

MULTICULTURALISM IN SASKATCHEWAN:

A Proposal for Consolidation

Submitted to

**The Honourable Carol Teichrob
Minister of Municipal Government**

**Prepared by the
Interim Multiculturalism Committee
July, 1997**

INTERIM MULTICULTURALISM COMMITTEE
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Regina, Saskatchewan
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July 23, 1997

Honourable Carol Teichrob
Minister of Municipal Government
303 Legislative Building
Regina, Saskatchewan
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Dear Mrs. Teichrob:

I am pleased to present you with the report of the Interim Multiculturalism Committee. As you know, the role of this Committee was to "examine the potential for consolidating multiculturalism, including funding, within one agency or structure" as proposed in Saskatchewan Municipal Government's cultural discussion paper, RESPONDING TO THE COMMUNITY: Proposals for Cultural Development.

The Committee held its first of a series of meetings in January, 1996. This report is the result of interesting, and often lively debate, on the issues facing multiculturalism today, and how they could be addressed.

The IMC has developed a good rapport and has felt comfortable with the staff of Saskatchewan Municipal Government that were made available during the committee meetings and other consultations. We feel positive that a Board of Directors of the Foundation, as herein recommended, can work in similar harmony in the future.

Sincerely,



George Gette
Chair

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VISION

**The people of Saskatchewan,
being proud of their multicultural heritage,
foster its evolving Canadian identity,
and upholds full participation,
equality of opportunity,
access and fair treatment for everyone
within the context of the
Canadian Constitution.**

- Interim Multiculturalism Committee

INTERIM MULTICULTURALISM COMMITTEE FINAL REPORT

1.0 INTRODUCTION

This report is the result of the deliberations of the Interim Multiculturalism Committee (IMC). The IMC held ten meetings since January, 1996. Consultations and interviews were arranged by the Committee with the presidents and executive directors of the multiculturalism provincial cultural organizations (PCOs), and representatives from the multicultural/intercultural sector of the Saskatchewan Council of Cultural Organizations (SCCO) were invited to speak to the Committee.

2.0 MULTICULTURALISM

The definitions of multiculturalism are as many and as varied as there are organizations. Everyone has his own perception and definition of multiculturalism and what it means. The definition adopted by the Interim Multiculturalism Committee reads as follows:

Multiculturalism is the acknowledgement of the diversity of cultures which exist in a pluralistic society and an endorsement of a society in which individuals of all cultures are accepted and accorded respect. Thus it encourages a positive acceptance of people's religions, languages and cultures and recognizes such diversity as healthy.

3.0 BACKGROUND

In 1989, the provincial government struck a Task Force on Multiculturalism whose mandate was to review all aspects of multiculturalism including immigration and settlement.

Through a series of consultations with a wide section of the people in Saskatchewan, this task force submitted a report with recommendations entitled Multiculturalism in Saskatchewan.

In 1990, the provincial government responded with the report Building Our Multicultural Future Together.

In 1995, a discussion paper, RESPONDING TO THE COMMUNITY: Proposals for Cultural Development, was prepared by Saskatchewan Municipal Government.

In October 1995, Saskatchewan Municipal Government established the Interim Multiculturalism Committee, appointing members recommended by several multicultural organizations.

One of the underlying facts and considerations in the task of the IMC was that funding from both the lotteries and from Government general revenues is not adequate to meet the needs of the multiculturalism community and, in proportion, is far below that which is allotted to other cultural sectors. Some multiculturalism agencies have expressed their concern about the lack of access to funding.

4.0 INTERIM MULTICULTURALISM COMMITTEE MEMBERS

The IMC members were appointed by the Minister of Municipal Government in October, 1995. All candidates were nominated by the multiculturalism community and submitted to the Minister for consideration.

The selection of the 12 committee members was based on their experience in one or more of the following areas: anti-racism education, cultural retention, artistic expression, equity issues, heritage language, immigrant settlement, English as a second language, and the promotion of cultural understanding.

<u>Member</u>	<u>Sponsoring Organization/Nominated By</u>
George Gette, Chair	Saskatchewan German Council Saskatchewan Organization for Heritage Languages Regina Multicultural Council
Mary Chan, Vice-Chair	Asia Pacific Foundation of Canada - Saskatchewan
Rena Favel	CUPE Saskatchewan
Robert Fielding	Moose Jaw Multicultural Council
Bula Ghosh	Immigrant Women of Saskatchewan - Yorkton Chapter
William Kalmakoff	Doukhobor Cultural Society of Saskatchewan
Eusebio Koh	Philippine Association of Saskatchewan
Andre Lalonde	Saskatchewan Centre for International Languages
Donald List	Saskatchewan Council of Cultural Organizations
Marge Nainaar	Prince Albert Multicultural Council
Ostap Skrypnyk	Ukrainian Canadian Congress - Saskatchewan Provincial Council
Orest Warnyca	Multicultural Council of Saskatchewan

Assisting the committee during its deliberations were Margaret Morrissette, Senior Multiculturalism Policy Consultant, and staff from the Arts, Cultural Industries, and Multiculturalism Branch of Saskatchewan Municipal Government.

5.0 MANDATE

The mandate given to the Interim Multiculturalism Committee, expressed in RESPONDING TO THE COMMUNITY: Proposals for Cultural Development, was to **EXAMINE THE POTENTIAL FOR CONSOLIDATING MULTICULTURALISM, INCLUDING FUNDING, WITHIN ONE AGENCY OR STRUCTURE.**

6.0 IMC PROCESS

During the early meetings, the IMC worked on three basic questions: Who? What? How?

Who: Multiculturalism must recognize all people of Saskatchewan. It was determined by the Committee that the scope of multiculturalism should be inclusive of all people, including:

- People from all community cultural groups, First Nations and Metis Nation.

What: While many of the same range of issues were addressed by the Task Force in its 1989 report Multiculturalism in Saskatchewan, these issues were reviewed, expanded, and are included as illustrations of the scope of multiculturalism:

- intercultural understanding
- anti-racism education
- racial prejudice and discrimination
- employment equity
- cultural retention
- artistic expression
- immigrant settlement and integration
- multiculturalism education
- citizenship
- recognizing the official languages of Canada

How: The multiculturalism community should undertake a more equitable and united approach addressing the issues of multiculturalism by:

- developing a suitable organizational structure
- examining the level of funding requirements
- examining the potential of a structure (such as the "foundation" which was recommended by the Minister's Advisory Committee on Multicultural Legislation) which would best meet the requirements of organizational and program funding.

The IMC proceeded with the knowledge that restructuring was being conducted simultaneously within the Saskatchewan Council of Cultural Organizations (SCCO), the arts, cultural industries, heritage, and multiculturalism communities by other committees and may have a bearing on our discussions.

7.0 MEETING THE COMMUNITY

The IMC formulated a questionnaire which was circulated to the six multiculturalism provincial cultural organizations (PCOs) for both a written and oral response. The oral responses were received on June 8, 1996, in Humboldt at special sessions held during the Annual SCCO General Meeting. All six multiculturalism PCOs provided an oral response, and four PCOs provided a written response.

The questionnaire dealt with a number of basic issues:

- a vision for multiculturalism in Saskatchewan
 - programs undertaken by the PCOs
 - program funding and its sufficiency
 - the role of multiculturalism in the community, in society, and the economy
 - the potential for partnerships
-
- the role of multiculturalism in the elimination of discrimination in all forms; other equity groups; seniors; youth at risk
 - the need for cultural retention
 - the obstacles facing multiculturalism and its acceptance by the public at large

Handwritten: "Handwritten? - had many pages" above the text.
A similar questionnaire was sent to other multiculturalism organizations. The questions were intended to generate an expression of how the community visualizes multiculturalism, identifying problems and obtaining a sense of where each individual organization is concentrating its efforts.

The multiculturalism community clearly stated that more funds are needed to implement programs and activities that would promote and enhance multiculturalism in Saskatchewan.

The IMC meetings were intended to be open to the multiculturalism and cultural communities and through the broad representation of committee members, it was felt that the opinion of stakeholders was being expressed.

8.0 ISSUES CONCERNING MULTICULTURALISM

The IMC established that the following were prime issues facing multiculturalism:

- eligibility for funding of multiculturalism organizations
- acceptance of the dynamics of change by the multiculturalism community
- recognition of existing PCOs and their funding
- changing memberships within the multiculturalism community
- inclusivity of individuals and organizations
- access to funding for individuals and organizations regardless of size
- reflection in funding of geographic and cultural diversity of the population makeup
- insufficient and uncertain operational funding and project funding
- government involvement
- degree of autonomy of the Board from government
- securing, distributing, and maintaining accountability of funds
- promotion, support, development, and enhancement of membership programs and services
- duplication of organizations carrying out similar functions
- maintenance of a balanced approach to cultural identity, interculturalism, and social issues

9.0 PROPOSED AGENCY OR STRUCTURE

The need for the creation of a "Foundation" for multiculturalism was identified by the Minister's Advisory Committee on Multicultural Legislation in 1993 and the Multiculturalism Legislation Framework Consultation Committee (MLFCC) in 1996. This need was reinforced by the multiculturalism community which indicated its desire to examine the current system of funding.

Having reviewed these recommendations, and in compliance with the desires of the multiculturalism community, the IMC developed the rationale for the creation of a foundation or a similar structure.

10.0 RATIONALE FOR A FOUNDATION

1. The foundation would be autonomous and community-driven, working in partnership with government.
2. It would permit solicitation of funds from the private and corporate sectors, thereby augmenting the funding base for the promotion, support, development, and enhancement of multiculturalism in Saskatchewan.
3. It would be a mechanism for monitoring the *Multiculturalism Act*, 1997.
4. The foundation would fund both operational and project grants to the broad multiculturalism community.

The IMC therefore recommends the establishment of the SASKATCHEWAN FOUNDATION FOR MULTICULTURALISM as a body whose function is the promotion, support, development, and enhancement of multiculturalism in Saskatchewan, and the securing, distribution, and accounting of funds.

The Foundation would be governed by a Board of Directors representative of the diverse multiculturalism community representing all cultural and ethnic backgrounds.

The Foundation shall be a non-profit organization and a non-legislated community-based democratic decision-making body established to:

- *identify strategic directions for future multiculturalism programming and to evaluate the effectiveness of such programs in issues of cultural identity, intercultural, and social issues,*
- *deal with multiculturalism issues in the development of policies and programs through community volunteers and organizations,*
- *network with funders including SaskCulture, government, corporations, and other agencies,*
- *prioritize, allocate, and distribute funding,*
- *maintain accountability to the public,*
- *provide leadership to the multiculturalism community.*

11.0 MEMBERSHIP

The IMC recommends that the Foundation be as inclusive as possible, with the following requirements:

- the multiculturalism provincial cultural organizations and organizations eligible for this status,
- organizations which focus on the preservation of at least one particular culture or aspect of culture,
- organizations registered, and in good standing, under the Saskatchewan Non-Profit Corporation Act,
- registered community service groups having primarily multiculturalism objectives,
- organizations which have been incorporated under the laws of Saskatchewan for a minimum of 18 months.

Each member of the Foundation shall be entitled to one vote at the general meeting of the Foundation.

12.0 BOARD COMPOSITION

The Board of Directors, all of whom shall have full voting rights on all issues except where there is a perceived conflict of interest, will consist of 15 directors elected or appointed in the following manner, and shall hold a term of office for a period of two years.

- 5 Directors will be appointed by the following six organizations: the Multicultural Council of Saskatchewan (MCoS), the Saskatchewan Organization for Heritage Languages (SOHL), the Saskatchewan German Council, the Ukrainian Canadian Congress - Saskatchewan Provincial Council, La Commission Culturelle Fransaskoise Inc., and Hostelling International - Saskatchewan.
- 1 Director appointed by the Federation of Saskatchewan Indian Nations (FSIN).
- 1 Director appointed by the Metis Nation of Saskatchewan (MNS).
- 5 Directors elected from the multiculturalism community at large.
- 1 Director appointed by the Minister responsible for multiculturalism.
- 2 Directors from the corporate/academic/labour sectors (on a rotation basis), appointed by the other 13 Directors.

The future Board shall be guided by the following requirements:

- be community-based,
- strive towards a smaller Board of Directors in the future,
- represent various facets of multiculturalism i.e. cultural, intercultural, social issues,
- be representative of the scope of the multiculturalism community,
- be fair in representation (region, gender) and reflect the needs of Saskatchewan society,
- have not more than one representative from any one organization,
- reflect policy areas of the *Multiculturalism Act*, 1997 in its composition,
- impose limitations on terms of office.

12.1 EXECUTIVE COMMITTEE

The Executive Committee shall be elected from the Board of Directors, by the Board of Directors, and shall consist of:

- Chairperson
- Vice-Chairperson
- Secretary
- Treasurer

12.2 VACANCIES

Should a vacancy occur within the appointed directors, that represented organization may select a replacement. Should a vacancy occur from the elected directors, the Foundation Board may appoint a director from the multiculturalism community to fill a vacancy for the balance of that term.

12.3 QUORUM/CONSTITUTION AND BYLAWS

A majority of the Board of Directors shall form a quorum. The Board of Directors shall be governed by the Foundation constitution and bylaws. The constitution shall deal with matters of:

- staff and remuneration
- signing authority
- property acquisition
- financial procedures and banking
- funding allocation and distribution
- audits and reporting
- membership criteria
- funding criteria
- membership fees

13.0 ROLE OF THE BOARD OF DIRECTORS

The role of the Board of Directors shall be to:

- Monitor and evaluate the implementation of the *Multiculturalism Act, 1997*,
- Advise and make recommendations to the Minister on issues pertaining to multiculturalism,
- Develop policies for the Foundation,
- Negotiate funding requirements with SaskCulture and the provincial government,
- Strike broadly based ad hoc advisory committees to deal with issues and programming as required,
- Initiate or conduct special projects and research studies on behalf of the multiculturalism community as deemed appropriate,
- Carry out advocacy and educational functions with the government and the community,

- Establish a long-range spending plan,
- Encourage and solicit funding sources from the corporate and private sectors,
- Establish eligibility criteria for operational and project funding,
- Establish committees to adjudicate funding applications,
- Establish partnerships for projects and programs with other cultural organizations, government, and agencies,
- Negotiate administrative support service from Saskatchewan Municipal Government,
- Hire staff as appropriate.



14.0 FUNDING ADJUDICATION

The ultimate responsibility or control of all funding shall be that of the Board of Directors of the Foundation, who will be guided by an adjudication committee consisting of six members selected from the Board. Where there is a perceived conflict of interest, the member(s) shall so declare and refrain from voting on matters of funding.

The staff of the Foundation shall receive, research, and report to the adjudication committee all matters relative to a funding application, ensuring coordination, and potential for, partnership with other cultural organizations.

15.0 MEETINGS

15.1 GENERAL MEETINGS

General meetings shall be held at least once per year for the purpose of informing the membership of the activities of the previous year and to conduct the business of the Foundation. Meetings may be convened at the call of the chairperson to conduct business requiring the support of the membership.

Elections for the Board of Directors, as applicable, would take place at the Annual General Meeting.

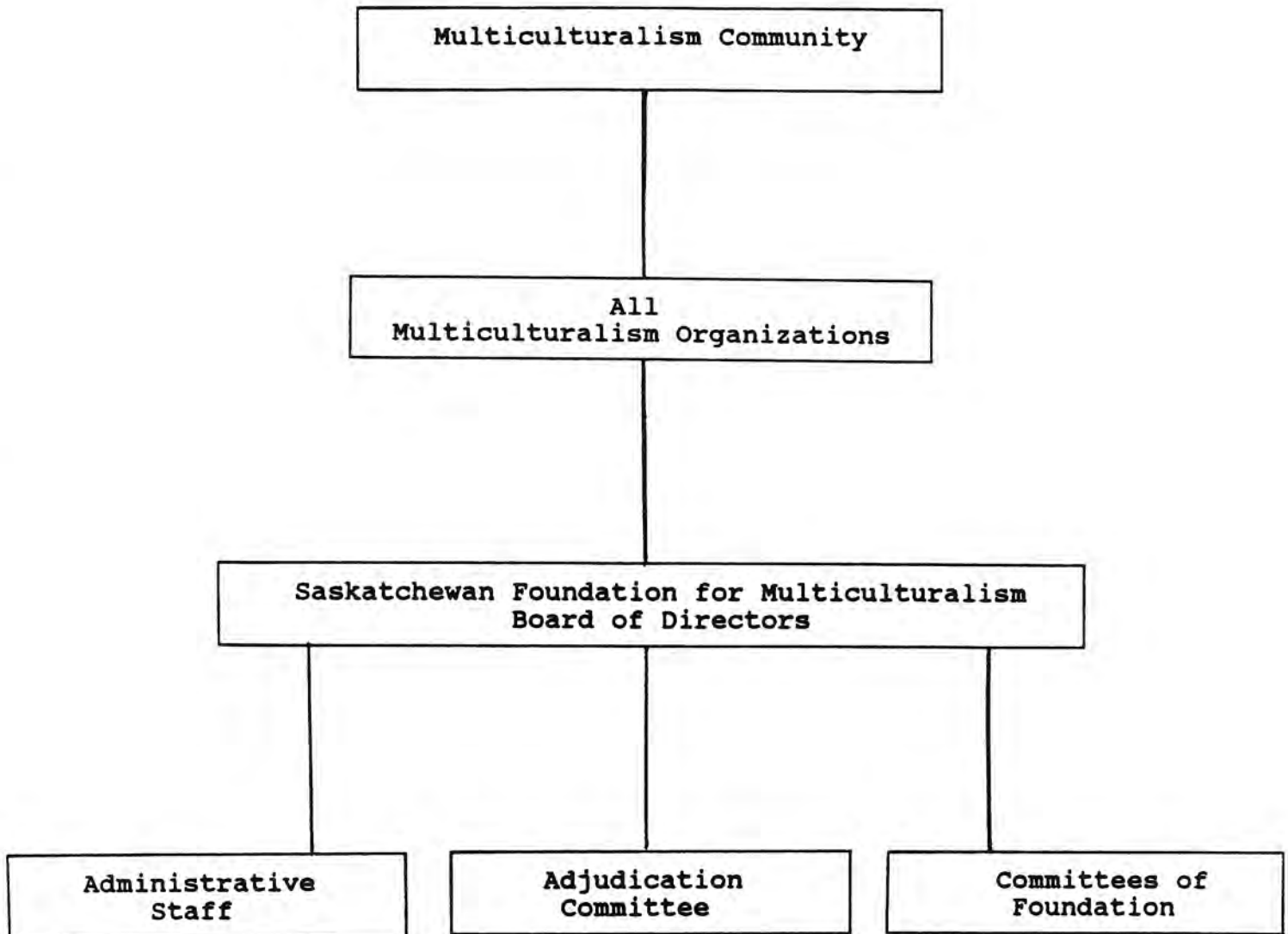
15.2 BOARD MEETINGS

The Board of Directors shall meet on a quarterly basis (four times per year) or at the call of the Chairperson. The Executive Committee shall meet once every month by way of personal conference, teleconference, or videoconference. The Board of Directors will not be paid an honorarium, however, travel, accommodation, and meal expenses incurred to attend meetings will be reimbursed according to Public Service Commission rates.

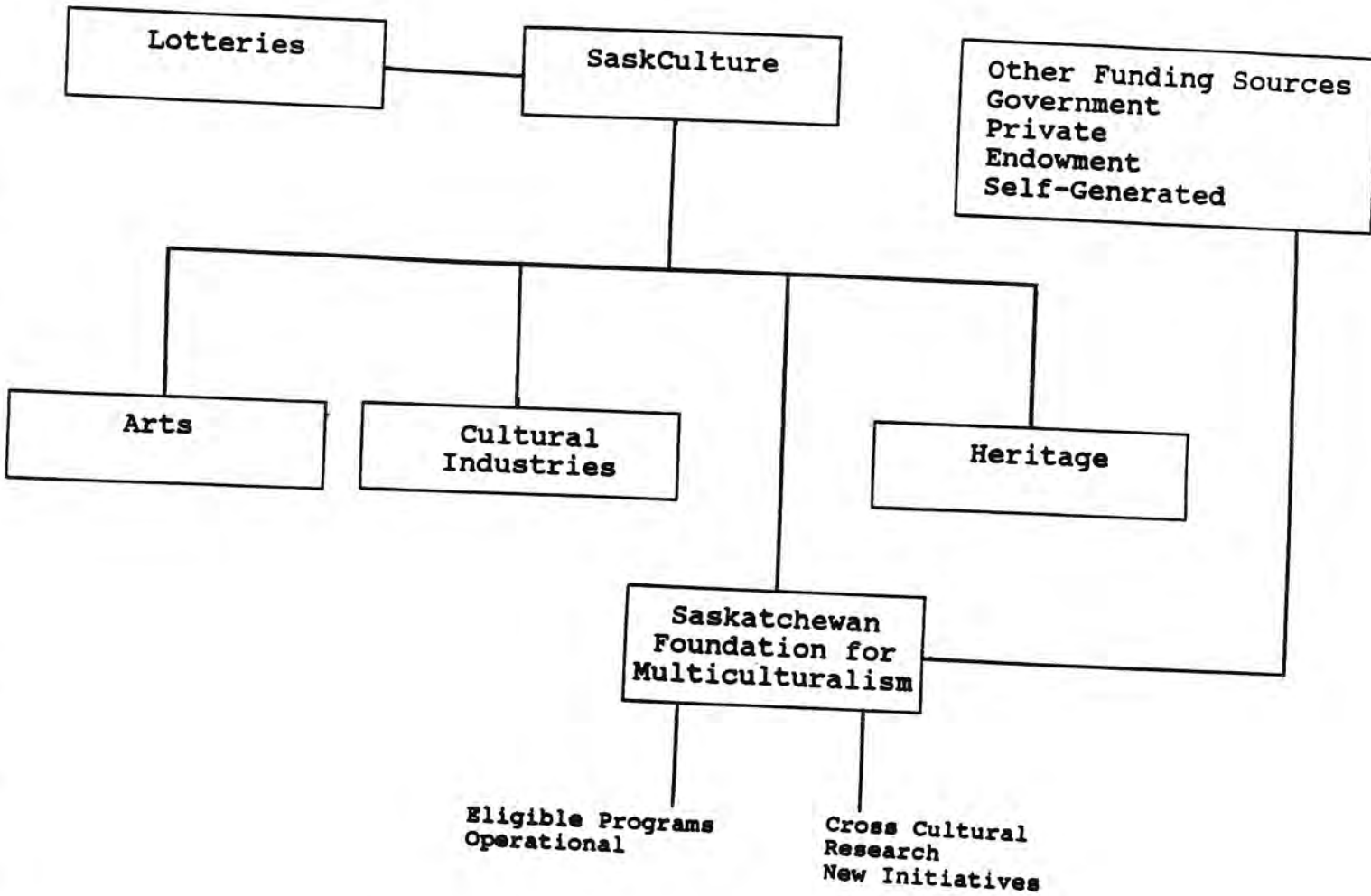
15.3 ADJUDICATION COMMITTEE

Based on allocation of funds, the adjudication committee shall meet twice per year or as required to meet objectives and deadlines. Meetings shall be scheduled in advance of the Board of Directors' meetings in order to complete documentation and report to the Board.

16.0 ORGANIZATIONAL STRUCTURE



17.0 FUNDING FLOW



18.0 COMING INTO FORCE

Saskatchewan Municipal Government shall make provisions for the establishment of the SASKATCHEWAN FOUNDATION FOR MULTICULTURALISM* in the immediate future to prepare its constitution and bylaws, to allow for appointments and elections to the Board of Directors, to establish policies of the Foundation, and to carry out advocacy and fundraising activities.

19.0 FUNDING

On April 28, 1997, the *Multiculturalism Act, 1997* was given Royal Assent by His Honour the Lieutenant Governor. Since government is responsible for the implementation of this Act, and since the Saskatchewan Foundation for Multiculturalism was a recommendation of the Minister's Advisory Committee on Multicultural Legislation as submitted to the Minister in December 1993, the IMC feels that government has major responsibility for funding and administration of all aspects related to the establishment and operation of the Foundation.

The IMC recommends that without being limited to the following, the Government fund:

- facilitation and establishment of the Foundation
- communications and implementation of strategies
- research and multiculturalism resource staff
- secretarial and administrative services
- expenses incurred by multiculturalism organizations and individuals working in the area of multiculturalism
- office space or government-owned facilities.

* Tentative title subject to formal approval of the Multicultural Council of Saskatchewan and the Multicultural Foundation of Saskatchewan Inc.

20.0 CURRENT FUNDING STATUS

The prime source of funding for the multiculturalism sector is the Saskatchewan Lotteries Trust Fund. Only the PCOs are eligible for lotteries core funding. Organizations other than PCOs have access to limited project funding.

The balance of funding includes grants from the federal Department of Canadian Heritage, sales of administrative services, and self-generated funds including festivals, admission to activities and bingos. There are limited or no funds raised through private and corporate sponsorships, except through sales of memberships and advertising.

In answer to questions posed by the IMC to the multiculturalism community on matters of funding, divergent responses were received. All responses clearly indicated a shortfall in funding of member programs. The range of funding required to satisfy new initiatives, as well as member program funding, was staggering and included:

- provision of funding levels equivalent to those which existed prior to 1991,
- provision of an additional 15% to satisfy minimum needs,
- provision of additional funding to meet member program funding requests,
- provision of additional funding to satisfy the organizations' new initiatives,
- provision of funding to individuals and small agencies that are currently ineligible for such funding.

The increase in the annual lottery license fee, a decrease in the sale of lottery tickets as a result of VLTs, and the opening of casinos, have all had a major impact on the net revenues required for cultural funding of all sectors. We feel that the erosion of lottery funding threatens the existence of multiculturalism organizations.

21.0 RATIONALE FOR ADDITIONAL FUNDING

21.1 HERITAGE LANGUAGES

Multiculturalism organizations have provided volunteer time and funds for multiculturalism education, particularly the teaching of heritage languages. The Department of Education provides funding to the extent of approximately \$40.00 per kindergarten to Grade 12 student, or a total of \$118,900 for the teaching of heritage languages.

Because of lack of adequate funding the teaching of heritage languages in several instances is undertaken by unqualified volunteers with minimum teaching aids.

In order to enhance the teaching of heritage languages and multiculturalism education further, government funding should be provided using specific criteria and guidelines developed in concert with the multiculturalism community.

21.2 IMMIGRATION AND REFUGEE SETTLEMENT

Settlement in Saskatchewan is provided by four recognized settlement agencies, as well as various other organizations. Immigration plays an important role in increasing the population of Saskatchewan and bringing new skills and expertise into the province. The government must endeavour to create an atmosphere whereby refugees and immigrants feel comfortable, and want to contribute to the social and economic well-being of Saskatchewan.

Language Instruction to Newcomers to Canada (LINC) is funded by Citizenship and Immigration Canada (CIC). A nominal amount of assistance is provided by the province in this regard.

There is an identified need to initiate programs to keep newcomers in Saskatchewan and, to this end, a full working partnership with the federal, provincial, and municipal governments should occur. To carry out these programs to their fullest extent, additional funding is required.

21.3 FESTIVALS AND TOURISM

Multicultural festivals provide not only entertainment, but also a Saskatchewan cultural awareness. They further provide a forum for cultural diversity. They benefit tourism, commerce, and are the showcase of the communities. While the financial impact of the festivals to the individual communities and the province is not documented, it is considered appreciable.

21.4 FOREIGN TRADE

Members of the provincial multiculturalism organizations have assisted in the area of foreign trade, and have made potential trading partners welcome in Saskatchewan. Again the financial return cannot be accurately measured.

21.5 SOCIO-ECONOMIC AND CULTURAL IMPACT

Multiculturalism which is community-based has had a vast socio-economic and cultural impact in the province and Canada alike with limited funding. For this limited funding, the multiculturalism community is truly grateful for the "made in Saskatchewan" lottery funding system.

21.6 UNITY

Multiculturalism seeks to maintain unity among its diverse cultural community including the Founding Nations. To this end, educational processes should be adopted.

As we approach the 21st century, there appears to be a federal government implication that the focus of multiculturalism will change from ethno-cultural activities to one of human rights and social issues. While this may be true for eastern Canada, there is a uniqueness in western Canada, and more particularly Saskatchewan, where both are necessary. The new *Multiculturalism Act*, 1997, clearly addresses all of these issues.

22.0 FUNDING SOURCES

The multiculturalism PCOs previously identified receive approximately 17% of the total funding distributed to all cultural PCOs. Government funding is also provided to agencies providing settlement services to newcomers. All of these funds are insufficient to maintain programs and the very stability of the multiculturalism community.

What other sources of funding are available? To acquire additional funding, the IMC has identified the following potential sources:

- reduction of the annual lottery license fee
- re-allocation of lottery funds
- an increase in government appropriation
- acceptance of financial responsibility by government in the area of heritage languages, immigrant settlement, and identified health, justice, and social issues
- corporate and private sponsorships with tax exemptions
- endowments
- increase in self-generated funds
- donations in kind through tax credit
- casino funding

The Board of Directors shall establish a 5-year plan which shall be revisited annually to provide some stability in funding. To do so, the Board must work with all levels of government and all government departments with the assistance of Saskatchewan Municipal Government's staff.

It is believed that a multiculturalism foundation can create yet a new relationship with government and it will be a valuable mechanism in carrying out the functions and requirements of the *Multiculturalism Act*, 1997. A new vibrant relationship with government will provide the necessary incentives for the multiculturalism community to adopt new schemes and change.

23.0 FINANCIAL RESPONSIBILITY

The Foundation would be governed by a Board of Directors accountable to its membership and government.

24.0 CLOSURE

During deliberations, the Interim Multiculturalism Committee concluded that a Foundation would best meet the needs of the multiculturalism community in its promotion, support, and enhancement, as well as funding in the future.

Members of the Interim Multiculturalism Committee wish to thank Saskatchewan Municipal Government in the confidence given in their selection and support during their deliberations and look forward to continued cooperation.

APPENDIX

RESEARCH QUESTIONNAIRE FOR INTERIM MULTICULTURALISM COMMITTEE

In order that the Interim Multiculturalism Committee may complete their research regarding the potential for consolidation of Multiculturalism we respectfully request your response to the following questionnaire, or in any other format. We thank you and appreciate your assistance.

1. ABOUT YOURSELF:

- Please provide a brief description of your organization, its mission and objective.
- Does your organization offer any services/programs in Multiculturalism?
- What contribution has your organization made with respect to the following?
 - the elimination of discrimination in all forms?
 - other equity groups? (please identify which groups)
 - seniors?
 - youth at risk?

2. YOUR VISION

- What is your organization's vision of multiculturalism in Saskatchewan? How do you see multiculturalism serving the broader interest in the province? How would you define the role of multiculturalism in Canadian society? What economic spinoffs or economic potential exists in Saskatchewan?

3. YOUR PROGRAMMING/SERVICES

- Please provide a profile of your organization's programming, including the events that your organization is involved in, programs that are funded, and any other activities or services that your organization offers to your community.

4. YOUR FUNDING

- If your Annual Report does not provide the information, does your organization receive funding from:
 - the federal government?
 - a civic/municipal government?
 - foreign funding?
 - the private sector?

- membership fees?
- other sources?

Please specify action and amount, if available.

- What fundraising activities is your organization involved in? What percentage of funding is derived from self-generated income?
- What percentage of your annual budget is spent on administration? on programming?
- Are current funding arrangements effectively responding to the needs of your organization?
- As there is much talk about reductions at all levels of government, does your organization have plans to deal with deficit issues?

4. YOUR FUTURE

- Please provide a list of services and programs your organization might offer, provided additional funding was to be made available.
- From the list above, identify those programs your organization would delete should funding become a problem.
- From the same list, identify who you feel should be responsible for funding to maintain such programs/activities.

5. YOUR PARTNERS

- Provide information on any partnership arrangements entered into for the delivery of your organization's programs.
- Is your partnering organization:
 - a cultural organization?
 - a business enterprise?
 - a government agency?
 - other? (please specify)
- How effective is each current partnership arrangement? What would you like to see changed to make the relationship more productive and effective? How, and in what area does the relationship help your organization?

- Who else would your organization be interested to partner with? Why?

6. YOUR CHALLENGE

- What is the major challenge limiting your organization's ability to deliver programs in the following fiscal year? to fulfil your vision statement?

7. YOUR COMMENTS

