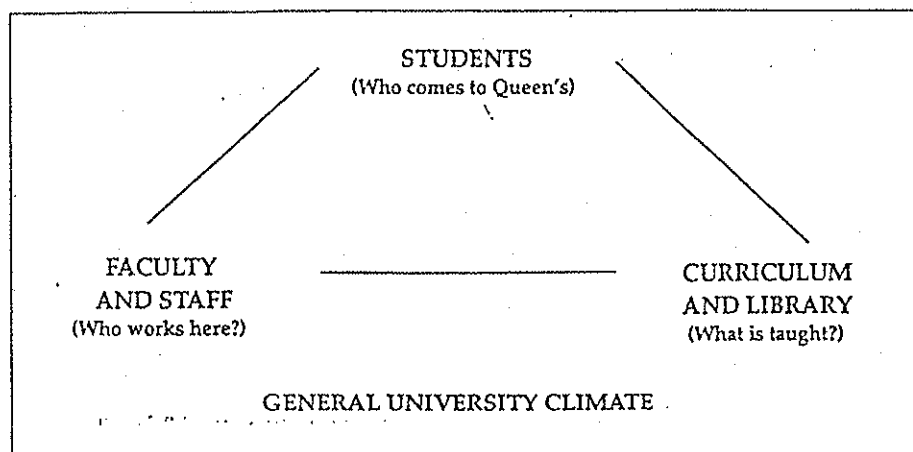
plementation and Complaints Procedures.

The first three are intimately connected: *who* comes to study at Queen's, *who* teaches and provides services here, and what is taught and learned, are issues that affect each other, and must be addressed, and changed, together (see Figure). All three issues are set in a general university climate that includes:

- support services (counselling, housing, food);
- information (publications and promotional materials);
- cultural policy (art, concerts, lectures) and awards (including honorary degrees);

- religious observances and the scheduling of activities (exams, holidays);
- graduate supervision and research ethics;
- orientation;
- relationships with the broader Kingston community.

The final two sections deal with procedures for handling complaints and with implementation. The latter proposes a way in which Queen's can undertake, and monitor, the changes which are necessary to establish an anti-racist university, where every person can feel welcome, valued and justly treated.



2 Definitions

A Racism and Race

By *racism* we mean the negative valuing and discriminatory treatment of individuals and groups on the basis of their race. Beyond this definition, we wish to identify some aspects of racism that are meant in this Report:

(i) The term *race* is intended to focus on visible minorities and First Nations peoples. In keeping with the Ontario Human Rights Commission usage 4, the term *race* is also used to include all race-related grounds: race, ancestry, place of origin, colour, ethnic origin, citizenship and creed.

(ii) *Racism* can be manifested in both personal attacks and insults, and in the structure of social institutions. This is the well-known distinction between personal racism (insults, harassment and discrimination directed at individuals), and institutional or systemic racism (the conventional practices or structures of institutions whose effects are to exclude, or discriminate against individuals or groups). Thus, racism can be present in apparently neutral arrangements, as well as in hostile acts.

(iii) *Racism* may be intentional or unintentional. It can be the result of activity or arrangements that set out to discriminate or harm, or it can result from ignorance or inadvertence. The presence of racism can be detected by its effects, in addition to its intent.

(iv) *Racism* is more than prejudice: it involves differential power to act on such prejudice, leading to discrimination, inequality and exclusion. In this Report, we are particularly concerned with racism as it affects those in a minority position. However, discrimination directed towards any individual or group is unacceptable.

(v) *Racial minority group* is the term used to refer to visible minorities and First Nations peoples unless otherwise expanded to include other groups mentioned in (i) above.

B Anti-racist Perspective

This Report adopts an *anti-racist* stance. Not only does it not accept the promotion of racism at Queen's, it does not accept it as a legitimate point of view within the range of academic discourse (see Section 9 b). This Re-

port advocates an explicit anti-racist position as the only ethically and educationally acceptable position for a just and humane institution. A university that is merely *non-racist* may be seen as tolerating racism as an acceptable point of view; this we reject.

C Human Diversity

While this Report focuses on the racial aspect of human diversity, we recognize that Canadian society has other dimensions to its diversity: gender, culture, disability, sexual orientation and economic disadvantage. After lengthy discussion, the Committee agreed that the racial issues would be blurred if all disadvantaged groups were addressed in one document. For example, sexism, racism and classism are inextricably linked, but the mandate of the Committee was to address racism. However, attention must be paid, and objectives set by the University, to change the double and sometimes triple disadvantage that some members of society face.

3 Recruitment and Admission of Students

Education is a basic human right which should be accessible to all segments of society. In reality it is not. Post secondary education is available, but it is not accessible to specific groups within our society for a multitude of reasons which include race and class inequality. In a society which values and rewards individual achievement, racism acts as an impediment to individual and group accomplishment for racial minority students. The consequences of past and present discrimination to these students are enormous and incalculable.

Racial minority students are under-represented in the university population generally, and in particular, at Queen's. This under-representation is a direct result of the systemic racism which pervades all levels of the education process. In particular, streaming and assessment practices from the earliest years through to the end of secondary school, divert members of racial minority groups from the university track. University structures and procedures in areas such as recruiting and admissions maintain and reinforce barriers that racial and ethnic minority students face as they assert their right to a post secondary education.

Systemic racial discrimination within the education system is experienced from the point of entry for racial minority students, and continues unabated until their point of departure. For many students, the day to day struggle against historic and systemic racial discrimination culminates in an inadequate secondary education, and limited or restricted access to post secondary education.

Queen's University should, within its recruitment and admissions policies and procedures, find a method that incorporates recognition of this systemic racial discrimination. Further, it should recognize that this discrimination has and will continue to affect life opportunities, including access to postsecondary institutions, for racial minority students. Policies and practices must be developed and implemented which are actively anti-racist and non-discriminatory.

A General recommendation for recruitment and admissions

1 Queen's University should make a concrete commitment to anti-racism and equality in recruitment and admissions. This commitment should include recognition and admission of past inequality, and should articulate the need to continue looking for ways to improve the accessibility to

Queen's for racial minorities.
(Responsibility: Principal)

B Recruitment of Students

Recruitment of Students: Objectives

- 1 To ensure that recruitment policies and practices are actively non-discriminatory.
- 2 To recognize that the traditional recruitment process is discriminatory in its effect.
- 3 To develop and implement recruitment policies and practices which will make Queen's attractive and accessible to racial minority groups.

Recruitment of Students: Recommendations

- 1 The entire recruitment process should be examined; the goal is the elimination of racial and ethnic bias, and the implementation of a positive and affirmative recruitment policy for racial minorities.
(Responsibility: Registrar)
- 2 The selection of high schools from which Queen's recruits candidates should be analyzed for any bias, and the list should be expanded to include high schools with large populations of racial minority students.
(Responsibility: Registrar; AMS)
- 3 Queen's recruitment activities should extend into First Nations, visible and ethnic minority communities; and in so doing Queen's should acknowledge and articulate the existence of past and present inequalities in the recruitment and admissions process. Recruiters should address and directly convey the commitment of Queen's to anti-racist, non-discriminatory policies and practices.
(Responsibility: Registrar)
- 4 Individuals who represent Queen's in recruitment should include racial minorities.
(Responsibility: Registrar)
- 5 A review of the recruitment practices of other Canadian universities for racial minority students should be undertaken by Queen's in order to see what can be learned and what should be avoided.
(Responsibility: Registrar)
- 6 All promotional materials should portray a diversified Queen's.
(Responsibility: Registrar; Public Relations)
- 7 An active recruitment policy focusing on historically under-represented and disadvantaged racial mi-

norities should be developed. This policy needs to specifically define disadvantaged and under-represented groups.

(Responsibility: Registrar)

8 One 'liaison officer' should have the following two responsibilities:

- a) foster and maintain ongoing contact with racial minority groups
- b) to integrate these objectives within the existing recruitment liaison positions.
(Responsibility: Registrar)

C Admissions

Admissions: Objectives

- 1 To ensure that the presence of systemic racism is acknowledged, and recognized as a factor to be considered in the admissions process.
- 2 To ensure that the selection process for admissions is free of racial bias and discriminatory practices.
- 3 To admit more racial minority students in the undergraduate/graduate/professional faculties, to a level that at least reflects their percentage in the Canadian population.
- 4 To increase accessibility to Queen's for racial minority students who may not meet traditional admissions criteria.

Admissions: Recommendations

- 1 Queen's should undertake to obtain data on diversity, based upon self-identification (see Section 9 c) in the Queen's student population for recruitment and admission purposes. These data should distinguish between international, permanent residents, and Canadian students. Racial minority students should sit on the committee which develops and reviews the questionnaire.
(Responsibility: University Registrar, Graduate Registrar)
- 2 Specific goals (see Section 9 d) need to be set which will at least make the number of racial minority students admitted to Queen's reflective of their percentage in the overall Canadian population.
(Responsibility: Registrars)
- 3 A substantial proportion of the existing bursary money should be designated for racial minority students. A new bursary fund should be developed to assist racial minority students. The availability of this money should be publicized in high schools, universities, appropriate communi-

ties and their media.
(Responsibility: Registrars)

4 An admissions equity program needs to be developed and implemented. This program should include a tie breaker* process which factors in the additional barriers that racial minority students must have overcome in order to achieve academic excellence. Racial minority applicants should be viewed as special, and/or advantaged, rather than disadvantaged with respect to admissions requirements.
(Responsibility: Registrars)

*A tie breaker process may be defined as the following: When a racial minority student and a white student appear equal on paper, it should be remembered when deciding which applicant to accept, that the racial minority student has had to overcome systemic racism within the education system and is therefore likely to be the stronger applicant.

5 Racial minorities should be represented at every stage of the admissions process. This includes, but is not restricted to, positions on admissions selection committees.
(Responsibility: Registrars, Departmental Graduate Admissions Committees)

6 Faculties should implement ongoing yearly reviews of their admissions policies and criteria with respect to race and ethnic diversity.
(Responsibility: Deans)

7 A commitment should be made by each Faculty to establish yearly goals for racial minority admissions.
(Responsibility: Deans)

8 A professional development training program should be developed and implemented for admissions committees in order that they can learn new ways of evaluating scholarship without bias.
(Responsibility: Personnel; Registrar)

9 A comprehensive review should be undertaken of the process of application for admission in order to eliminate any inherent bias. This should include an assessment of the criteria necessary for admission to Queen's. Policies which determine the acceptability of non-Canadian qualifications and degrees should be reviewed for bias.
(Responsibility: Registrars)

10 A one-year preparatory program should be developed for students who wish to enter university and who have the potential, but who lack the required academic preparation and skills which would enable them to enter and succeed. Queen's should examine the existing programs currently in place at the University of Toronto and Dalhousie University before setting up its own program. (see Appendix 3)
(Responsibility: Principal, Deans)

4 Hiring, Appointments, Promotion, Tenure

The University needs to better represent the character of the Canadian workforce population, for two reasons: it is essential on educational and ethical grounds, and it is required to do so as part of the the Federal Contractors Program.

In June 1987, as part of an agreement to bid on Federal Government Contracts of over \$200,000, Queen's University committed to implementing an employment equity program. Part of that commitment was to do a census to see how representative women, aboriginal people, visible minorities and persons with a disability are in the Queen's Workforce. The Employment Equity Census of January 29, 1990 (*Queen's Gazette* - October 22, 1990) showed that racial minority employees were under-represented on the Queen's campus. The second part of that commitment is to set numerical goals (see section 9 d) and timetables as well as institute special measures, as allowed under section 13 of the Ontario Human Rights Code, in order to correct the imbalance of qualified racial minority faculty and staff.

A Hiring/Appointments

Hiring/Appointments: Objectives

1 Hire/appoint more racial minority group members (visible minorities and First Nations peoples) in all of the major occupational groups (Abella Codes)⁵ since Queen's is below the provincial percentage for racial minorities, in the workplace, in all 12 occupational categories (Queen's Em-

ployment Equity Census 1989 and Statistics Canada Census 1986). The general objective is that the job distribution at least reflect the racial and ethnic diversity of the Canadian working population.

2 Appoint more racial minority persons into tenure track positions.

3 Hire/appoint more racial minority persons into higher positions or levels of responsibility throughout the University (Academic & Non-academic) so as to provide additional perspectives at the decision-making levels but also appropriate role models in the system.

4 Ensure a fair distribution of racial minorities in committee appointments in order to attain diversity.

Hiring/Appointments: Recommendations

1 Hire/appoint qualified racial minority group members in their areas of expertise, so that they reflect, but are not limited to their percentage in the Ontario workforce.
(Responsibility: Selection Committees)

2 Appoint qualified faculty from racial minority groups with the appropriate interest and expertise to teach courses on racial and cultural studies. Where this is not possible, then appoint qualified faculty with a demonstrated commitment to anti-racist education to teach these courses.
(Responsibility: Selection Committees)

3 Develop specially funded programs (or extend QNS) to recruit suitably qualified candidates from racial minority groups (this is not to be seen as a substitute for the regular appointment process).
(Responsibility: Principal)

4 Redefine, best qualified and excellence (see Section 9e), so as to acknowledge relevant life experiences, academic/training equivalences (eg foreign credentials), service on committees, counselling, contribution to racial minority publications, community service etc.
(Responsibility: Council on Employment Equity)

5 Focus advertisements to indicate the commitment to hiring/appointing members of racial minority groups:

a) Contents of advertisements should reflect a strong desire to attract candidates from racial minority groups, and that Queen's is signatory to the Federal Contractors Program.

b) In addition to standard professional journals, jobs should be advertised in publications specifically directed to members of racial minority groups (eg Share, and Contrast).

c) Request Chairs of university departments in Canada to suggest the names of possible candidates from racial minority groups.

d) Develop a proactive recruitment strategy which involves racial minority communities to attract qualified

candidates to fill available positions (Responsibility: Personnel, Deans, Department Heads)

6 Ensure that a complete statistical review (see Section 9 c) is done on all hiring and appointments. Part of this applicant tracking review would include total number of applicants, numbers interviewed, numbers hired, and at what level. The number of candidates from racial minority groups must be clearly indicated at all stages of the hiring/appointments process. This is currently done for men and women and would be expanded through a self-identification applicant tracking process approved by Ontario Human Rights legislation (Section 13). (Responsibility: Employment Equity Coordinators)

7 Develop a search committee information package to assist in conducting creative, affirmative searches from the time of identifying departmental needs through to the final choice among candidates. This package would contain facts on human rights issues including racism and relevant legislation. (Responsibility: Personnel)

8 All selection committees should be prepared to justify their selection(s) and, where applicable, to account for the non-selection of candidates from racial minority groups. (Responsibility: Personnel, Principal, Deans, Employment Equity)

9 Ensure that the University adheres to Federal Employment and Immigration Department policy of hiring Canadian citizens and permanent residents over foreign applicants. This allows qualified Canadians with a racial minority ancestry to be hired/appointed first. (Responsibility: Principal)

10 Ensure that the top rated, suitably qualified candidate from a racial minority group is seriously entered into the competition. Such a candidate who has self-identified through the University's applicant tracking program, should be invited for an interview. (Responsibility: Directors, Deans, Department Heads)

11 Ensure that distance is not a factor in bringing qualified candidates for interview. (Note: This takes into account the fact that, given the relative dearth of local candidates from racial minority groups, it may be necessary to recruit them from farther afield.) (Responsibility: Directors, Deans, Department Heads)

12 Given that racial minority women have been identified as dou-

bly disadvantaged, ensure in all recruitment interviews, issues of parental leave, child care, tenure expectations, available support systems and the quality of life in the surrounding community are addressed. Also allow for the possibility of flexible appointments, eg shared appointments, delayed appointments, etc. (Responsibility: Directors, Deans, Department Heads)

13 Provide incentives (such as additional full-time positions), to departments that succeed in hiring/appointing outstanding candidates from racial minority groups. (Responsibility: Principal)

14 In order to ensure that representation of racial minority groups does not fall below current levels, any vacancies arising from retirement or resignation of such persons should be designated for replacement in the University and where possible in the department being vacated, by a qualified visible minority or First Nation person. (Responsibility: Principal)

15 Encourage faculties and departments to define what constitutes 'success' or 'quality' in the world outside academe, and recruit from among these experienced practitioners. (Responsibility: Deans, Department Heads)

16 A demonstrated commitment to hiring/appointment of racial minority faculty and staff should be tied into management performance reviews and merit pay increases. (Responsibility: Principal, Vice-Principals, Directors, Deans, Department Heads, Managers)

17 Encourage the participation of, and appoint members of, racial minority groups to the Board of Trustees, Senate, Advisory Committees, in fund raising campaigns, etc. (Responsibility: Principal, Vice-Principals)

18 Develop programs which bring in senior faculty from other universities from racial minority groups for short-term exchanges. (Responsibility: Deans, Department Heads)

19 Review existing hiring and promotion practices in order to identify systemic barriers to employment at Queen's. This is a requirement of the Federal Contractors Program. (Responsibility: Faculty Advisor on Employment Equity, Employment Equity Coordinator, Personnel)

20 Most international students are racial minorities; should they need to

earn money they can only do so by finding work at the University. University employers should give first consideration to qualified candidates from this group when filling casual and temporary positions at all levels. The AMS Work Bursary program could be the vehicle for dealing with this area, as this mechanism is already in place.

(Responsibility: Personnel, Department Heads, Individual Supervisors, AMS)

B Tenure and Promotion

Tenure and Promotion: Objectives

1 Increase the number of racial minority group members (visible minorities and First Nations peoples) who are tenured.

2 Increase the number of racial minority persons who are assistant, associate and full professors.

3 Increase the number of racial minority persons who are in upper and middle management, and are managers/supervisors in the professional, semi-professional, supervisory and foremen/women categories.

Tenure and Promotion: Recommendations

1 Promote more racial minority group members into tenured positions so that they reflect but are not limited to their percentage in the Ontario workforce. (Responsibility: Tenure Committees)

2 Promote more racial minority group members into higher faculty ranks/staff occupational categories so that they reflect but are not limited to their percentage in the Ontario workforce. (Responsibility: Promotion and Selection Committees)

3 Ensure that appeal procedures, especially for appeal of promotion and tenure decisions and salary increments are free of racial bias. (Responsibility: Senate)

4 Since numbers of racial minorities are low among faculty, and pressures to become involved in committee work are high, an effort should be made to balance teaching, research and committee responsibilities to enable new racial minority faculty to establish themselves. (Responsibility: Deans, Department Heads)

5 Encourage faculty to seek out scholars from racial minority groups for collaborative teaching and research, etc. (Responsibility: Faculty)

6 Seek ways to recognize the additional responsibilities (such as counselling and mentoring) that are an inevitable part of the life of racial minority faculty members. (Responsibility: QUFA, QUSA, AWTAQ, Unions, Department Heads, Tenure & Promotion Committees)

7 Recognize the legitimacy of a variety of publication outlets, including those which cater to racial minority interests. (Responsibility: Tenure and Promotion Committees)

8 Ensure, that as far as possible, at least one racial minority member should sit on Tenure and Promotion

decision and Policy Committees. (Responsibility: Department Heads, Senate)

9 Inform new racial minority faculty and staff fully about all aspects of review for tenure and promotion. (Responsibility: Deans, Department Heads)

5 Curriculum and Library

What is taught at a university should meet the needs of the students, and be within the competence of the faculty. While no University can teach everything, from all points of view, our judgment is that Queen's has remained too narrow and exclusive, and could do more to meet the needs of diverse students in the Canadian, and international populations. The Eurocentric character of the Queen's curriculum is not in keeping with the multicultural character of the Canadian population, or with our international obligations.

A Curriculum

Curriculum: Objective

Establish a more balanced curriculum by addressing and correcting the lack of interdisciplinary studies, lack of curriculum dealing with non-European cultures, and the inadequate use of indigenous materials. In all respects, the concept of Canadian content in curricula should reflect the Canadian mosaic. The resistance to changes in curriculum by students and faculty must also be addressed in order to establish a curriculum that reflects a multicultural and multi racial Canadian society, and prepares our graduates to work in a diverse population.

Curriculum: Recommendations

1 The University should develop a policy that will promote anti-racist education. Priority should be given to finding new resources or reallocating existing resources. This may involve the consolidation of existing programs (eg African Studies, Latin American Studies). (Responsibility: Principal, Senate)

2 Each department/faculty should be required to assess existing curriculum with regard to racism, identify problem areas and state a strategy for change. (Responsibility: Principal, Deans, Department Heads)

3 To ensure that a wider range of racial and cultural issues will be covered, the process of curriculum devel-

opment should be reviewed, with input from racial minority students and knowledgeable persons in the community. (Responsibility: Faculty Boards, Deans, Department Heads)

4 All course descriptions should be reviewed for accuracy. Where course content does not reflect its description, the course should be renamed to reflect what it really is (eg History of Political Thought should be renamed History of Western Political Thought to be consistent with the course description; otherwise revise course content). (Responsibility: Deans, Faculty Boards, Department Heads)

5 In reviewing curricula, science should not be exempted from ethics, with respect to anti-racist focus (ie perpetuation of myth that science is value-free) (Responsibility: Deans, Department Heads, Faculty Boards)

6 Reformulate what are considered to be core courses by:

a restructuring core courses so that they address other than Eurocentric issues.

b making anti-racist courses mandatory in certain curricula in order to prepare graduates to work in a multi-racial society. (eg Education, Social Sciences, Law, Health and other professions.)

c using inclusive language and taking care not to deny the reality of people of colour. All courses should be presented in an anti-racist, non-discriminatory manner. (Responsibility: Deans, Department Heads, Faculty)

7 The language requirement in some graduate programs should be examined for relevance, particularly with regard to students who already have proficiency in non-European languages. (Responsibility: School of Graduate Studies and Research, Department Heads)

8 Where course material is racist, professors should acknowledge this to their classes and be prepared to treat the material in a manner that will benefit the entire class. (Responsibility: Deans, Department Heads, Faculty)

9 In order to provide instruction in a wider range of courses, faculty should be hired who can deal effectively with courses with a focus other than the Eurocentric ones. (Responsibility: Principal, Deans, Department Heads)

10 Consideration should be given to introducing certain special interdisciplinary fields of concentration such as Black Studies, Native Studies. The establishment of a Department of Anthropology should be considered. (Responsibility: Board of Trustees, Principal, Deans)

11 Curricula in professional schools should provide appropriate training with respect to racism and human diversity in all its dimensions. (Responsibility: Deans, Heads of Departments, Faculty Boards)

12 A review of methods of teacher evaluation should be done to examine the extent to which anti-racist education is being delivered. Questions regarding the instructor's attitude on racism, and course content, should be included in the evaluation. (Responsibility: Deans, Department Heads)

13 Ensure that all courses are evaluated by students so that undesirable biases can be identified. (Responsibility: Departmental Student Councils, or equivalent groups)

B Library

The library will obviously have a central role in moving Queen's towards a more hospitable environment for racial minorities. There is no point in moving to anti-racist, multicultural curricula if the material to support this approach is not available in the library. (Responsibility: Principal, Senate)

Library: Objective:

Change the process of acquisitions, and cataloguing where necessary in order to provide more balanced reference material. A less Eurocentric approach should be adopted. Appropriate steps should be taken in planning the library for the 21st century so as to ensure that the current situation is not perpetuated.

Library: Recommendations

1 Student input to library acquisitions should be actively encouraged. For example, announcements should be placed in the *Queen's Journal* and

other student publications to elicit suggestions for new acquisitions. (Responsibility: Library, University Publications)

2 Thematic bibliographies on racial issues should be developed to supplement Q-Line. (Responsibility: Library)

3 Develop promotional and information guides to improve access to bibliographic information (eg bookmarks on racism). (Responsibility: Library)

4 Use the "Planning for the Library of the 21st Century" as an opportu-

nity for critical action on acquisitions, organization of the access to holdings, special collections, staff recruitment and training, library environment, all in support of an anti-racist university. (Responsibility: Planning Committee)

5 The library campaign and the Queen's Challenge should work towards the creation of an endowed special collection for library materials of an anti-racist, anti-ethnocentric nature, as required to address the recommendations for changes in the curricula. (Responsibility: Queen's Challenge Campaign, Library)

6 University Climate

This section draws together a number of domains of concern, all of which establish the climate for teaching, learning and living at Queen's.

A General Climate

Climate: Objective

To correct the under-representation of racial minorities and their views at all levels of the University community, in order to make the climate more welcoming. To provide a learning and living environment and support services that will ensure that racial minority students, staff and faculty will feel welcome and valued, and will remain at Queen's.

Climate: Recommendations

1 Make a clear statement of commitment to the value and importance of human diversity among all those associated with the university. (Responsibility: Principal, Board of Trustees, AMS)

2 Make a clear statement of commitment to attract applicants (students, faculty, staff) from racial minority groups. (Responsibility: Principal, Board of Trustees, AMS)

3 Encourage the formation and maintenance of peer support groups in order to encourage racial minorities to stay once they have been hired/apointed. (Responsibility: QUFA, QUSA, AWTAQ, Unions)

4 Support services for racial minority students needs to be developed. Information on racial minority organizations on campus should be sent out with orientation packages. Funds should be made available to these organizations in order that they can produce this material. (Responsibility: Vice-Principal Oper-

ations, and University Relations)

5 Establish an 'open' process for the formation of all University committees to be comprised of faculty, staff and students. All members should have equal voting rights. (Responsibility: Department Heads)

6 Provide education and training on anti-racism and cross-cultural sensitivity for all committees, with a special emphasis on committee chairs. (Responsibility: Personnel)

7 All administrators should be accountable for their demonstrated contribution to the University's commitment to employment equity. (Responsibility: Principal, Vice-Principals, Deans, Director, Department Heads, Managers)

8 Eliminate the possibility of racial bias in marking, for example by using student numbers on examinations, or by other appropriate means. (Responsibility: Registrar, Faculty, Senate)

B Support Services

Objective

To provide services that are suitable and available to all students, staff and faculty.

A Policy: Recommendations

1 A University policy should be written which affirms the role of services to traditionally disadvantaged groups within the context of the academic mission of the University. (Responsibility: Vice-Principal, Human Services, Vice-Principal, Operations)

2 The policy should have the five following 'prongs' which will lead to changes in structures, behaviour and practices:

a) it should condemn discrimination against all persons and groups, including racial minorities.

b) it should celebrate, and give positive expression to, the impact which human diversity makes on the University;

c) it should make services available, accessible and sensitive to all individuals and groups;

d) it should provide for monitoring of services, with sanctions for violations. It should state that everyone should be held accountable for upholding this policy;

e) it should evolve from a full discussion in the Queen's community about the appropriate balance between a punitive and educational approach to transgressions of human rights;

f) in developing the policy, anti-racist and racial minority organizations should be consulted. (Responsibility: Vice-Principal, Human Services, Vice-Principal, Operations)

B Personnel Services: Recommendations

These recommendations speak to Personnel Services as a support service in non-academic hiring.

1 Selection Committees for non-academic staff and the selection process should include racial minority groups in order to increase sensitivity. (Responsibility: (Personnel, individual employers)

2 Openness and sensitivity to diversity should be incorporated into job description requirements, with qualifications based solely on bona fide requirements of the job, with relevant non-Canadian training, experience and credentials treated equitably. (Responsibility: Personnel, individ-

ual employers)

3 Accelerated timetables for change and goals should be set for the implementation of employment equity targets in hiring non-academic staff (for example, three years rather than five or ten).

(Responsibility: Council on Employment Equity)

C Service Structure and Delivery: Recommendations

1 Provision should be made for ongoing racism awareness and cross-cultural sensitivity training for all personnel and volunteers engaged in support services.

(Responsibility: Personnel)

2 Support Services should have an internal and external system of ongoing critical review and monitoring. These programs should be developed with the participation of racial minorities.

(Responsibility: All Support Services Directors)

3 Support Services should examine the cultural appropriateness and inclusiveness of their services and programs in order to eliminate racism and ethnocentrism.

(Responsibility: All Support Services Directors)

a) consideration should be given to providing more cultural diversity in food services under present and future contracts.

(Responsibility: Residences and Food Operations Manager)

b) consideration should be given to the provision of alternative housing for those who wish to live in residence without the food plan, and require kitchen facilities to meet cultural dietary needs. This could be achieved by transforming some of the Queen's off-campus housing into residences for students with such dietary needs.

(Responsibility: Director of Residences)

c) Apartments and Housing should establish and monitor criteria for the listing service, and investigate complaints about landlords who discriminate against racial minorities.

(Responsibility: Director of Apartments and Housing)

C Information, Publications and Promotional Materials

The University presents itself to others in part by way of its publications. The Committee has reviewed external publicity in the form of posters, high school liaison, pamphlets and internal publications (University, student, staff and faculty).

We have noted that in the images of Queen's life, racial minorities rarely appear in photographs, and where they do appear, they were depicted in a stereotypical manner. These pictures suggested that:

a) all members of racial minority groups are international students and that their social life revolves around the International Centre.

b) members of racial minority groups cannot be involved in integrated social activities at Queen's.

c) members of racial minority groups spend most of their free time engaging in their own social and cultural events, and that this is a sufficient outlet for their individual self-expression.

Objective

To develop Queen's publications so that they reflect the values and activities of all people at the University.

A General Recommendations

1 Develop a communications policy that provides standards, guidance, and advice on portraying diversity in Canada, and at Queen's.

(Responsibility: Race Relations Council)

2 Develop a list of dates of all major religious and similar holidays, and include these in various University publications and calendars.

(Responsibility: Public Relations)

B Queen's Journal, Gazette and Alumni Review: Recommendations

1 Ensure that members of racial minority groups are presented in pictures in a variety of different situations.

2 Include members of racial minority groups in all facets of the publications.

3 Any advertising copy that depicts members of a racial minority group should be shown to a member of that group to ensure that the image portrayed is not stereotypical offensive.

4 Seek out stories and cover events that involve or would interest members of racial minority groups on campus and in Kingston by soliciting clubs for events and suggestions.

5 Messages such as 'Merry Christmas' or 'Happy Easter' sometimes appear in Queen's publications. This courtesy should be extended to the holidays of other racial minority groups.

6 The above recommendations

apply as well to other University newspapers and newsletters, including *Golden Words*, *Surface*, *QUSA Courier* and *QUFA QFACTS*.

(Responsibility for all: Editors of publications)

C Tricolour Yearbook: Recommendation

1 Since the Yearbook is an important Queen's souvenir, it is imperative that these pages show the human diversity of Queen's campus.

(Responsibility: AMS, Tricolour Editor)

D What's Next: Recommendations

1 In the section on phone numbers, all important numbers (eg International Centre) should be included.

2 The list of clubs should be comprehensive and up-to-date, including clubs operated from the International Centre.

3 Under the Community Services section, ensure that the Kingston Community racial minority advocacy groups are included.

4 Ensure that holidays, other than Christian ones appear in the Calendar.

5 Ensure that the restaurant guide includes all types of restaurants (eg Chinese, Indian).

(Responsibility for all: AMS, What's Next Editor)

E Who's Where: Recommendations

1 Ensure that pictures include members of racial minority groups.

2 Ensure that the list of clubs is inclusive.

3 Outline the grievance procedure for cases of racial discrimination on campus, as is done for sexual harassment, and include the role of the Race Relations Officer.

4 Include a comprehensive listing of all religious institutions, not merely churches.

(Responsibility: AMS, Who's Where Editor)

F High School Liaison: Recommendation

1 Publications distributed by High School Liaison should be inclusive, and welcoming to people of all backgrounds. Many students (eg black students in Toronto) apparently do not come to Queen's because of its perceived racist image and unaccommodating climate.

(Responsibility: Registrar)

*Public Communications:
Recommendation*

1 The Public Relations Department, Studio Q (Queen's television program broadcast weekly on Cablenet 13) and CFRC should portray the human diversity that is present at the University.
(Responsibility: Heads of respective operations)

D Cultural Policies and Awards

Objective:

To ensure that the range of cultural events held at, and awards given by Queen's University reflects the diverse character of Canadian and of world cultures.

Recommendations:

1 Adopt a policy of diversification and representativeness at the University with respect to its cultural activities, including the Art Centre, concerts, theatre, and public lectures.
(Responsibility: Art Centre, Performing Arts Office, all Lectureship committees)

2 Develop a nomination process for Honorary Degrees, so that nominations of individuals from diverse groups are generated.
(Responsibility: Registrar)

E Orientation

Objectives:

An important objective of Orientation Week is to welcome *all* incoming students to the Queen's community (Jackson Report, 1990). To meet this objective the activities and the spirit of orientation must be inclusive. This general objective has been clearly defined by the Senate Committee on Student Affairs. In its 1987 report it declared that the purpose of orientation is to help students make a smooth transition into their new environment in all of its aspects. The report outlines four broad areas:

- a) emphasizing the community of Queen's, with its intellectual, cultural and social resources;
- b) providing optional events and support that will meet the variety of needs and interests of a diverse group of individuals;
- c) fostering an awareness of the community of Kingston, with an emphasis on participating in that community and building responsible citizenship; and
- d) generating enthusiasm and a

sense of pride and responsibility in becoming a member of the Queen's family.

Recommendations:

The responsibility for the following recommendations rests with the AMS, and the Orientation Activities Review Board.

Orientation Week can become a more welcoming environment for all members of the Queen's community and better meet the objectives outlined by the Senate Committee on Student Affairs if the following recommendations are implemented:

1 A member of an anti-racist group should sit on the Orientation Activities Review Board. This person should not be the AMS Education Commissioner, since this person may not have sufficient expertise about racism.

2 Orientation leaders must be aware of, and responsive to, the climate of intolerance and insensitivity that is often generated in Orientation. The selection of Orientation leaders must specifically address this issue. In order to achieve this goal, anti-racist groups must be active participants in the selection process. Furthermore, mandatory anti-racist education seminars need to be implemented for Orientation leaders.

3 Ethnic campus clubs, and anti-racist committees should be actively solicited for advice. Orientation organizers should also seek advice on racism from former organizers, orientation committees at other universities and any other interested individual or party.

4 All incoming students should be made aware of the existence of the Race Relations Officer. These advisers should hold regular office hours during Orientation Week.

5 Activities must be planned with a sensitivity towards racial minority groups. The practice of kneeling down and calling the Gaels 'god' is offensive to many religions. The offensive and subordinating activities such as Tindall Field must be abolished. The new events should be designed to promote individuality and equality.

6 Orientation activities must be diverse. A wide variety of events should take place in order to appeal to a diverse student body.

7 The central role of alcohol during Orientation Week causes many Muslim and other students to decline participation in all orientation activi-

ties. Reducing the role of alcohol during this week would help create a more welcoming atmosphere to an academic institution.

8 Ethnic campus clubs should be accessible during Orientation Week. A list of all the clubs and a contact person should be available in all orientation handbooks and at the orientation information centre (Nerve Centre).

9 An event, similar to clubs night, should take place to promote various campus and Kingston facilities to meet the needs of racial minorities.

10 Campus groups should plan orientation events geared towards the interests of the particular racial minority group that they serve.

11 The Give me a Break program should remain separate from the Chaplain's Office, and should be structured to be more welcoming to students from all religious and racial minority backgrounds.

12 The focus of Orientation must be redirected from stressing the historical traditions of elitism, to emphasizing the wide range of educational opportunities that exist in a university community. The speeches during Opening and Closing Ceremonies should be changed to meet this goal.

F Religious Observances and Scheduling

Almost 150 years after its founding, Queen's remains a largely Christian-centered institution. Members of non-Christian religious groups endure a significant measure of marginalization and discrimination. The pattern that emerges is one of systematic ethnocentrism. Consequently, many members of the Queen's community are forced to choose between their jobs or courses, and religious observances. The result is unwanted assimilation. Rather than continuing this exclusion, Queen's should foster a multi-faith environment which sends a clear message of welcome to people of all religions.

Recommendations:

1 The function of the Chaplain's Office should be reviewed.⁸ An alternative to the present arrangement would be to expand it to become a religious services group representing all religions of the Queen's community. All members of the group should have the same status within the group and within the University. Such a group would be a sounding board for members of the Queen's community needing counselling, support, and advocacy on a variety of issues relating to religious needs and University practice.

(Responsibility: Principal)

2 All departments of the administration, staff, faculty, and student government should be provided with a list of the significant religious holy days of all faiths. The scheduling of any and all University activities should be done with these dates in mind.

(Responsibility: Public Relations Department)

3 The current process for resolving scheduling conflicts during final examination periods should be expanded to cover all examinations including mid-terms, and should be widely publicized among faculty and students. Professors should emphasize that students having a scheduling conflict may use the established process, and that there will be no penalty for so doing.

(Responsibility: Registrar, Senate, Faculty)

4 There should be a simple, well-publicized 'opt-out' procedure for students not wishing to support campus events and operations serving alcohol, since this is against the practice of numerous religious groups.

(Responsibility: AMS)

5 There should be a comprehensive review of residence and support service practices which ignore the religious practices of any faith.

(Responsibility: Residence, Support Services Directors)

6 In order to ensure that sensitivity to religious concerns is a part of the agenda of the administration's response to racism and ethnocentrism, all offices, committees, advisers, (etc) relating to this area should include ethnic relations as well as race relations. It should be understood that the Race Relations Officers are in fact advisers on Race and Ethnic Relations in keeping with the definitions used in this Report.

(Responsibility: Principal)

G Graduate Supervision and Research Ethics

University Research is usually carried out by individuals working in close cooperation with others (either a supervisor or other team members). The intimate nature of this enterprise can sometimes give rise to conflictual interpersonal relationships, and at this point prejudices can intrude. And because of the private nature of the interactions, evidence about such conflicts is usually only available from

the parties directly concerned.

Many research students at Queen's are international students who may arrive without benefit of an intercultural orientation program and their supervisors may not have had much intercultural experience. Such students' academic record may also be under-evaluated; they may lack sufficient information about the country, the University and the particular program; and they may be suffering from the financial burden of differential fees. These factors and stresses may contribute to a breakdown in the working relationship.

a. Graduate Supervision: Objective

To improve the working relationships between supervisors and research students when they have different racial backgrounds.

b. Graduate Supervision: Recommendations

1 Place information about Queen's that is relevant to racial minority students in a single specific section in the Graduate School Calendar.
(Responsibility: Dean of Graduate Studies)

2 Study the rationale for maintaining the differential fee structure for international students beyond two years of Masters, and three years of Doctoral studies.
(Responsibility: Dean of Graduate Studies)

3 Seek ways to strengthen information resources, and establish inter-university collaboration in order to have a basis for evaluating academic records of international student applications.
(Responsibility: Dean of Graduate Studies)

4 Encourage faculty to seek out graduate students from racial minority groups.
(Responsibility: Faculty)

5 Develop anti-racist and cross-cultural sensitivity training for faculty involved with supervising racial minority students.
(Responsibility: Dean of Graduate Studies)

c. Research Ethics: Objective

To ensure that research with human subjects is free of racism or racial bias.

d. Research Ethics: Recommendation

1 Examine the current research ethics review procedures to ensure that all ethics committees include racism and racial bias as a basis on which to judge the ethicality of a research proposal.

(Responsibility: ARC Committee and Research Ethics)

2 Affirm that there be no restrictions on the choice of research topics, but there is a need to judge the approach to topics for racism and racial bias.

(Responsibility: Principal, Dean of Graduate Studies)

H Relationships with Kingston Community

Queen's is an integral part of the larger Kingston community. It is a contributor to the diversity of the Kingston population, and enriches its cultural life.

Objective

To ensure that, as Queen's strives to become more diverse, there are open and positive relationships with the Kingston community.

Recommendations

1 The University Race Relations Council should seek to have formal meetings, at least annually, with the Kingston Mayor's Committee on Race and Ethnic Relations, and with the Kingston Police Race Relations Advisory Committee.
(Responsibility: Race Relations Council)

2 The University Race Relations Council should maintain close liaison with the Superintendents in charge of Race Relations in the area County Boards of Education with respect to curriculum and recruitment matters.
(Responsibility: Race Relations Council)

3 The University Race Relations Council should maintain close liaison with government organizations dealing with race relations (eg Human Rights Commission, Race Relations Directorate).
(Responsibility: Race Relations Council)

4 The University Race Relations Council should develop communications with non-governmental organizations (eg Kingston District Immigrant Services, various racial and ethnic organizations).
(Responsibility: Race Relations Council)

7 Implementation

Objectives

1 To ensure that the recommendations contained in this Report are implemented, and that the changes are monitored.

2 To address the Committee's fourth term of reference: 'To recommend long-term institutional means of giving advice to the University on race relations issues, and if appropriate, to recommend terms of reference'.

Considerations

On the basis of the materials collected, and the various opinions expressed, we propose six principles that should guide the implementation of the recommendations in this Report.

The procedures to be established should:

1 Facilitate the democratic involvement and commitment of all affected constituencies (faculty, staff and students) in developing the measures which will lead to an anti-racist environment. The perspectives of racial minorities should be seriously considered in shaping such measures.

2 Be kept as a distinct element, and not be merged with other issues (such as general grievance or gender) into a general procedure. This is essential for two reasons. The first is because racism is not well-understood, there may be a need for changes which would be more difficult to achieve within a complex structure. The second is because issues of racism may become lost in a large context.

3 Be able to carry out two distinct functions. One is *proactive*, concerned with implementation, and monitoring of the recommendations, and with education about racism for the Queen's community. The second is *reactive*, concerned with complaints and grievances that arise from racial harassment or discrimination. Although distinct, these two functions could be housed together in a single operation.

4 Permit the person acting proactively to be supportive of those seeking to make, and those who have already made, a complaint.

5 Be empowered by, but not under the direct control of, the University administration. Such an arm's length arrangement is necessary in order to be effective in the implementation of change.

6 Be supported by a high-level commitment to change, an allocation of resources, and a requirement that

units within the University abide by this commitment. Within the context of this commitment, the pace and character of the change should continue to be influenced by those most affected by racism.

Recommendations

1 It is recommended that individuals identified with specific responsibilities in this Report use appropriate mechanisms such as departmental student councils and departmental committees on curriculum, promotion, to develop implementation plans. Due consideration should be given to ensuring the democratic involvement of all levels of the organizational unit concerned. Assistance in the development of such plans should be sought from the Race Relations Centre (see Recommendation 5 below).

(Responsibility: Principal)

2 A realistic timetable should be established to ensure timely development of implementation plans, preferably before the end of 1991. Such plans should be passed on to the Race Relations Council (see recommendation 3) for comment and recommendations for change, before implementation.

(Responsibility: Deans, Department Heads, Directors)

3 The University should establish a *Race Relations Council*. The Council should adopt an advocacy stance for the interests of racial minorities at the University. Its terms of reference should be:

a) To establish a *Race Relations Centre*, (see below), and to appoint a *Director* of this Centre.

b) To appoint a *Race Relations Officer* (see below)

c) To develop written guidelines for use by Department Heads and Directors in developing their implementation plans.

d) To assist in the development of policy and procedures for dealing with racism at this University, and to monitor their implementation.

e) To receive annual reports from the Director of the Race Relations Centre and Race Relations Officer.

f) To advise the Principal on all matters related to racism on campus.

g) To develop an annual report which includes information on the implementation of this Report. This Annual Report should be released to

the University community.

h) To communicate and liaise with counterparts in other academic institutions.

(Responsibility: Principal)

4 The appointment of members to the Race Relations Council should be guided by the following principles:

a) Those appointed should have a demonstrated record of commitment to an anti-racist stance.

b) Those appointed should be acceptable to the majority of the University population, and especially to racial minorities.

c) Appointments should be made with regard to achieving a balance among the various constituencies (faculty, staff, undergraduate students, graduate students and the Kingston community). In order to achieve the confidence necessary to carry out their work, consideration should be given to gender balance, and the majority of Council should be members of racial minority groups. There shall be three ex officio members: The Director, the Officer and the Employment Equity Coordinator.

d) Appointments to the Council should be made according to the arm's length principle. Initially, members of Council should be selected by a nominating committee made up of the two current Race Relations Advisers, and one representative each from QUFA, QUSA, AMS and GSS.

(Responsibility: Principal)

5 The Race Relations Council should establish an office, to be designated as the *Race Relations Centre*, with a *Director*. Appropriate resources and staff should be provided by the University.

The Centre should be easily accessible, have a welcoming environment and be located in one of the student activity areas such as the John Deutsch University Centre. In order to develop this environment, the Centre should be able to organize and promote cultural and public educational activities on anti-racism. The resource implications of establishing the Race Relations Centre should be reviewed with respect to other units performing overlapping functions, such as the International Centre and the Employment Equity Office.

The Director should adopt a position of advocacy with respect to racial minority interests.

The Director's responsibilities should include:

a) Assisting the Race Relations Council in monitoring the functions of, and proposing changes to, the University system in such matters as admissions, hiring, promotion, tenure, and compensation.

b) Assisting the Department Heads and Directors in developing their implementation plans and procedures.

c) Developing proposals for educational activities for students, faculty, and staff in order to promote a policy of anti-racism in its environment.

d) Providing support for complainants.

e) Providing support to the Race Relations Officer (see below).

f) Liaising with other relevant University services, in particular the Employment Equity Office, International Centre, support services and the student government.

g) The appointment of the Director and other staff of the Race Relations Centre should be made according to principles 4 a) and b) above.

h) The development of an annual report to be presented to the Race Relations Council.
(Responsibility: Race Relations Council)

6 It is recommended that a *Race Relations Officer* be appointed by the University.

a) The appointment of the Race Relations Officer should be made according to principles 4 a) and b) above.

(Responsibility: Race Relations Council)

b) The Race Relations Officer should be responsible for investigating and mediating the complaints dealing with racism following the principles established in the section on Complaints Procedures.

c) The Race Relations Officer should present an annual report to the Race Relations Council.

7 Relationships among the Race Relations Council, the Director of the Race Relations Centre, and the Race Relations Officer should be as follows:

a) The *Council* will serve as an advocate for racial minorities at the University. It will also provide overall advice and guidance to the Director with respect to policies and programs, and monitor progress in the implementation of the recommendations in this Report, and of any new policies and programs.

b) The *Director* will be responsible to the Council in carrying out these policies and programs. The Director's role is mainly proactive, as identified in the opening principles. The Director shall be an ex officio member of the Council.

c) The *Officer* will be responsible to the Council in carrying out duties under the complaints and grievance procedures. The Officer's role is mainly reactive identified in the opening principles. The Officer shall be an ex officio member of the Council.

It is recognized that not all recommendations in this Report can be implemented immediately or simultaneously. We have not attempted to indicate either a timetable or a list of priorities. However, we are advising that the University establish the Race Relations Council within six months of receipt of this Report. Its first task should be to develop a Race Relations Policy, and within this policy, to set timetables and priorities. As soon as possible, the Director of the Race Relations Centre and the Race Relations Officer should be appointed to assist in the work of the Council, and to begin the proactive and reactive functions we have identified.

8 Procedures to Deal with Complaints

Objective

To provide well-defined accessible and effective procedures to deal with complaints of racial discrimination in the University system.

Against the backdrop of a society which often condones and promotes racist views and actions, Queen's University should break these patterns of discrimination. It should empower racial minorities by creating a positive environment and by responding to individual and systemic incidents of racism in a forceful and principled manner.

Some examples of racism are:

a) interpersonal behaviour such as name calling, derogatory remarks, gestures, and physical attacks

b) racial bias in academic decisions, such as grades, marks, scheduling of academic activities and decisions related to curricular offerings

c) racial bias in administrative decisions, tenure, promotion, appointments, leave, salary increases etc.

The University has several constituencies, and situations may arise among individuals of one constituency or group or between individuals from different groups. The main constituencies are: students, faculty, support staff, library staff, and administrative staff. There are also those who work on campus but who are not directly employed by the University, such as employees in support services (eg the bookstore and food services).

The Committee has carefully examined the existing grievance procedures and believes that they do not provide a mechanism for reporting and dealing with issues related to racial discrimination. The two Race Relations Advisers have been appointed under the existing grievance procedures. This has to be considered only an interim measure because their terms of reference and the procedures for dealing with complaints, are undefined.

Recommendations

1 The Race Relations Council, after appropriate consultations, should de-

velop formal procedures to be used by the Race Relations Officer for dealing with complaints that would be applicable to all of the constituencies on campus. In developing this framework, consideration should be given to policies developed by other organizations including the University of Western Ontario's Race Relations Policy (see Appendix 5). Consideration should also be given to the Ontario Human Rights Commission Policy on Racial Slurs, Jokes and Harassment, to such principles as natural justice and to other relevant legislation, such as the Ontario Human Rights Code and Canadian Charter of Rights and Freedoms.
(Responsibility: Race Relations Council)

2 Racism should be added to the Queen's University Student Code of Conduct as constituting an offence within the University community. In addition, codes of conduct which include racism should be developed for faculty and staff and published in appropriate University documents such as Regulations Governing Appointment, Renewal of Appointment Tenure and Termination for Academic

Staff', and 'Personnel Policy and Procedures Manual for Support Staff'. (Responsibility: Senate, Personnel)

3 In order for the complaints procedure to be effective, they should be seen to be accessible and supportive of the complainant. This can be ensured by:

a) providing for identified complaints which the complainant is willing to pursue in a formal manner.

b) providing for the recording of complaints which the complainant is not willing to pursue formally. This will allow the Race Relations Officer to monitor patterns of complaints at

the University, and to assist in the development of anti-racist education programs.

c) developing support mechanisms for complainants through the Director of the Race Relations Centre.

d) including in the complaints procedures a method to deal with respondents who take reprisals against complainants. (Similar protections provided for complainants in Section 7 of the Ontario Human Rights Code). (Responsibility: Race Relations Council)

4 In developing settlements under the proposed complaints procedures,

due consideration should be given to three basic principles:

a) empowering complainants and addressing their concerns

b) developing time limits for processing such complaints which provide enough time for proper investigation and attempts to conciliate while at the same time ensuring that the needs of the complainant are met in a timely fashion.

c) addressing the University's obligation to develop and maintain a racism-free environment (Responsibility: Race Relations Council)

9 Areas of Common Concern

Following the release of the Draft Report (in December, 1990), numerous comments and questions were received by the Committee. These have been considered during the process of revision. Some comments have been incorporated directly into the appropriate sections of this Report. Other comments, those that were mentioned frequently, are identified in this section, and brief comments on them are provided.

a) Evidence Concerning Personal and Systemic Racism at Queen's

The Committee seriously considered conducting a survey to provide a firm, quantitative basis of facts and recorded attitudes and opinions. The value of such a survey, even when executed professionally, at high cost, would have been marginal, mainly because there is no national or other baseline data set to compare with the Queen's data. Moreover, we were advised repeatedly by individuals who were victims of racism that it was offensive to them to have to demonstrate or prove their experiences. Surveys conducted at other universities (eg York, Western, Windsor) point to a significant degree of racism. We have no reason to believe that Queen's would be any different.

That certain racial minority groups are badly underrepresented at Queen's does not need to be proven beyond the obvious, and that a certain number of racist incidents do occur does not have to be quantified to es-

tablish that a problem exists. Our processes of investigation have clearly identified problems of both individual and systemic racism. Since none of our recommendations depend on the measure of racism at Queen's, we decided against a survey or any other form of quantification.

b) Academic Freedom

The Committee fully accepts the University's Statement on academic freedom (adopted by Senate on April 24, 1969). This statement affirms that academic freedom is indispensable to the purpose of a university and that faculty members should have the freedom to study, to teach and to record knowledge according to their best professional judgment. The statement also asserts that 'The right to academic freedom carries with it the duty to use that freedom in a responsible way, with due regard to the rights of others within the University and the community at large'. The Committee believes that racism is not protected by academic freedom, since it infringes on the rights of others.

c) Categorizing by 'Race'

It has been claimed by some that many of the recommendations in this Report require that all persons be classified by 'race', so that 'race' will become the most important characteristic of people at Queen's, rather than reducing its importance. However, self-identification only is proposed, using whatever categories one feels comfortable with. Moreover, such

self-identification has been a feature of Canadian demographic statistics for over a century, and we are proposing nothing new.

d) Quotas and Affirmative Action

These two terms are not used in the Report, but many critical comments have implied that they are. Moreover the Report does not recommend actions that could be construed in this way. Rather than 'quotas', we refer to 'goals', which are not strict numbers but valued objectives. Rather than 'affirmative action' we propose employment and admission 'equity', by which we mean an attempt to match certain reasonable criteria in the population. The closest we come to such ideas is in the proposal of a 'tie breaker', but even here 'advantage' is given only when candidates are 'equal'.

e) Excellence

Many assume that admissions or appointments that seek equity will automatically reduce quality. This belief rests on a deeper assumption that those from groups that are not now appropriately represented in Queen's are of lower quality.

Moreover, excellence is a quality that pertains to institutions, not just to individuals. In a multicultural and multiracial society, it is plausible to argue that a culturally and racially diverse institution is superior to a homogeneous one.

Footnotes

- 1 From statement by Principal D. Smith, November 23, 1989; bases are extracted from the Ontario Human Rights Code.
- 2 From paper by Principal D. Smith, 'Values at Queen's,' 1990.
- 3 From address to convocation by Rosemary Brown, October 27, 1990
- 4 From Ontario Human Rights Commission 'Policy Statement on Racial Slurs and Harassment,
- 5 Abella Codes is a term, coined by the 1984 Royal Commission on Equal-

ity in Employment (Judge Rosalie Abella Commissioner), to refer to the twelve major occupational categories by which employment equity data is reported.

6 The Committee welcomes the recently announced programme in Native Education, developed jointly by Queen's University and Trent University

7 Examples of this form of ethnocentrism include setting a Muslim graduate student's thesis defence during the fast month of Ramadan; holding ASUS elections on Kol Nidre, the ho-

liest night of the Jewish calendar; the non-availability of food which meets certain dietary restrictions; Christmas dinners in residence, to the exclusion of other festivals; the saying of a Christian grace and the serving of alcohol at High Tables; having the first day of classes in 1988 on Rosh Hashanah, the Jewish New Year; and the marginalization of other religious leaders due to the central role of the Chaplain's Office.

8 The Committee welcomes the recent formation of an Interfaith Council by the Chaplain's Office.

Appendices

- 1 Membership of the Principal's Advisory Committee on Race Relations.
- 2 Terms of Reference of the Principal's Advisory Committee on Race Relations.
- 3 Activities concerning race relations at selected Canadian Universities.
- 4 Workshop Topics
- 5 Race Relations Policy of the University of Western Ontario.

APPENDIX 1 Membership* of the Principal's Advisory Committee on Race Relations

Carol Allen (from January, 1990)
Susan Anderson (until May, 1990)
Barry Batchelor
Elspeth Baugh
John Berry (Chair)
Sue Bolton
Nina Chahal
Rebecca Goldfarb (from January, 1990)
Robert Green (from January, 1990)
Dolf Harmsen
Pamela Ip (until May, 1990)
Sandra Jass (and others, for Student Committee Against Racism; from January, 1990 until May, 1990)
Madan Joneja
Joyce Pelletier (until January, 1990)
Vic Sahai (until May, 1990)
David Sangha
Albert Williams (until June, 1990)
Winsom (until June, 1990)

*All members were appointed on March 1989 and continue until the present, unless otherwise noted

APPENDIX 2

Terms of Reference of the Principal's Advisory Committee on Race Relations

- 1 To survey the steps taken at other Canadian universities to understand

the situation of minority groups in the university and to promote good race relations; and from this survey to identify policies and suggestions which might be applicable to Queen's.

- 2 To consult broadly within the University and the Kingston community and to recommend educative and other measures which will tend to promote harmonious race relations in the University.

- 3 To review the support services available in the University to Canadian and international students who are members of visible minority groups and to make recommendations.

- 4 To recommend long-term institutional means of giving advice to the University on race relations issues and, if appropriate, to recommend terms of reference.

- 5 In fulfilling these terms of reference, the committee will be guided by the following: the committee may make recommendations about grievance and discipline procedures at Queen's that are relevant to race relations; the committee may consider individual cases and advise individuals about how to pursue their complaints, but the committee will not adjudicate individual complaints.

APPENDIX 3

Activities Concerning Race Relations at Selected Canadian Universities

A number of Canadian Universities have examined race relations at their institutions, and have developed policies and programmes:

- 1 York University (1988). A York committee produced a report that made four major recommendations:

- a) The re-articulation of a human

rights policy for the York University community.

- b) Establishing a Centre for Race and Ethnic Relations at York University.

- c) All hiring, recruitment, and promotion policies for faculty, staff, library, and service personnel be reviewed for possible sources of systemic discrimination against members of racial and ethnic minorities.

- d) More effective outreach programs designed to foster relations between it and the large numbers of ethnocultural and advocacy groups which have been formed so that the University can better serve the needs of the changing population of the city.

(Source: York University Report on Race and Ethnic Relations)

York subsequently set up an Office of Race and Ethnic Relations, with a part-time Director and a full-time secretary. All functions were carried out from this Office (counselling, handling complaints, human rights promotion, public education, community relations, and advising the York Curriculum Committee and Employment Equity Office)

(Source: Interview with Professor David Trotman, first Director of the Office of Race and Ethnic Relations)

- 2 Dalhousie University (1989). Dalhousie produced a report focusing on access for Black and Micmac students, and recommended special outreach and transitional programmes. One example is that in 1989 the Dalhousie Law School established the Law Program for Indigenous Blacks and Micmacs (IMB programme). The goal of the program is to increase the representation of Indigenous Nova Scotian Blacks and

Micmacs in the legal profession by making Dalhousie Law School more accessible to applicants from these two communities. The IMB program represents an acknowledgement by Dalhousie Law School and the legal profession in Nova Scotia that the underrepresentation of these communities in the legal profession is based on historic inequality. The program is one step toward overcoming this inequality. It strives to recruit more students from the Black and Micmac communities and provide them with financial and academic support during law school.

(Source: Dalhousie University Report on access for Indigenous Blacks and Micmacs)

3 University of Western Ontario (1989). A Western Committee produced a report with five main recommendations:

- a) That a race relations policy and procedures be developed and implemented.
- b) That the University appoint, on an ongoing basis, a Race Relations Committee drawn from the University and the community.
- c) That the University appoint a suitably qualified individual as a Race Relations Officer.
- d) That the University undertake a review of all policies, procedures and practices in order to ensure that they are free of any systemic barriers which discriminate on the basis of race.
- e) That the University implement a program of race relations awareness for the entire University community.

Western subsequently developed and accepted a race relations policy. Among other aspects, the Policy calls on the University to:

- a) Promote dignity and respect among all members of the University community and not to tolerate any act of harassment or discrimination on the basis of race.
- b) Provide educational opportunities that raise the awareness of the University community on issues associated with race relations, racism and racial harassment and also provide skills training programs that assist in handling or preventing racial problems.

c) Hold all persons in positions of authority who make or influence decisions regarding potential or current faculty, staff, and students responsible and accountable for communicating the tenets of the policy to all who come under their jurisdiction and to foster an environment in their area which is free of discrimination and harassment on the basis of race.

d) Prohibit reprisal or threats of reprisal against any member of the University community who makes use of this policy or participates in proceedings held under its jurisdiction.

(Source: University of Western Ontario Report and Policy Statement)

4 University of Alberta (1990). A Committee reviewed the situation, and recommended the establishment of a Human Rights Office that would be responsible for a number of issues in addition to race relations (gender issues, employment equity). A Human Rights Officer is currently being sought.

(Source: University of Alberta Report and job advertisement)

5 University of Toronto (1990). In October 1990 the University of Toronto President appointed two special advisers to help him decide how to deal with issues of race and racism at the university. These advisers are to consult with faculty, students and staff and to formulate a plan. Their objectives are:

- a) To identify and describe the scope of the problems and challenges the University faces in improving the racial climate and experience at the University.
- b) To recommend specific steps that could be taken immediately to improve the racial climate and experience at the university.
- c) To recommend ways in which the university should develop and implement plans over the long term to improve the racial climate and experience at the university.

(Source: *U of T Bulletin*, October 22 and November 12, 1990)

For a number of years (since 1970)

prior to this current initiative, the University of Toronto has operated a Transitional Year Program. This program has its roots in the Black community and provides an academic program, within the university structure, which serves educationally disadvantaged members of socio-economically disadvantaged groups. The program length is one academic year and full OSAP funding is available. Upon successful completion of the program students are admitted to their program of choice at the University of Toronto. The Transitional Year Program is recognized by other universities in Ontario and it is possible for students to gain admission at other universities if they so choose.

APPENDIX 4 Workshop Topics on Racism at Queen's

In March and October 1990 the Committee organized a set of workshops on racism at Queen's, in cooperation with the Student Committee Against Racism (SCAR), the Multi-Heritage Collective, and the AMS Committee on Racism and Ethnic Relations.

The topics were:

March 3-4, 1990

- 1 Student Admissions
- 2 Support Services
- 3 Information and Publications
- 4 Hiring, Appointments, Promotion and Tenure
- 5 Procedures for Complaints and Grievance
- 6 Curriculum and Library

October 28, 1990

- 7 Academic Supervision and Research Ethics
- 8 Residences and Housing
- 9 Awards and Honorary Degrees
- 10 Implementation of Recommendations

Reports of these Workshops are available from the Chair of the Committee.

APPENDIX 5 Race Relations Policy of the University of Western Ontario.