

50
ANS
YEARS



INSTITUTE
FOR RESEARCH
ON PUBLIC
POLICY



Annual Report
2022-2023

Trusted research →
Sound decisions.
Since 1972.



INSTITUTE FOR RESEARCH
ON PUBLIC POLICY

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OUR MISSION

The IRPP seeks to improve public policy in Canada by generating research, providing insight and influencing debate on current and emerging policy issues facing Canadians and their governments.

OUR PURPOSE

We bring together the worlds of research and public policy to improve the lives of Canadians.



OUR VALUES



We are **independent**

We believe the credibility of our research hinges on safeguarding our independence and editorial control across all our activities. We are transparent about who supports us financially.

We are **national**

We seek to address policy issues of importance to all Canadians and to be relevant to governments at all levels. We examine ways to improve intergovernmental relations in Canada.

We are **evidence-based**

The way we conduct our research is open-minded and meets the highest standards of methodological integrity and rigour. We verify our findings through peer review and/or consultations with experts.

We are **collaborative**

The Institute thrives on its relationships with partners from multiple sectors. We regularly convene conversations with outside experts to help advance understanding around key issues and to build productive networks. Much of what we publish is done in collaboration with external researchers, writers and practitioners, who work with us to help inform public policy.

We are **inclusive**

The IRPP seeks to reflect the diversity of Canadian society by including a wide range of voices in the work that it undertakes. We are also committed to removing systemic barriers to inclusion so that equity-seeking groups are part of important public policy conversations.

We are **knowledge mobilizers**

We work to unlock knowledge so that policy-makers, decision-makers and all Canadians can gain access to it. We use clear language, encourage dialogue and deploy various means of dissemination to help with this mobilization.

We **operate in Canada's two official languages**

We share our work and convene public dialogue in both English and French. We believe this commitment to operating in both official languages helps to enrich our national conversation on a wide range of policy issues.



BOARD OF DIRECTORS

CHAIR Anne McLellan, Edmonton
VICE-CHAIR Alex Marland, St. John's
PRESIDENT Jennifer Ditchburn, Ottawa

Ian Brodie, Calgary
Jean Charest, Montreal
Cassie Doyle, Vancouver
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Virginia Mearns, Iqaluit
Gary Merasty, Winnipeg
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Martine St-Victor, Montreal
Ali Suleman, Toronto
Vianne Timmons, St. John's
Ray Williams, Toronto



FINANCIAL HIGHLIGHTS

Year ended March 31, 2023

	2023	2022	2021
Operational budget	3,829,875	3,263,181	3,078,000
Expenses	3,499,755	3,063,181	2,936,000
Operational budget over expenses	330,120	200,000	142,000

THE YEAR IN NUMBERS

April 1, 2022 - March 31, 2023

7 
Research
publications



377 
Policy Options
articles

5 
Centre of Excellence on the
Canadian Federation publications



WEBSITE ACTIVITY

2,477,070

page views

1,442,818 site users

7,545 downloads

171,247 Apple News views

SOCIAL MEDIA

42,403

followers

198,017 website visitors generated
by social media

24,188 Twitter followers

14,766 LinkedIn followers

2,931 Facebook followers

6,954 YouTube plays

518 Instagram followers

EVENTS

4,637

registrations

6 hybrid talks

2 webinars

2 workshops

1 in-person lecture

1 fireside chat

1 fundraising gala

- 1 panel discussion

- 1 networking reception

- 1 keynote address

- 1 dinner

- 2 awards

- 1 poetry recitation

4,637 registrations

2,547 participants

40 external speakers

PODCAST

40,105

plays

18 episodes

REFERENCES

320

academic

11 government

MEDIA MENTIONS

375,250,000

potential reach

1,454 articles and broadcasts

MESSAGE FROM THE
**CHAIR OF THE
BOARD OF
DIRECTORS**

Anne McLellan



This has been a landmark year for the IRPP and I am proud to have been part of it as my time on the board draws to a close.

Our 50th anniversary has served to highlight the invaluable contribution that the IRPP has made – and continues to make – in offering solutions for the critical public policy issues facing Canada and Canadians. It was especially heartening for me that the celebrations looked as much to the future as the past. Under Jennifer Ditchburn’s leadership, the Institute’s work underlines the value of top-quality research in a world where facts are often contested and divisions within our body politic are disturbingly wide.

As detailed in the various sections of this annual report, the IRPP is well equipped to face the future with confidence. Over the past year, we have been strengthened by new appointments, new products, new partnerships and the diversity of our research projects. Our finances are in excellent shape.

The leadership team has been bolstered with Rachel Samson’s appointment as vice-president for research. Rachel has vast experience in providing evidence-based policy advice, first as an economist and executive with the federal government and, more recently, as a respected consultant. In the latter capacity, she spearheaded in-depth research reports on a broad range of issues, among them, climate change, the role of oil and gas in the changing global economy, and biodiversity.

We welcomed Haley Flaro to the board in March 2023. As Ability New Brunswick’s executive director, Haley has been a leader for almost two decades in health and disability public-policy development. She brings a valuable perspective

to the IRPP’s work as an advocate for people living with a mobility disability, for youth, for seniors and for people living in poverty.

We are also delighted that two of our current board members, Alex Marland, who is also vice-chair of the Board, and Christopher Sands have agreed to serve a second four-year term.

I will be stepping down in December 2023 after 15 rewarding years on the IRPP board, the last five of them as chair. I’ve had the honour and great pleasure of working with three dynamic presidents – Mel Cappe, Graham Fox and Jennifer Ditchburn – each of whom has guided the Institute forward, expanding our reach and our relevance. We have together celebrated many milestones, most notably, the 40th and 50th anniversaries, the transition of *Policy Options* from a print magazine to a lively digital media platform, the creation of the Centre of Excellence on the Canadian Federation, and so much more.

None of these accomplishments would have been possible without the dedication of my fellow directors and the IRPP’s talented staff. To all of you...a huge thank you! I know that my successor, Elizabeth Roscoe, a board member since 2018, will be standing on broad and supportive shoulders.

I will continue to take a keen interest in the IRPP’s activities, look forward to reading many more thought-provoking *Policy Options* articles, and do whatever else I can to support our mission. I have no doubt that, for many decades to come, the IRPP’s work will continue to play an influential role in shaping public policy discussions in our country and beyond.

MESSAGE FROM THE PRESIDENT

Jennifer Ditchburn

The Institute for Research on Public Policy found itself this year among a small group of Canadian think tanks that have made it to age 50. We have had many accomplishments to toast – award-winning books published, historic conferences hosted and influential publications absorbed into key public policy decisions. Since our founding in 1972, we have added *Policy Options* magazine and the Centre of Excellence on the Canadian Federation to our operations.

Our team marked the anniversary year in a variety of creative ways. We developed a [dedicated area on the website](#) and produced a [new video](#) that highlights the IRPP’s history and mission. We hosted [nine events](#) at schools of public policy and public administration across the country. And we held a [sold-out gala](#) in Ottawa, raising \$295,000 for a new fellowship to support the work of an early-career researcher who identifies as Black, Indigenous or as a racialized person. At the gala, we also awarded prizes to student Brittany McDonald and scholar Pamela Palmater, who have both made a significant impact in mobilizing knowledge.


Even as we celebrated, we have been building for the future and preparing for a policy landscape that will likely bear little resemblance to the one that the IRPP has studied for the past half-century. We are grappling with the impacts of climate change and an economy that is being rapidly reshaped by decarbonization, automation and artificial intelligence, as well as major demographic shifts. Our work must also consider the impacts of colonization and persistent racial inequality in Canada, so we can meaningfully contribute to creating a more inclusive society.

The university events we hosted were aimed at identifying policy areas that should be gaining more attention from decision-makers, including climate resilience and housing challenges. Our research team began building the framework for an ambitious new agenda and approach, which hinges on more in-house analysis and an emphasis on how our various areas of research intersect.

One way of measuring the IRPP’s legacy is the shelves of significant publications we have produced and the high-profile events we have convened. But we should also think of it in terms of the people who have passed through our doors as staff, board members or collaborators. We can confidently say that the IRPP has trained generations of policy thinkers and amplified the voices of thousands of researchers, thereby contributing to a better-informed policy dialogue in Canada. This year, we welcomed economist and policy research executive [Rachel Samson](#) as our new Vice-President, Research. She is joined by new research directors [Julian Karaguesian](#) and [Shaimaa Yassin](#) and research assistant Zakayo Kisava to our team.

I want to thank my IRPP colleagues for the tremendous work they did for our 50th anniversary celebrations. This was a project that involved every member of the team and reflected their ideas for how to strategically mark the year. Thank you also to the IRPP’s board for its support, particularly our gala committee chair (and future board chair) [Elizabeth Roscoe](#).

I also want to express my gratitude to [Anne McLellan](#), who has been an important mentor to me as I have settled into the position of president and CEO. The Institute has been lucky indeed to benefit from Anne’s high level of dedication in her role and her invaluable guidance.

A woman with long dark hair, wearing a dark blue sleeveless dress with a large silver brooch at the waist, is speaking at a podium. Her hands are raised in a gesture of emphasis. The background is dark with blurred lights, suggesting an indoor event or stage setting. The overall lighting is dim, with a red overlay on the left side of the image.

I'd like to wrap up with words from artist and inclusion advocate Greg Frankson, who punctuated our gala with the rousing recital of his original poem for the IRPP, *A Multiplicity of Birdsong*. The poem's final words are a nod to reconciliation and public policy, casting forward with the ambition that we:

*build a new future that respects
our bonds of friendship*

*clear eyes with mouths of truth
that honour protocols of peace*

*merge collective memory with
modern necessities of this moment -*

*and for the next seven generations
may prosperity never cease.*

IRPP RESEARCH

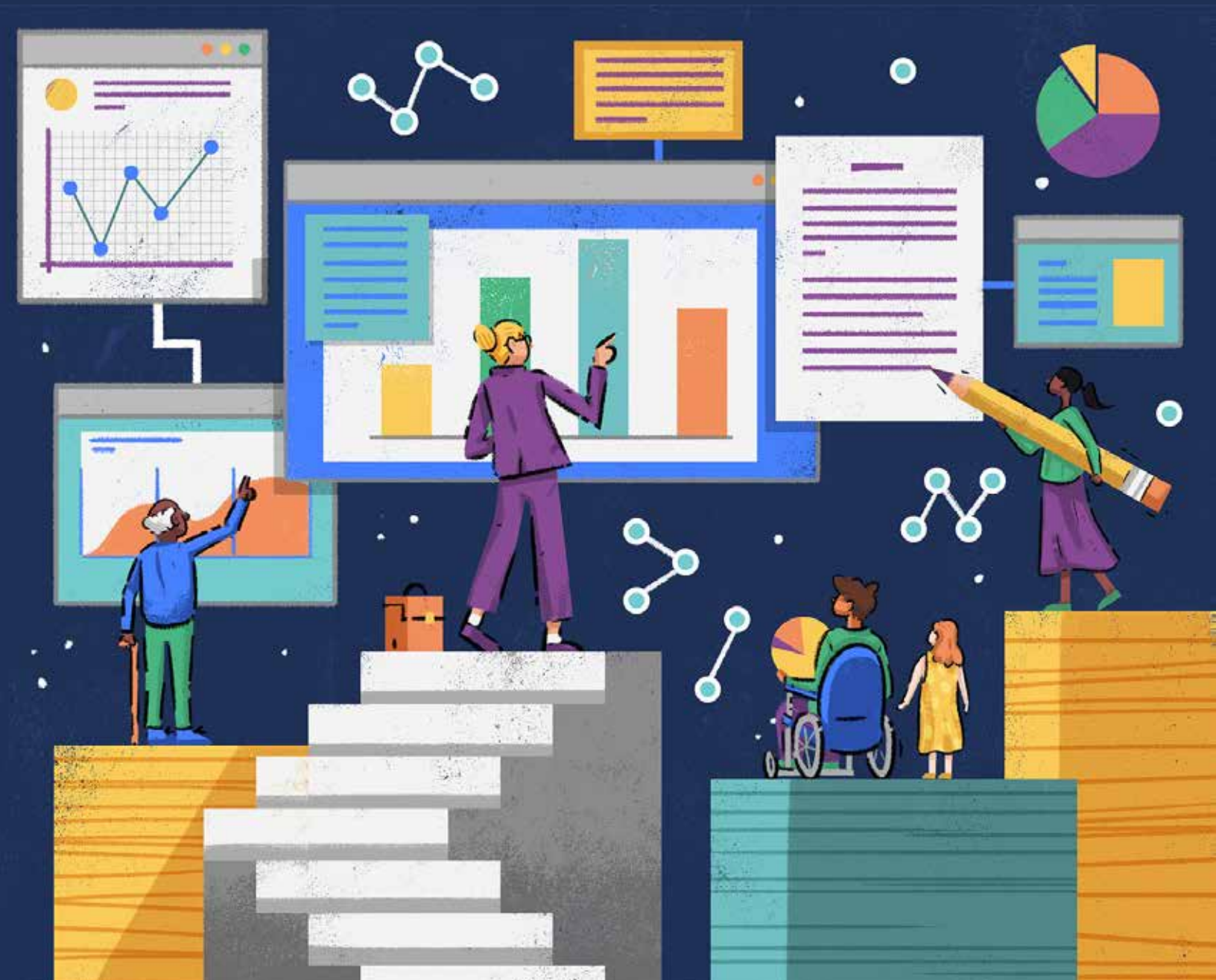
Vice-President, Research: Rachel Samson

Research Directors: Natalia Mishagina, Shaimaa Yassin, Julian Karaguesian

Senior Writer and Editor: Rosanna Tamburri

Lead Data Analyst: Ricardo Chejfec

The past year has been one of renewal for the IRPP research team. Rachel Samson joined as vice-president of research in April 2022. Shaimaa Yassin and Julian Karaguesian came aboard as research directors in the fall, and Ricardo Chejfec moved into a new position as lead data analyst in early 2023. Finally, Rosanna Tamburri – the IRPP’s senior English writer and editor – took on a more prominent role with the team.



We are also fortunate to be able to call on four new external research advisors – distinguished experts who will guide our team as we expand our research programs and add more in-house analysis and writing:

Don Drummond, Stauffer-Dunning fellow in global public policy and adjunct professor at the School of Policy Studies at Queen’s University.

Louise Levonian, chair of the Better Evidence Council at Blueprint and former deputy minister at Employment and Social Development Canada.

Jennifer Robson, associate professor of political management at Carleton University.

Debra Thompson, associate professor of political science and tier 2 Canada research chair in racial inequality in democratic societies at McGill University.

The research team is now well positioned to tackle an ambitious agenda. We have already launched several new and expanded research programs:

Building new foundations for economic growth:

Research supporting policy decisions that lay the groundwork for long-term prosperity in Canada in the context of shifting geopolitical

forces, technological change, demographic shifts, Indigenous reconciliation, and policy and market responses to climate change.

Empowering Canada’s workforce: Research aimed at informing policy decisions designed to help Canada’s workforce navigate challenges such as low-carbon transition, adoption of new technologies and changing demographics.

Toward a more equitable Canada: Research aimed at developing policies that improve outcomes for all Canadians by addressing challenges such as the availability and affordability of basic needs, and inequities in health care, labour markets and education.

We were joined this year by fellow-in-residence Cuong Quy (“CQ”) Huynh. CQ was the 2022-23 international affairs fellow at the U.S. Council on Foreign Relations, and is a co-founder of Rende Progress Capital, a non-profit that invests in immigrant and minority entrepreneurs. During his time at IRPP, CQ worked on a book exploring the challenges facing immigrant entrepreneurs in Canada and the U.S. We are grateful for his contribution and wish him success in his future endeavours in this important field.

OUR EXPERTISE IN DEMAND

As we lay the groundwork for expanding our in-house analysis, members of our research team continue to share their expertise in the wider community.

Below are some of the events in which we participated this year:

- With her extensive background in climate policy, Rachel Samson was asked to speak at numerous conferences and events. She made a keynote presentation at the annual Scaling Up Bioeconomy conference, and provided testimony on hydrogen to the Senate
- standing committee on energy, the environment and natural resources.
- Rachel took part in a panel discussion at the United Food and Commercial Workers’ annual convention on the implications for workers of net-zero transition.
- Innovation, Science and Economic Development Canada asked Natalia Mishagina to serve as an expert on STEM education and the workforce.
- Natalia was interviewed for a study conducted by a research group at the
- University of Toronto on the influence of knowledge generated by international organizations on domestic policymaking.
- Ricardo Chejfec addressed students at the Max Bell School of Public Policy at McGill University about his experience working at a think tank. He also spoke at Carleton University about the IRPP’s work on employment insurance.
- Natalia, Ricardo and Rachel were interviewed for a study led by Royal Roads University on skills development for the net-zero transition.

RESEARCH HIGHLIGHTS

Employment Insurance

Rachel Samson, Ricardo Chejfec, and Rosanna Tamburri

With the federal government laying the groundwork for reforms to the employment insurance (EI) program, we undertook our own analysis and hosted several expert workshops to explore some of the options. IRPP reports concluded that this critical program is not fulfilling its role as an economic stabilizer and is no more ready to deal with a recession-driven increase in demand for benefits than it was when the COVID-19 pandemic hit in early 2020.

Our first report, [*How to Modernize Employment Insurance: Toward a Simpler, More Generous and Responsive Program*](#), focused on options for EI modernization. A follow-up report, [*Financing Employment Insurance Reform: Finding the Right Balance*](#), looked at the thorny issue of how to expand coverage while keeping premiums affordable and preserving the stability of the EI account. A related commentary, [*Building a Package of Compromise Solutions for EI Reform*](#), proposed a concrete policy package to the government.

IRPP-hosted workshops held between the fall of 2021 and the summer of 2022 featured EI experts from academia, business associations, non-governmental organizations, and unions. These events offered an opportunity for a more in-depth and interactive discussion of EI reform than formal government consultations. Employment and Social Development Canada provided financial support, and several representatives from ESDC and Finance Canada attended the workshops.

A French-language webinar ([*Comment améliorer l'assurance-emploi*](#)), hosted by Jennifer Ditchburn, attracted 150 participants to hear a panel discussion on the challenges surrounding the current EI program and options for reform. The event generated a lively discussion. The panellists were Pierre Céré, spokesperson for Quebec's Conseil National des Chômeurs et Chômeuses; Pierre Fortin, professor emeritus in economics at the Université du Québec à Montréal; Christina Santini, senior analyst at the Canadian Federation of Independent Business; Norma Kozhaya, vice-president for research and economist at the Conseil du Patronat du Québec; and Pierre Laliberté, commissioner representing workers at the Canada Employment Insurance Commission.



OUR IMPACT ON PUBLIC POLICY: EMPLOYMENT INSURANCE

Our work on employment insurance reform has cemented IRPP's reputation as an influential voice on this important issue. With three publications, three expert workshops, a webinar, a podcast, and several articles in *Policy Options*, the *Globe and Mail*, and the *Hill Times*, we

have been a valuable source of knowledge and insight for federal and provincial governments. During the year, our experts also briefed officials at Finance Canada and Employment and Social Development Canada, as well as representatives of the Manitoba government.

IRPP products on employment insurance reform were referenced in the *Globe and Mail*, by the CBC and others. Our researchers were interviewed for articles in the *National Post*, the *Hill Times*, iPolitics and the *Toronto Star*, and on radio stations in Calgary and Edmonton.



IRPP REPORT
May 2022

How to Modernize Employment Insurance: Toward a Simpler, More Generous and Responsive Program

IRPP Working Group Report

IRPP 50

IRPP REPORT
December 2022

Financing Employment Insurance Reform: Finding the Right Balance

IRPP Working Group

IRPP 50

IRPP COMMENTARY
December 2022

Building a Package of Compromise Solutions for EI Reform

Ricardo Chajfec and Rachel Samson

IRPP 50

Faces of Aging and the Social-Safety Net for Working-Age Adults

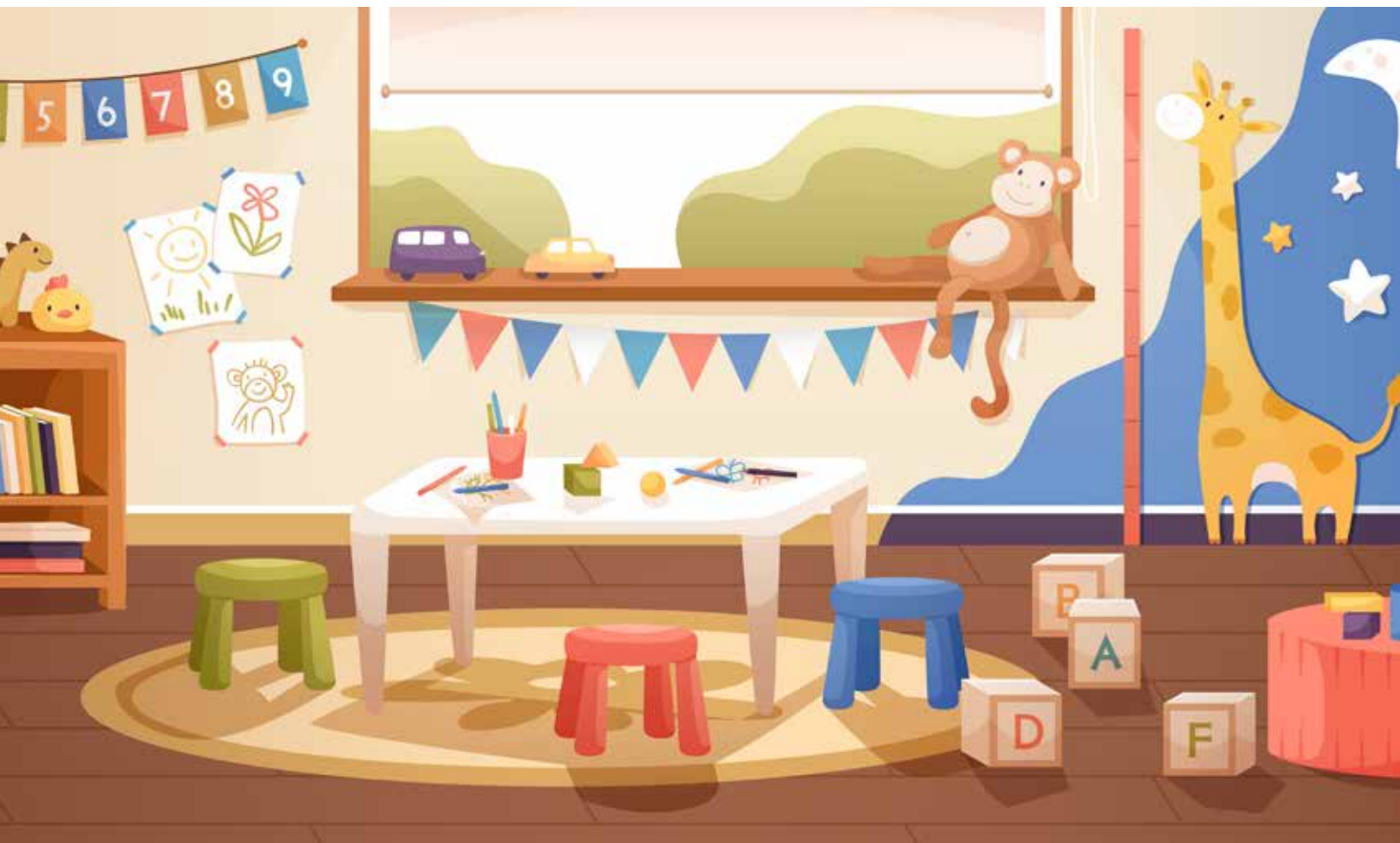
Rachel Samson

Our research on the social safety net this year has gone from the cradle to the grave, with two reports reflecting high-profile policy issues at each end of life's journey.

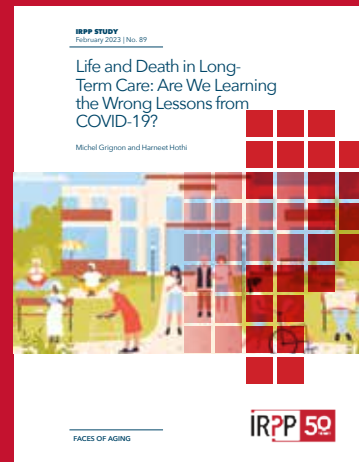
The rollout of early learning and child care agreements between the federal government, provinces and territories provided a topical backdrop for Gordon Cleveland's paper, [Early Learning and Child Care in Canada: Where Have We Come From, Where Are We Going](#). The report evaluated the affordability, accessibility and quality of child care over the last 30 years. It pointed to significant progress in many areas. However, it noted that child care fees have continued to rise over time and there has been

mixed progress among provinces and territories on staff-to-child ratios, wages for early childhood educators and funding for low-income families.

In our second study, [Life and Death in Long-Term Care: Are We Learning the Wrong Lessons from COVID-19?](#), Michel Grignon and Harneet Hothi concluded that the measurement of mortality in long-term care institutions used most often during the pandemic was misleading. They suggested an alternative approach that compares institutional mortality with populations of a similar age in the wider community. The authors also cautioned against a rigid and clinical post-pandemic response aimed at reducing mortality among residents, but which could lead to an even worse quality of life for them.



We hosted a [webinar](#) in French that provided a platform for Quebec's health and welfare commissioner Joanne Castonguay to present the conclusions of her report on long-term care, *Le devoir de faire autrement (The duty to do things differently)*. Her presentation was followed by a discussion moderated by *Policy Options* deputy editor Patrick Déry with guests Yves Couturier, professor at the Université de Sherbrooke school of social work; Quoc Nguyen, internist-geriatrician and epidemiologist at the Centre hospitalier de l'Université de Montréal (CHUM); and Alain Dubuc, former columnist at *La Presse* and an IRPP board member.



OUR IMPACT ON PUBLIC POLICY: CHILD CARE AND ELDER CARE

The IRPP has played a key role in providing analysis and advice on long-term care during the pandemic. With our research on aging spanning more than a decade, we have contributed significantly to the foundation of knowledge that can help propel much-needed reforms in this sector.

The study authored by Michel Grignon and Harneet Hothi made a number of far-reaching recommendations:

- Develop clear guidance for long-term care institutions on the appropriate balance between preventing death and supporting quality of life.

- Improve the efficiency of long-term care through efforts that expand the use of home care and allow institutional specialization.
- Estimate costs associated with long-term care in the coming decades, including home care, and identify mechanisms to finance those costs.

On the subject of child care, Gordon Cleveland's paper made four recommendations to governments:

- Rapidly expand not-for-profit and public child care facilities.

- Raise the wages of early childhood educators.
- Be prepared to inject more funding to achieve universal \$10-a-day child care in all jurisdictions.
- Close gaps in maternity and parental benefits through employment insurance reform.

Following publication of his study, Gordon was appointed a member of the National Advisory Council on Early Learning and Child Care. His paper was also featured in a *Globe and Mail* article. The study by Michel Grignon and Harneet Hothi was featured in an *iPolitics* article.

Future of Skills and Adult Learning

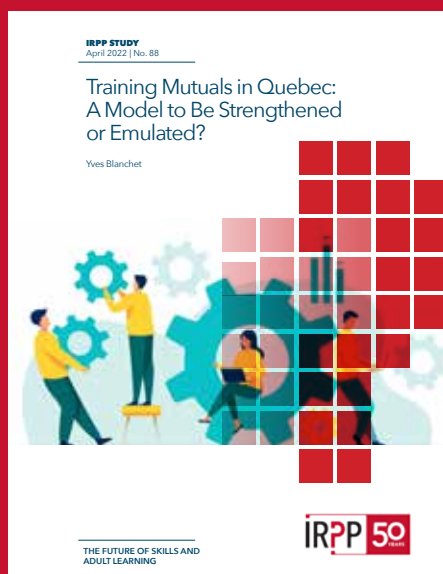
Natalia Mishagina

Improving skills development opportunities for working-age Canadians is a high priority for governments in the context of skills shortages and efforts to improve societal outcomes.

Two new publications this year made a valuable contribution to this research program. One critically evaluated innovative approaches to employer-provided training, and the other investigated international experience in boosting adult education programs.

The study by Yves Blanchet, [Training Mutuals in Quebec: A Model to Be Strengthened or Emulated?](#), analyzed Quebec's experience with "training mutuals" – sector-specific associations of small- and mid-sized businesses that pool their resources to organize training for their employees.

Judith Walker's paper, [Poor Cousin No More: Lessons for Adult Education in Canada from the Past and New Zealand](#), examined Canada's past efforts to create a national adult education strategy and offered insights from a reform of adult education in New Zealand. The paper argues that, in order to benefit learners, provincial and territorial governments must integrate adult education programs into their respective education and social services systems. Professionalization of educators, reduction of the stigma faced by learners, and standardization and transferability of credentials across programs and jurisdictions will help bring adult education programs from the margins and into the mainstream.





OUR IMPACT ON PUBLIC POLICY: ADULT LEARNING

Yves Blanchet's study of training mutuals brought Quebec's innovative approach to training to the attention of governments across the country interested in motivating businesses to invest in training. The study advocated for more research to better understand the barriers to employer-provided training while noting the limitations of the Quebec model.

After Yves's paper was published, he was invited to testify before the House of Commons standing committee on industry and technology. The committee has undertaken a study on labour shortages and the productivity of small and mid-sized businesses in Canada.

Judith Walker's paper on adult education turned out to be very timely given the heightened interest in skills development in Canada, especially for adults with limited education. Judith gave interviews to two newspapers, and Natalia was interviewed on two radio shows.

The centre's primary aim is to offer valuable insights on the Canadian federation both through our research publications and by bringing together experts and practitioners.

As an example of the latter approach, we put together a series of six [conferences](#) in collaboration with the Canada School of Public Service aimed at expanding knowledge of federalism in the civil service. These events, each attended by hundreds of federal civil servants, brought together experts in such areas as Indigenous governance, health care, municipal government and fiscal relations. We also used material from the conferences to produce informative podcasts, thereby reaching an even larger audience.

On the more traditional research side, we published one IRPP Insight, [Amending the Official Languages Act: A New Vision of Bilingualism?](#), by Mario Polèse, emeritus professor at the Institut national de la recherche scientifique in Quebec City. The study coincided with Bill C-13, the first move by the federal government in decades to modernize the *Official Languages Act*. Mario offered a critical perspective of the bill, including recommendations to strengthen its protection of French.

In addition to the research paper, we launched a new report format, the Centre's bulletins. These

short-form publications are designed to provide timely insights based on fresh data or a unique analytical angle. We published three bulletins this year, one covering public preferences on federal transfers to provinces and another introducing a new "resentment index." The index showed that Canadians across the country are unhappy about their own province's place in the federation, but that some feel more resentful than others. Both reports were based on the Confederation of Tomorrow annual survey to which the centre has contributed since its inception in 2019.

Finally, we completed two COVID-related projects:

- A report by Laura Stephenson and Allison Harell, [Lessons Learned from Pandemic Elections](#), analyzed how Canada's election oversight agencies adapted to the pandemic, identifying what worked well and what didn't, and looking ahead to what lessons might be learned for future elections.
- We used the centre's "stringency index," developed during the pandemic, to examine how different provinces relaxed their public health restrictions. With the curbs now permanently lifted, [this analysis](#) marked a natural endpoint for updates to the stringency index. However, given the resounding success of the centre's data set of COVID policies, this resource will remain publicly available to researchers.

IRPP REPORT
May 2022
Elections During a Health Crisis:
Voter Involvement and Satisfaction
across Pandemic Elections in Canada
Allison Harell and Laura B. Stephenson



Centre of Excellence on the Canadian Federation
IRPP 50

BULLETIN
April 2022 | NO 1
CENTRE OF EXCELLENCE ON THE CANADIAN FEDERATION

Federal transfers to provinces: public preferences

Two years after the onset of the pandemic, attention is increasingly focused on the adequacy of funding for key social services such as health care and care for the elderly. At the same time, the new confidence and supply deal reached between the governing Liberals and the opposition NDP in Ottawa promises to secure more federal funding in areas such as child care, pharmaceuticals and dental care.

The 2022 Confederation of Tomorrow survey of Canadians confirms that there is considerable support for increased federal transfers to the provinces to help meet the rising cost of public health care. Views are more divided on the question of whether federal funding for social programs should come with strings attached.

INCREASED FUNDING FOR PUBLIC HEALTH CARE
By more than a two-to-one margin, Canadians are more likely to say that rising health care costs should be addressed by providing more government funding, rather than by expanding the size of the private sector in health care delivery.

More than one in ten (10%) say the government should significantly increase their spending on health care to cover these rising costs. One in four (24%) prefer that governments allow the private sector to provide some health care services to those who can afford to pay for them. Fewer than one in ten (7%) say that instead, governments should focus the availability of some treatments or medications (an additional 17% did not express a preference).

Support for significant increases in government spending on health care is highest in the Maritime provinces (48%). Support for private health care services for those who can afford them is highest in Quebec (29%).



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Confederation Institute
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Figure 1. Preferred options for addressing rising cost of health care, by 2022 respondent

BULLETIN
May 2022 | NO 2
CENTRE OF EXCELLENCE ON THE CANADIAN FEDERATION

The End of COVID-19 Restrictions?

Most Canadian provinces and territories have removed all COVID-19 restrictions with only three jurisdictions retaining some public health measures. Among them, Quebec is the only one still requiring masks in indoor public spaces. As of May 10, the Centre of Excellence on the Canadian Federation's stringency index shows that public health measures are less stringent than they have been since the start of the pandemic across all provinces and territories.

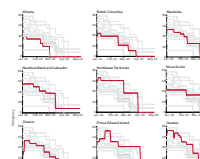


Figure 1. Comparing the stringency of COVID-19 restrictions in provinces and territories, January to May 2022

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BULLETIN
October 2022 | No. 3
CENTRE OF EXCELLENCE ON THE CANADIAN FEDERATION

Resentment in the Canadian Federation

Canadians in every province are resentful about their province's place in the federation, but resentment runs higher in some provinces than others. These are the findings of a new Resentment Index that we created using data from the Confederation of Tomorrow 2022 survey. The results also help us better understand the politics of resentment that seem to seethe through the federation.

Many critiques of the workings of Canadian federalism focus on fairness and equity, not that the federal role can be expanded. This is the leading question in our recent survey for a "Fair Deal" and in 2021, respondents on equalization, and more generally on the federal role, expressed their dissatisfaction with "What's in the Province" but conversations in every province – even Ontario – have argued that their province is underfunded, underfunded or ignored.

How much of this discontent flows to the general public? And to what extent does the feeling of resentment vary among the provinces? Using a unique set of questions from the Confederation of Tomorrow 2022 survey of Canadians, which touch on how people feel about how their province is treated in the federation, we created an index of regional resentment. Our index builds on the concept of place-based resentment, which occurs when someone identifies strongly with the place where they live, and views political decisions about the federation as unfair to the needs of people in other jurisdictions. The concept has been used to explain the resentment and discontent that ignited other populist parties and how they target their political behaviour, such as voting.

The index enables us to explore, for the first time, whether respondents think their province receives its fair share of money the federal government spends on programs and transfers, whether their province receives the required resources, whether their province has a distinctive culture that is recognized by the rest of the country, whether there is fair share of federal or national decisions, and whether the four major regions of the country contribute their fair share to Canada. Taken together, these questions provide a snapshot of how resentful respondents in every province are about the place of their province in the federation.

Figure 1 shows the distribution of the Resentment Index by province, ranging from a score near zero (a neutral sentiment) to a score near 100 (a strong sentiment) and provides context from the survey. For instance, while Quebec ranks

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Andrew Peltin
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Figure 1. Resentment in the Canadian Federation

POLICY OPTIONS

Editor in Chief: Les Perreux

Deputy Editor (English): Evangeline Sadler

Deputy Editor (French): Patrick Déry

Accenture Fellow on the Public Service: Kathryn May





Policy Options published several special features and series to mark the 50th anniversary of the IRPP in addition to regular daily coverage for our average of 100,000 monthly readers.

We published nearly two dozen articles from the [Policy Radar](#) event series and our graduate student writing contest covering topics as diverse as defence procurement, the housing crisis and racism in daycare centres. The writing contest attracted dozens of entries and the judges were most impressed with the quality of the submissions. We concluded our anniversary activities with two pieces on reconciliation by University of Toronto law professor Douglas Sanderson (*Amo Binashii*), one co-written with writer and lawyer Andrew Stobo Sniderman.

Much of our editorial energy this year has gone into covering the immense challenges facing the federal public service and calls to reform it. This work has been led by Kathryn May, our Accenture Fellow on the Future of the Public Service, and bolstered by contributions from other experts. We also launched [The Functionary](#), Kathryn's newsletter of noteworthy public service content that doesn't quite fit the *Policy Options* format. From a standing start last summer, *The Functionary* now has 3,000 loyal subscribers and Kathryn's efforts were rewarded with the 2022 Canadian Online Publishing Awards gold medal. She was also a finalist for best newsletter in the Digital Publishing Awards.

One of our priorities this year has been to provide greater exposure in the pages of *Policy Options* for our [IRPP experts](#) and excellent writers. First-time in-house contributors have included Rachel Samson, Ricardo Chejfec, Étienne Tremblay, Cuong Quy Huynh, Ji Yoon Han and Julian Karaguesian, along with recurring contributions from Patrick Déry, Charles Breton and Rosanna Tamburri. These colleagues enrich our content with their authoritative expertise and thoughtful insights.

The year's projects culminated in a [feature series](#) suggested by board member Alex Marland and organized by deputy editor Evangeline Sadler on how Parliament can better serve Canadians.



COMMUNICATIONS

Director: Cléa Desjardins

Communications Officer: Ricardo Montrose

Lead Events Planner: Judy Manny

Digital Engagement Officer: Nesi Altaras

The IRPP's 50th anniversary drove our communications priorities this year with a series of events that boosted the institute's profile across the country, culminating in the fundraising gala in Ottawa.

With an eye to visibly marking the anniversary and pulling the institute's various programs together under a single banner, the communications team worked with an external design firm to develop a logo and visual brand strategy. Internal discussions led to a new tagline encapsulating the institute's mission and history:

**Trusted research →
Sound decisions.
Since 1972.**

A deep dive into our archives turned up a wealth of material demonstrating the institute's reach, influence, and impact on Canadian public policy over the past half-century. We were thrilled to be able to use some of it for a compelling [promotional video](#) that featured interviews with current and past IRPP staff and board members, as well as frequent contributors.

Leaning into the institute's reputation as a valued convener of dialogue and debate, we co-created the [Policy Radar](#) event series with nine of Canada's leading schools of public policy and of public administration. These hybrid discussions, held in-person and simultaneously livestreamed online, were designed to feature public policy themes that students and faculty thought should be on the radar of policy makers. We were also able to use video and audio material from the events for podcasts, YouTube and social media clips, and the CPAC television network broadcast several of the sessions.

The culmination of the 50th anniversary [celebrations](#) was the gala in Ottawa on November 23, 2022. About 350 guests gathered at the National Arts Centre for an evening that included a provocative panel discussion on racial inequality and policy making; a stirring keynote speech by University of Toronto law professor Douglas Sanderson (*Amo Binashii*) that offered an Indigenous perspective on public policy; and the recital of an original work by poet and inclusion advocate Greg Frankson. The gala also featured two "knowledge-mobilization" awards, honouring a graduate student (Brittany McDonald) and a scholar (Toronto Metropolitan University's Pamela Palmater) who had done an exceptional job increasing the public's understanding of a key public policy issue. Local media covered the anniversary and event, giving the celebrations a wider spotlight.

The gala's focus on equity, diversity, inclusion and reconciliation helped spark a new *Policy Options* Podcast mini-series called In/Equality. Hosted by McGill political science professor and IRPP research advisor Debra Thompson, the series shares in-depth conversations with experts across the country on issues of inequality. The series went into pre-production in late 2022.

Throughout the anniversary year, the communications team continued to support the IRPP's core programs by promoting new projects from the research team, *Policy Options* and the Centre of Excellence on the Canadian Federation. We helped publish and publicize seven new research publications, 377 *Policy Options* articles and five Centre of Excellence reports. All were promoted through IRPP social media channels, shared with external media and highlighted in our weekly and monthly newsletters.

IRPP RESEARCH PUBLICATIONS

Study

Yves Blanchet

Les mutuelles de formation au Québec: un modèle à renforcer ou à imiter?

Avril 2022, Étude IRPP, n° 87

Yves Blanchet

Training Mutuals in Quebec: A Model to Be Strengthened or Emulated?

April 2022, IRPP Study, No. 88

Michel Grignon and Harneet Hothi

Life and Death in Long-Term Care: Are We Learning the Wrong Lessons from COVID-19?

February 2023, IRPP Study No. 89

Insight

Gordon Cleveland

Apprentissage et garde des jeunes enfants au Canada: d'où partons-nous, où allons-nous?

Octobre 2022, Repère IRPP n° 45

Gordon Cleveland

Early Learning and Child Care in Canada: Where Have We Come From, Where Are We Going?

October 2022, IRPP Insight No. 44.

Jude Walker

Poor Cousin No More: Lessons for Adult Education in Canada from the Past and New Zealand

September 2022, IRPP Insight No. 43

Mario Polèse

La refonte de la Loi sur les langues officielles: une nouvelle vision du bilinguisme?

Octobre 2022, Repères IRPP n° 42

Mario Polèse

Amending the Official Languages Act: A New Vision of Bilingualism?

October 2022, IRPP Insight No. 41

Report

IRPP Working Group Report.

How to Modernize Employment Insurance: Toward a Simpler, More Generous and Responsive Program

IRPP Report (May 2022)

Allison Harell and Laura B. Stephenson

Elections During a Health Crisis: Voter Involvement and Satisfaction across Pandemic Elections in Canada

IRPP Report (May 2022)

IRPP Working Group Report

Financing Employment Insurance Reform: Finding the Right Balance

IRPP Report (December 2022)

Ricardo Chejfec and Rachel Samson

Building a Package of Compromise Solutions for EI Reform.

IRPP Commentary (December 2022)

Bulletin

Charles Breton and Andrew Parkin

Federal Transfers to Provinces: Public Preferences

April 2022, no. 1

Ji Yoon Han and Charles Breton

The End of COVID-19 Restrictions?

May 2022, no. 2

Ji Yoon Han and Charles Breton

La fin des restrictions contre la COVID?

Mai 2022, no 2

Charles Breton, Olivier Jacques and Andrew Parkin

Resentment in the Canadian Federation

October 2022, no. 3

Charles Breton, Olivier Jacques and Andrew Parkin

Le ressentiment dans la fédération canadienne

Octobre 2022, n° 3

Events

Webinar (in French)

"Soins aux aînés : comment faire en sorte que cette fois-ci soit la bonne ?"

Joanne Castonguay, Yves Couturier, Alain Dubuc

Moderator: Quoc Nguyen

April 2022

Lecture

The Puzzling Persistence of Racial Inequality in Canada

Keith Banting, Debra Thompson

June 2022, Montreal

Webinar (in French)

"Comment améliorer l'assurance-emploi"

Pierre Céré, Pierre Fortin, Norma Kozhaya, Pierre

Laliberté, Christina Santini

Moderator: Jennifer Ditchburn

February 2023

Lecture (in French)

La révolution du travail : Un nouveau paradigme à l'ère postpandémique

Jean-Nicolas Reyt

Moderator: Jennifer Ditchburn

March 2023, Montreal

Policy Radar Series

Hybrid (webinar and Hamilton)

Health Tech: The Politics and Policies of Remote Rehabilitation

April 2022

Hybrid (webinar and Montreal)

The Future of National Security in the World of the "N-Block War"

September 2022

Hybrid (webinar and Halifax)

Housing Challenges and the Rural-Urban Divide

September 2022

Hybrid (webinar and Regina)

What Does the Future of Indigenous Governance Look Like?

September 2022

Hybrid (webinar and Vancouver)

Building Climate Resilience

October 2022

Hybrid (webinar and Calgary)

Rapid Changes and Transformations: The Future of Canada's Energy Transition

October 2022



INVESTMENT COMMITTEE

Chair: Ali Suleman

Members: Elizabeth Roscoe, Jason Stewart, Ray Williams

Non-Director Members: Enrique Cuyegkeng, Monika Skiba, Peter von Schilling

The IRPP's endowment fund supports the work of the institute. In order to maintain the fund's real value (after inflation), the role of the investment committee is to:

- Advise the board of directors on investment strategy.
- Consider and recommend an appropriate asset mix.
- Select external investment managers and hold them accountable for their performance (both return and risk) in meeting the mandate objectives.
- Act as a resource for the board on investment-related matters.

The investment committee and the board have always recognized that protecting the real value of the fund while providing for the institute's operations may be competing objectives. For this reason, over the years, the committee has used different strategies related to the asset mix and draw formula to determine the amount transferred each year from the endowment fund to support the Institute's operations.

We set up a second fund in 2019 after receiving a \$10-million grant from the federal government to create the Centre of Excellence on the Canadian Federation. The new Centre of Excellence fund, known as the Centre fund, is managed according to the same policies and procedures as the endowment fund, now renamed the Base fund. The draws from the Centre fund are specifically tied to activities of the Centre.

This year, in keeping with our practice of constantly reviewing our investment strategies, we appointed Connor, Clark & Lunn as the Canadian equity manager for both funds and adopted a S&P500 index/passive strategy for

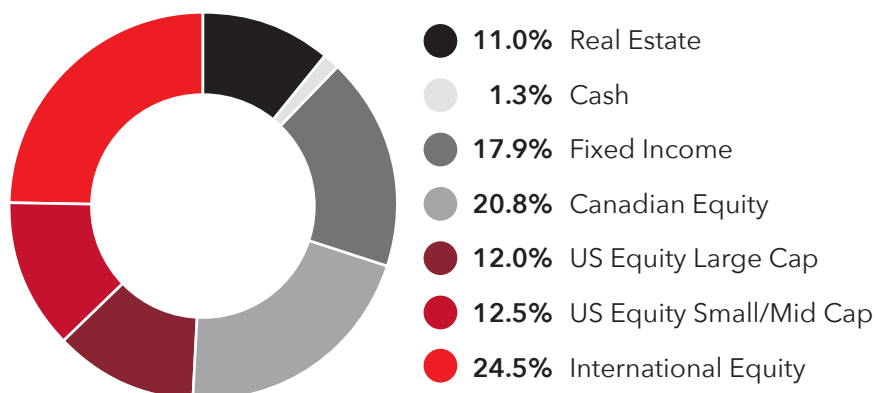
U.S. investments managed by Blackrock Canada. The relationship with Burgundy was maintained for the Small Cap US Equity and EAFE Equity mandates.

For the fiscal year ended March 31, 2023, the Base fund grew 3.6% on a gross basis (2.9% net of fees), while the Centre fund gained 3.8% on a gross basis (2.9% net of fees). Both outperformed their benchmarks due to strong relative performance within the equity components of the portfolios, which bounced back during the second half of 2022 and the first quarter of 2023. Both equity and fixed income markets saw declines due to the speed and magnitude of rising interest rates but showed strength once market volatility started to subside toward the end of the calendar year. At March 31, 2023, the Base fund's market value was \$44,363,618 and the Centre fund stood at \$10,735,378 after drawdowns.

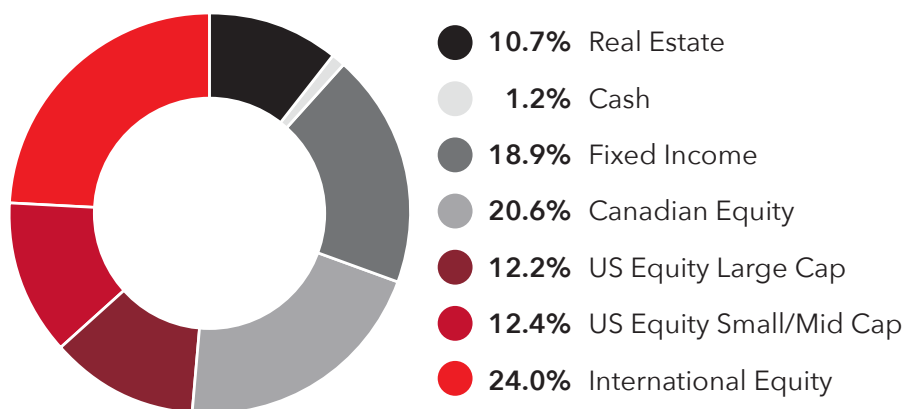
Since the base fund was established with a \$20-million endowment in 1972, it has paid out \$90 million to support the IRPP's operations while at the same time more than doubling in value.

The funds' respective asset mixes are detailed on the following pages.

BASE FUND



CENTRE OF EXCELLENCE FUND



BASE FUND AND CENTRE OF EXCELLENCE FUND - HIGHLIGHTS

	Fiscal year				
	2023	2022	2021	2020	2019
Base fund market value	\$44,363,618	\$45,681,995	\$44,727,414	\$37,790,737	\$42,668,109
Return (before draw and fees)	3.6%	8.5%	25.3%	-5.3%	8.0%
Return (after draw and fees)	-4.9%	2.4%	18.4%	-11.4%	1.7%
Centre fund market value	\$10,735,378	\$10,979,024	\$10,715,776	\$8,908,118	-
Total Base and Centre funds	\$55,098,996	\$56,661,019	\$55,443,190	\$46,698,855	-
Total spending for operations (excludes fees)	\$3,499,755	\$2,940,032 ³	\$2,872,1022	\$2,325,443	\$2,279,262
Total revenues for operations	\$3,829,875 ²	\$3,263,181 ²	\$3,078,038 ²	\$3,096,443 ²	\$2,872,336
Total management fees	\$412,985 ⁴	\$540,233 ⁴	\$343,293	\$306,584	\$346,260
Funds' contribution to operations	84%	90.1%	93.3%	75.1% ¹	79.3% ¹

¹Contribution from Base Fund only.

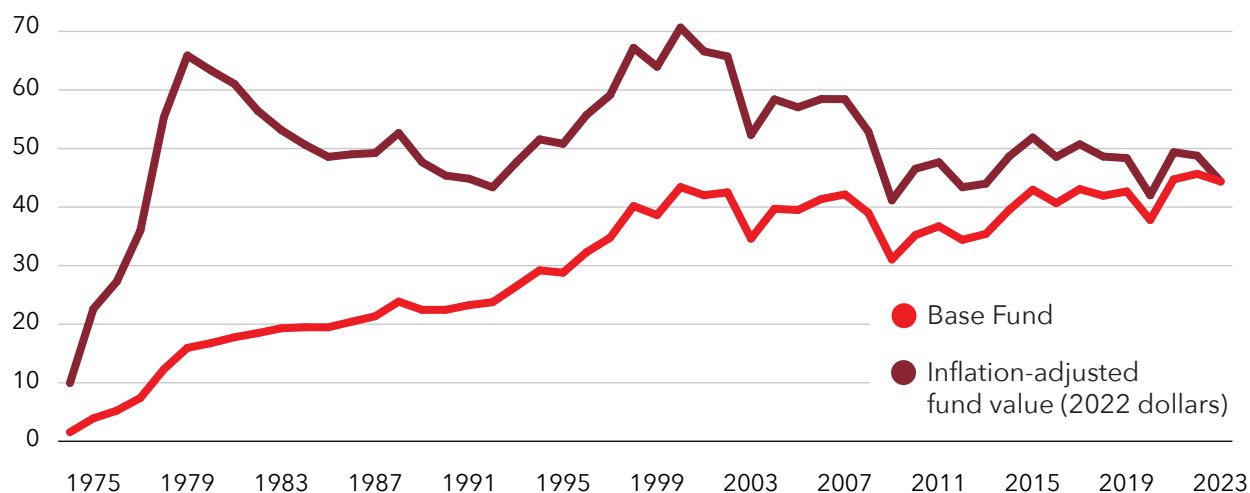
²Includes draw from the Centre Fund and other revenues raised during the year.

³Includes draw from the Centre Fund and an additional draw from the Base Fund as authorized by the Board of Directors.

⁴Includes management and performance fees, custodian fees, and financial consultant fees. The increase in 2022 reflects performance fees for Burgundy Asset Management.

VALUE OF THE BASE FUND, NOMINAL AND INFLATION ADJUSTED, 1974-2023

(millions of dollars)



FINANCIAL STATEMENTS

March 31, 2023



INSTITUTE FOR RESEARCH
ON PUBLIC POLICY

INDEPENDENT AUDITOR'S REPORT

TO THE BOARD OF DIRECTORS OF
INSTITUTE FOR RESEARCH ON PUBLIC POLICY

OPINION

We have audited the financial statements of Institute for Research on Public Policy [the "Organization"], which comprise the statement of financial position as at March 31, 2023, and the statement of changes in net assets, statement of revenues and expenditures, and statement of cash flows for the year then ended and notes to the financial statements, including a summary of significant accounting policies.

In our opinion, the accompanying financial statements present fairly, in all material respects, the financial position of the Organization as at March 31, 2023, and its results of operations and its cash flows for the year then ended in accordance with Canadian accounting standards for not-for-profit organizations.

BASIS FOR OPINION

We conducted our audit in accordance with Canadian generally accepted auditing standards. Our responsibilities under those standards are further described in the Auditor's responsibilities for the audit of the financial statements section of our report. We are independent of the Organization in accordance with the ethical requirements that are relevant to our audit of the financial statements in Canada, and we have fulfilled our other ethical responsibilities in accordance with these requirements. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

RESPONSIBILITIES OF MANAGEMENT AND THOSE CHARGED WITH GOVERNANCE FOR THE FINANCIAL STATEMENTS

Management is responsible for the preparation and fair presentation of the financial statements in

accordance with Canadian accounting standards for not-for-profit organizations, and for such internal control as management determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, management is responsible for assessing the Organization's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless management either intends to liquidate the Organization or to cease operations, or has no realistic alternative but to do so.

Those charged with governance are responsible for overseeing the Organization's financial reporting process.

AUDITOR'S RESPONSIBILITY FOR THE AUDIT OF THE FINANCIAL STATEMENTS

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance but is not a guarantee that an audit conducted in accordance with Canadian generally accepted auditing standards will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

As part of an audit in accordance with Canadian generally accepted auditing standards, we

exercise professional judgment and maintain professional skepticism throughout the audit. We also:

- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for our opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Organization's internal control.
- Evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by management.
- Conclude on the appropriateness of management's use of the going concern basis of accounting and, based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt

on the Organization's ability to continue as a going concern. If we conclude that a material uncertainty exists, we are required to draw attention in our auditor's report to the related disclosures in the financial statements or, if such disclosures are inadequate, to modify our opinion. Our conclusions are based on the audit evidence obtained up to the date of our auditor's report. However, future events or conditions may cause the Organization to cease to continue as a going concern.

- Evaluate the overall presentation, structure and content of the financial statements, including the disclosures, and whether the financial statements represent the underlying transactions and events in a manner that achieves fair presentation.

We communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that we identify during our audit.

*Ernst + Young LLP*¹

Montreal, Canada
June 6, 2023

¹ CPA auditor, CA, public accountancy permit no. A124456

FINANCIAL POSITION

As at March 31, 2023

	2023	2022
	\$	\$
ASSETS		
Current		
Cash	2,833,683	949,359
Short-term investments [note 3]	400,000	–
Accounts receivable [note 4]	223,047	172,042
Prepaid expenses	54,243	14,588
Total current assets	3,510,973	1,135,989
Investments [note 5]	54,393,600	56,661,019
Tangible capital assets [note 6]	120,113	150,644
	58,024,686	57,947,652
LIABILITIES AND NET ASSETS		
Current		
Accounts payable and accrued liabilities [note 8]	1,387,654	207,903
Deferred contributions [note 9]	783,072	507,796
Total current liabilities	2,170,726	715,699
Commitments [note 12]		
NET ASSETS		
Base Endowment [internally restricted]	45,482,439	46,428,607
Centre of Excellence Endowment [restricted]	11,649,087	11,067,585
Unrestricted	(1,277,566)	(264,239)
Total net assets	55,853,960	57,231,953
	58,024,686	57,947,652

See accompanying notes

CHANGES IN NET ASSETS

Year ended March 31, 2023

	Base Endowment [internally restricted]	Centre of Excellence Endowment [restricted] [note 11]	Unrestricted	Total 2023	Total 2022
	\$	\$	\$	\$	\$
Balance, beginning of year	46,428,607	11,067,585	(264,239)	57,231,953	55,988,294
Excess (deficiency) of revenue over expenditures	–	47,765	(1,425,758)	(1,377,993)	1,243,659
Transfer Base Endowment [note 10]	(946,168)	–	946,168	–	–
Transfer Centre of Excellence [note 10]	–	533,737	(533,737)	–	–
Balance, end of year	45,482,439	11,649,087	(1,277,566)	55,853,960	57,231,953

See accompanying notes

REVENUE AND EXPENDITURES

Year ended March 31, 2023

	2023	2022
	\$	\$
REVENUES		
Sixth Decade Contribution [note 9]	-	(163,674)
Contributions, partners and collaborators	347,276	300,066
Contributions, other	21,475	15,827
Publications and events	3,993	3,236
<i>Policy Options</i> advertising	26,500	25,497
50th anniversary contribution [note 9]	211,800	-
	<u>611,044</u>	<u>180,952</u>
EXPENDITURES		
General research and support services	2,051,863	1,945,906
Centre of Excellence [note 11]	457,763	443,133
<i>Policy Options</i>	733,722	635,634
50th anniversary expenses [note 9]	197,389	-
Other publications	15,277	6,835
Interest and bank charges	10,105	5,889
Amortization of tangible capital assets	33,636	25,784
	<u>3,499,755</u>	<u>3,063,181</u>
Deficiency of revenues over expenditures before the undernoted	<u>(2,888,711)</u>	<u>(2,882,229)</u>
Net investment income [note 10]		
Changes in fair value of investments	(1,616,000)	1,779,660
Dividend income	1,662,491	1,504,562
Gain on disposal of investments	1,529,221	1,087,595
Interest income	320,251	277,391
Transaction costs	(385,245)	(523,320)
	<u>1,510,718</u>	<u>4,125,888</u>
Excess (deficiency) of revenues over expenditures	(1,377,993)	1,243,659

See accompanying notes

CASH FLOWS

Year ended March 31, 2023

	2023	2022
	\$	\$
OPERATING ACTIVITIES		
Excess (deficiency) of revenues over expenditures	(1,377,993)	1,243,659
Add (deduct) items not involving cash:		
Amortization of tangible capital assets	33,636	25,784
Changes in fair value of investments	1,616,000	(1,779,660)
	<u>271,643</u>	<u>(510,217)</u>
Net change in non-cash working capital items [note 13]	1,364,367	238,260
Cash provided by (used in) operating activities	<u>1,636,010</u>	<u>(271,957)</u>
INVESTING ACTIVITIES		
Acquisition of investments	-	(69,529)
Proceeds of disposal of investments	651,419	631,360
Acquisition of tangible capital assets	(3,105)	(51,751)
Cash provided by investing activities	<u>648,314</u>	<u>510,080</u>
Net increase in cash and cash equivalents during the year	2,284,324	238,123
Cash and cash equivalents, beginning of year	949,359	711,236
Cash and cash equivalents, end of year	3,233,683	949,359

See accompanying notes

NOTES TO FINANCIAL STATEMENTS

March 31, 2023

1. PURPOSE OF THE ORGANIZATION

Founded in 1972, the Institute for Research on Public Policy [the "Organization"] seeks to improve public policy in Canada by generating research, providing insight and influencing debate on current and emerging policy issues facing Canadians and their governments. Its independence is assured by an endowment, made up of the Base Endowment [internally restricted], to which federal and provincial governments and the private sector contributed in the early 1970s, as well as a second fund [the Centre Endowment [restricted]], created in 2019 thanks to a grant from the Government of Canada specifically to support the activities of the Institute's Centre of Excellence on the Canadian Federation. The Organization is incorporated under Part II of the *Canada Corporations Act* and is a registered charity under the *Income Tax Act (Canada)* and *Taxation Act (Quebec)* and, accordingly, is not subject to income taxes.

2. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

The financial statements were prepared in accordance with Canadian accounting standards for not-for-profit organizations, hereafter referred to as "ASNPO," and include the following significant accounting policies.

Revenue recognition

The Organization follows the deferral method of accounting for contributions. Restricted contributions are deferred and are recognized as revenue in the year in which the related expenses are incurred and are recorded when received or receivable if the amount to be received can be reasonably estimated and collection is reasonably assured. Unrestricted contributions are recognized as revenue when received or receivable if the amount to be received can be reasonably estimated and collection is reasonably assured. Endowment contributions are recognized as direct increases in net assets.

Advertising revenue is recognized when persuasive evidence of an arrangement exists, services have been rendered and the price is fixed or reasonably assured, on a straight-line basis over the duration of the contract, once advertising is edited. The liability relating to the received but unearned portion of revenue is recognized in the statement of financial position as sponsorship revenue collected in advance.

Publications and events revenue is recognized when persuasive evidence of an arrangement exists, merchandise is sold, services have been rendered, and the price is fixed or reasonably assured. The liability relating to the received but unearned portion of revenue is recognized in the statement of financial position as publications and events revenue collected in advance.

Investment transactions are recorded on the transaction date and resulting revenue is recognized using the accrual method of accounting.

Interest income is recognized on a time proportion basis, dividend income is recognized as of the ex-dividend date and changes in fair value are recognized when they occur.

Allocation of expenses

The allocation of salaries is based on the percentage of time spent by each employee on the *Policy Options* activities and the Centre of Excellence activities. Non-salary expenses are allocated proportionally to *Policy Options*. In accordance with the agreement that created the Centre of Excellence, no overhead expenses are allocated to this line of activity.

Tangible capital assets

Tangible capital assets are recorded at cost less accumulated amortization. Amortization is calculated on the assets' respective estimated useful lives using the straight-line method at the following rates and over the following period:

Computer equipment	33%
Office equipment	20%
Leasehold improvements	Over the term of the lease

Impairment of long-lived assets

Long-lived assets, which comprise tangible capital assets, are reviewed for impairment when certain events or changes in circumstances indicate that the carrying amount of an asset may not be recoverable. An impairment is recognized when the carrying amount of an asset to be held and used exceeds the undiscounted future net cash flows expected from its use and disposal. If there is an impairment, the impairment amount is measured as the amount by which the carrying amount of the asset exceeds its fair value. An impairment loss is not reversed if the fair value of the related asset subsequently increases.

Financial instruments

Measurement of financial instruments

The Organization initially records a financial instrument that was originated, issued or assumed in an arm's-length transaction at fair value.

Related party debt or equity instruments that are quoted in an active market, debt instruments with observable inputs that are significant to the determination of their fair value, and derivative instruments are also initially recorded at fair value.

Related party financial instruments that have repayment terms are initially recorded at cost, representing the undiscounted cash flows of that instrument, excluding interest and dividend payments. Related party financial instruments that do not have repayment terms are recorded at cost, determined using the consideration transferred or received by the Organization; consideration with repayment terms is measured as described above while consideration without repayment terms is recorded at the carrying or exchange amount, depending on the circumstances.

The Organization recognizes its transaction costs in excess (deficiency) of revenue over expenditures in the period incurred. However, arm's-length financial instruments that will not be subsequently measured at fair value are adjusted by the transaction costs that are directly attributable to their origination, issuance or assumption; these transaction costs, as well as any financing fees, are amortized on a straight-line basis.

Subsequently, the Organization measures financial instruments as follows:

- Investments in equity instruments that are quoted in an active market at fair value;
- All other financial assets, which include cash, short-term investments and accounts receivable [excluding sales taxes receivable], at amortized cost; and
- Financial liabilities, which include the accounts payable and accrued liabilities, at amortized cost.

Impairment of financial assets measured at cost and amortized cost

When there are indications of possible impairment, the Organization determines if there has been a significant adverse change to the expected timing or amounts of future cash flows expected from the financial asset. The amount of any impairment loss is determined by comparing the carrying amount of the financial asset with the highest of three amounts:

- [i] For an arm's-length financial asset, the present value of the cash flows expected to be generated by holding the asset, discounted using a current market rate of interest appropriate to that asset, and for a related party debt instrument, the undiscounted cash flows expected to be generated by holding the asset, excluding interest and dividend payments;
- [ii] The amount that could be realized by selling the asset at the statement of financial position date; and
- [iii] The amount the Organization expects to realize by exercising its rights to any collateral held to secure repayment of the asset, net of all costs necessary to exercise those rights.

A previously recognized impairment loss is reversed to the extent that the improvement can be related to an event occurring after the impairment was recognized, but the adjusted carrying amount of the financial asset shall be no greater than the amount that would have been reported at the date of the reversal had the impairment not been recognized.

3. SHORT-TERM INVESTMENTS

This amount consists of a term deposit that matures in April 2023 [2022 - nil] and bears interest at a rate of 3.25% [2022 - nil].

4. ACCOUNTS RECEIVABLE

	2023	2022
	\$	\$
Trade	38,918	58,140
Investment income receivable	121,011	41,291
Sales taxes receivable	63,118	72,611
	223,047	172,042

5. INVESTMENTS

Investments related to the Base Endowment [internally restricted] ["BE"] consist of pooled equity, bond [including mortgages] and real estate funds and are carried at a fair value of \$43,731,140 [2022 - \$45,681,995] with a cost of \$32,805,383 [2022 - \$33,194,684].

Investments related to the Centre of Excellence Endowment [restricted] ["CEE"] [note 11] consist of pooled equity and bond [including mortgages] funds at a fair value of \$10,662,460 [2022 - \$10,979,024] with a cost of \$9,502,413 [2022 - \$9,764,531].

	2023	2022
	\$	\$
EAFE pooled equity funds - BE	9,236,070	11,284,272
United States pooled equity funds - BE	10,862,577	12,124,714
Bond pooled funds [including mortgages] - BE	10,886,209	10,281,445
Canadian pooled equity funds - BE	7,882,315	7,176,015
Canadian pooled real estate funds - BE	4,863,970	4,815,549
EAFE foreign pooled equity funds - CEE	2,215,399	2,651,150
United States pooled equity funds - CEE	2,652,269	2,805,751
Bond pooled funds [including mortgages] - CEE	2,581,047	2,534,848
Canadian pooled equity funds - CEE	2,063,471	1,848,451
Canadian pooled real estate funds - CEE	1,150,273	1,138,824
	54,393,600	56,661,019

6. TANGIBLE CAPITAL ASSETS

	2023		
	Cost	Accumulated amortization	Net book value
	\$	\$	\$
Computer equipment	64,419	31,833	32,586
Office equipment	170,049	155,918	14,131
Leasehold improvements	188,660	115,264	73,396
Net book value	423,128	303,015	120,113

	2022		
	Cost	Accumulated amortization	Net book value
	\$	\$	\$
Computer equipment	61,314	11,999	49,324
Office equipment	170,049	151,299	18,750
Leasehold improvements	188,660	106,090	82,570
Net book value	420,023	269,379	150,644

7. FINANCING FACILITY

The Organization has a line of credit of \$3,000,000, which is reviewed annually with the bank.

Bank indebtedness, outstanding at any time, is due on demand, secured by a movable hypothec of \$5,000,000 plus 20% over the Base Fund portfolio held with Burgundy Asset

Management Ltd., and bears interest at 0% over the bank's prime lending rate. As at March 31, 2023, and March 31, 2022, the Organization did not have any outstanding balance on this line of credit and no amounts were drawn on this facility.

8. ACCOUNTS PAYABLE AND ACCRUED LIABILITIES

	2023	2022
	\$	\$
Trade and accrued liabilities	176,228	192,081
Investment transactions not yet settled	1,189,380	–
Payroll deductions at source payable	22,046	15,822
	1,387,654	207,903

The Organization initiated investment transactions before year-end that were only settled subsequent to March 31, 2023, and therefore are being presented separately.

9. DEFERRED CONTRIBUTIONS

The Sixth Decade Contribution [formerly the Fifth Decade Contribution] represents amounts received and restricted for purposes at the discretion of the President and approved by the Board of Directors. During the year, no amount has been recognized in operations.

The Fellowship contribution represents funds raised on the occasion of its 50th anniversary to establish a new fellowship that will support an early-career researcher who identifies as Black, Indigenous or as a racialized person. During the year, an amount of \$506,800 has been recognized in revenue and an amount of \$295,000 was earmarked to the fellowship during the year.

	2023	2022
	\$	\$
Sixth Decade Contribution [formerly the Fifth Decade Contribution]	418,072	409,296
Fellowship contribution	295,000	–
Other	70,000	98,500
	783,072	507,796

10. INTERFUND TRANSFER

The net assets restricted for operations, and subject to internally imposed restrictions by the Board of Directors, must be maintained to finance the Organization's operations. To finance the operations of the Organization, the Board of Directors authorizes an annual transfer of resources from restricted net assets to unrestricted net assets. This transfer of resources is determined using a formula approved by the Board of Directors.

	2023	2022
	\$	\$
Annual draw as per predetermined formula	2,485,095	2,355,794
Less net investment income (loss) – Base Endowment Fund	1,538,927	3,369,983
	946,168	(1,014,189)

The Board of Directors also authorizes an annual transfer of resources from the Centre of Excellence Endowment net assets to the unrestricted net assets. The transfer of resources is determined using a formula approved by the Board of Directors. During the year, an amount of \$533,737 was withdrawn [2022 – \$503,960 transferred].

In addition, nil [2022 – \$163,674] was transferred from the Base Endowment fund to the unrestricted fund.

11. CENTRE OF EXCELLENCE ENDOWMENT [RESTRICTED]

Centre of Excellence Endowment [restricted] net assets represent a contribution received from the Department of Canadian Heritage for the purpose of establishing a Centre of Excellence on the Canadian Federation as a permanent research body to promote shared understanding of the Canadian federal community, and to support the activities of the Centre to conduct and publish research on the Canadian federation for the interests of the Canadian public in furtherance of the Centre's mission. The Centre of Excellence Endowment [restricted] net assets are to be maintained by the Organization on a permanent basis. The funds shall be invested according to the Organization's current investment policy guidelines. The income generated by the Centre of Excellence Endowment [restricted] assets can be used to support the annual direct operating costs and will cover costs directly related to its research activities and events. The endowment contribution was received in March 2019. In 2023, a net investment loss in the amount of \$28,209 was incurred on the Centre of Excellence Endowment [restricted] [2022 – \$755,905 net investment gain] and the direct operating costs for the Centre of Excellence consisted of \$457,763 [2022 – \$443,133].

12. COMMITMENTS

The minimum rentals payable under long-term operating leases, exclusive of certain operating costs for which the Organization is responsible, are approximately as follows:

	\$
2024	133,000
2025	123,000
2026	134,000
2027	155,000
2028	155,000
Thereafter	388,000
	1,088,000

13. CASH FLOWS

a) Net change in non-cash working capital items is composed of the following:

	2023	2022
	\$	\$
Accounts receivable	(51,005)	(73,936)
Prepaid expenses	(39,655)	56,837
Accounts payable and accrued liabilities	1,179,751	23,185
Deferred contributions	275,276	232,174
	1,364,367	238,260

b) The cash and cash equivalents consist of the following:

	2023	2022
	\$	\$
Cash	2,833,683	949,359
Short-term investments	400,000	–
	3,233,683	949,359

14. FINANCIAL INSTRUMENTS

Risk management policy

The Organization is exposed to various risks through its financial instruments. The following analysis provides a measure of the Organization's risk exposure as at March 31, 2023.

Credit risk

The Organization, in the normal course of operations, provides credit to its users. The Organization is exposed to credit risk on its accounts receivable but does not have a significant exposure to any individual or counterparty. The Organization establishes an allowance for doubtful accounts that corresponds to the credit risks of its specific users, historical trends and economic circumstances.

Interest rate risk

The Organization is exposed to interest rate risk on its short-term investments, which bear interest at fixed rates, but considers this risk to be low.

Other price risk

The Organization's investments expose it to other price risk since changes in market prices could result in changes in fair value of cash flows of these investments. The maximum risk resulting from these financial instruments is equivalent to their fair value.

Liquidity risk

Liquidity risk is the risk that the Organization will encounter difficulty in meeting obligations associated with financial liabilities. The Organization manages liquidity risk by constantly monitoring forecast and annual cash flows and financial liability maturities, by holding assets that are liquid or readily convertible to cash, and by maintaining access to additional financing from its line of credit.

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Many thanks to the following sponsors and collaborators who have supported our activities so generously this year:

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