

Appendix 2

Anti-Racism Program (ARP)



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Section 1.0

THE NEED FOR AN ANTI-RACISM PROGRAM

Introduction

As part of its vision and mandate, TCHC has adopted a Community Management Plan (CMP) which places significant emphasis on creating healthy and secure communities. The CMP provides corporate direction to decentralized decision-making by front-line TCHC departments. It also promotes the active involvement of TCHC residents in the organization's development of policies, programs, services and meaningful engagement in planning and budgeting for community resources, including capital development, safety and security, community building as well as recreational programming. Despite this corporate direction, the CMP did not directly require the development and implementation of policies and programs to ensure anti-racism programs are included in business planning as well as corporate, departmental and community development.

The majority of TCHC's residents are people of colour from diverse backgrounds; e.g., many born in Canada and many having immigrated to Canada from countries in Asia, Africa, Latin America and the Caribbean. Through its legacy companies, housing in these communities has been predominately occupied by people of colour who are also on fixed and low-incomes.

In enhancing service delivery in similar environments, several organizations in the

United States and the United Kingdom have initiated comprehensive anti-racism policy initiatives. These initiatives comprise promising practices that bring together communities, institutions, politicians and businesses to identify and tackle racism in all its manifestations. Some examples of these include:

- **ALANA (African, Latino, Asian, Native and American)**. Located in Brattleboro, Vermont, this program brings together communities of colour and government institutions by addressing social issues in a culturally sensitive manner.
- **Building Just Communities: Reducing Disparities and Racial Segregation**. This organization is engaged in attempting to reverse the trend of poverty and racial segregation in the Minneapolis/St. Paul metropolitan area.
- **Community Circles on Schools, Housing and Race**. This project advances public understanding of the growing economic and racial segregation and disparities in the Twin Cities metropolitan area and to develop constructive community responses to these challenges.
- **Hands Across Cultures Corp**. This project in Espanola, New Mexico, brings together businesses, schools and community members in a coalition that supports

activities to improve the health and social well-being of minority youth.

- **Democracy Resource Center.** Under the auspices of the Kentucky Local Governance Project, this program encourages residents to take a greater interest and involvement in local government.
- **Task Force on Police and Urban Youth.** Under the auspices of the U.S. Department of Justice's Community Relations Service, this project brings together police officials, youth advocacy groups and academics to address the tension between police and minority youth throughout New England.

In the United Kingdom all public authorities, including housing authorities, are required by the *Race Relations Act* as amended in 2000 to establish annual Racial Equality Schemes, to report annually on progress, and to undertake periodic evaluation of their implementation. In this framework:

- Numerous local governments have developed comprehensive anti-racism action plans and models of such approaches include Bristol, Croydon, Islington, Leicester, Luton and Merton.
- Authorities with small minority populations that had been a troublesome area in the past, demonstrating little leadership and initiative, have now begun notable work in such areas as Lincolnshire, Mid Bedfordshire, Northumberland, Oxfordshire Chesterfield and Plymouth.
- The Commission for Racial Equality's Standard for racial equality has been

widened to incorporate other equality issues (e.g., gender, disabilities) in such cities as Barnet, Bolton and Plymouth, and have been included in performance planning in Southwark.

- Several cities have included race equality work with their efforts to promote Best Value, e.g, Bristol has developed a 3-year action plan based on the **Stephen Lawrence Inquiry Report** and built this plan into its performance planning and Best Value process.
- Proactive outreach, consultation and community participation have been undertaken in such cities as Chesterfield, Coventry and Merton in compliance with "The Best Value regime (which) stresses the need to ensure that consultation mechanisms are representative and meet 'hard to reach' groups."

Background

The 'legacy' companies which have been amalgamated to form TCHC each had some form of policy challenging racism. These included MTHC's race relations policy, MTHCL's multiculturalism and race relations policy, and Cityhome's anti-discrimination policy.

Within this policy framework, several programs and services had been offered, including: breakfast programs for children; education and training for all staff; employment outreach and recruitment; anti-racism study circles and race relations promoters; Board of Directors Race Relations Committees; translation and interpretation services; and other programs

aimed at increasing resident capacities and supporting their involvement in the life of their communities.

Facing challenges resulting from race and economic status, the resident population of TCHC has been and continues to be subject to many forms of racial discrimination. One such instance regards the admission of systemic racism by TCHC in response to the report on St. Jamestown. TCHC has also adopted a Human Rights, Harassment and Fair Access Policy (HRHFA) approved by the Board in 2003, This policy commits the company, staff, tenants, to promote the policy which states that:

TCHC recognizes that contemporary Toronto is made up of many peoples and cultures, including Aboriginal Canadians. TCHC is committed to providing an inclusive environment that is free from discrimination and harassment for the benefit of all individuals who live or work within the TCHC community. TCHC will not tolerate, ignore, or condone any form of discrimination, harassment or barriers to services.

All employees, contractors, agents, tenants, Board Directors, volunteers and appointees who serve on committees established by TCHC have a duty to actively promote and support human rights, to remove barriers to equality and to refrain from harassment and discrimination. TCHC is committed to promoting a climate of understanding and mutual respect where each member of TCHC community is able to derive benefits and to participate fully to the development and well being of the community.

Despite these commitments, numerous concerns from TCHC residents have been articulated concerning education, the quality of housing, policing, social services and media stereotyping – all of which suggests that many of TCHC 's residents face racism in several aspects of their daily lives. Together, and aggregated over communities geographically spread across the city of Toronto, these painful experiences of racism marginalize peoples of colour within social housing and within the broader community. This experience is echoed by tenant representatives participating in TCHC tenant forums.

For example, recent research released by Statistics Canada discusses such topics as residential segregation amongst Toronto's subordinate racialized groups and neighbourhood enclaves in which these groups lives¹. These reports demonstrate the comparatively lower socio-economic levels for these groups, many of whom rent as opposed to own their homes. In fact, one report has charted the increasing number of 'ethnic enclaves' since 1981. The data demonstrates particular disparities for African Canadians. The findings of these reports are corroborated by those of the United Way with the Canadian Council on Social Development, and by the City of Toronto².

To address this matter and to ensure its service provision meets the needs and supports the aspirations of these communities, TCHC is currently developing an anti-racism program as core to its service delivery. This report identifies the reasons for this as well as what it might look like and how it can be implemented across the organization. It also points out the strategies TCHC may wish to pursue to maintain its

standard as being a 'best practice' organization in the field of social housing.

Endnotes:

¹ See J. Myles and F. Hou, 2002, *Neighbourhood attainment and residential segregation among Toronto's visible minorities*, and, F. Hou and G. Picott, 2002, *Visible minority neighbourhood enclaves and labour market outcomes of immigrant groups*.

² See ***A Decade of Decline: Poverty and Income Inequality in the City of Toronto in the 1990s***, Susan MacDonnell and Andrew Jackson, and, ***Ethno-Racial Inequality in the City of Toronto: Analysis of the 1996 Census***, Michael Ornstein.

Section 2.0

A POLICY PERSPECTIVE

In beginning to examine the importance of anti-racism policy and service delivery, it is essential to establish a fundamental and incontrovertible issue, i.e., anti-racism policy accepts as a central premise the existence of institutional racism. On this point, one model program in the U.S. asserts that:

It is not enough to focus only on overt acts of bias in institutional racism; the roots of such structural racism are often buried beneath years of unexamined laws, policies, traditions, and rituals...Whenever we see huge, consistent and long-term disparities of health, education, employment, social mobility, income and accumulated assets for groups of people, it seems reasonable to examine whether institutional or structural racism plays a part.³

This report also suggests that it is important to tackle racism first and states:

Many well-intentioned or uninformed white people want to be 'color-blind', finding discussions of race and racism inflammatory, unproductive or even rude. Rather than appearing racist, they avoid real issues of racial disparity or race-based analyses of problems. People of color know that America never was and is not now color-blind. But many don't believe they can have a reasoned discussion about racism, because it takes too much

patience, understanding and trust on all sides to be heard.⁴

As such, it is accepted that racism permeates all institutional policies and practices and has influenced institutional actions in terms of all aspects of employment, communications, service delivery, public relations, advocacy and institutional partnerships. Further, it is also acknowledged that institutional racism has devastating impacts on subordinate racialized individuals, groups and communities while conferring benefits and privileges on individuals and groups from the dominant community.

For example, it is identified that:

- “In figures released in a recent report by the President’s Initiative on Race, the annual median family income varies widely according to ethnic group: Whites, \$47,023; Blacks, \$26,522; and Latinos, \$26,179. For family home ownership, the figures also vary. They are: 71.7% whites; 46% Blacks; and 43% Latinos.
- Today, it is estimated that 80% of white Americans live in neighborhoods that are less than one per cent African Americans.
- A recent survey of corporate and private foundation giving reveals that in 1997, less than 10% of the more than \$227 billion in grants awarded in the U.S were targeted to organizations that explicitly serve the

interests of communities of colour, despite the fact that communities of colour now constitute more than 20% of the national population.”⁵

This data is similar to that found in the reports released by Statistics Canada, the United Way with the Canadian Council on Social Development and the City of Toronto. Challenging these results to ensure they have the capacity, resolve and focus, anti-racist organizations in the U.S. have found it necessary to define racism as:

...when one group of people defines another group as inferior on the basis of the physical or other distinctions, and creates laws, institutions and practices that maintain and reinforce the privilege of the dominant group and the oppression of the ‘others.’⁶

This has helped immeasurably in keeping these organizations clear about their goals and objectives and defining consistent parameters for their work.

TCHC is a social housing provider whose services engage individuals from subordinate groups based on a number of personal characteristics, e.g., age, race, gender, family status, disability, immigration and refugee status. Numerous studies have indicated that race and social/economic status are inextricably linked.

Some of this is evident in recent reports issued by the Ontario Government, City of Toronto, the Centre for Social Justice⁷, Statistics Canada and

the United Way which describe the implications and impact of racialization in terms of residential segregation, income, employment, social isolation, educational outcomes, community safety/criminalization and public perceptions through the media.

These factors compel TCHC to take an aggressive, proactive and strong leadership role in challenging racism both within its communities and within society, and ensuring the resources and support are in place to establish an effective challenge to racism. Such an approach has been done in numerous areas.

For example, all public authorities in the U.K., including Council Housing Authorities, are required to:

- *“produce a written commitment to race equality;*
- *mainstream race equality principles into the council’s policies and practices;*
- *provide effective race equality training;*
- *adopt and implement a procedure for dealing with complaints of racial discrimination and harassment;*
- *take steps to address the under-representation of black, Asian and ethnic minority people in the workforce;*
- *publicise their commitment to race equality and valuing cultural diversity; and evaluate progress.”*

Particular detailed advice is provided to public institutions to assist them in efforts to promote racial equality and contracting, eg., a

comprehensive checklist as well as guidance developed through community consultations and partnerships and strategies to integrate racial equality objectives into service delivery and organizational “Best Value” processes.

As an organization concerned with best practice standards and seeking to excel in all aspects of service delivery, these models provide benchmarks for TCHC to measure itself, its goals and accomplishments both now and in the future. Moving in this direction requires guidance, a mission or vision statement that will articulate the commitment of TCHC and provide the parameters, including undertaking catalytic activities, integral to anti-racist institutional change work.

Model policies in this area include:

1. The operation of institutionalized racism does not mean that everyone working in an organization are personally racist (i.e. consciously, willfully and deliberately racist). The concept applies to organizations that are expected to provide an appropriate and professional service. Institutionalized racism is frequently a pernicious part of an organization’s culture affecting the way the community is perceived (e.g., in a tendency to stereotype) and has its roots in a lack of understanding, ignorance or mistaken beliefs. It is a failure of the organization’s systems and processes not the result of ‘a few bad apples’. It is the responsibility of those at the top of the organization to ensure that systems and processes, including training and monitoring, are in place to ensure that the organization delivers a professional service appropriate for a multicultural society.⁸
2. “...(A) strategy, and a timetabled and realistic action plan (which)...should summarise a public authorities approach to race equality and its corporate aims. It should also say how the authority plans to carry out each part of the specific duty - in other words, its arrangements for: assessing, consulting on, and monitoring its functions and policies ... for any adverse impact on promoting race equality; publishing the results; making sure the public have access to its services; and training staff.”⁹
3. Adopted by City Council in May, 1999, the City of Saskatoon amended its Equity and Anti-Racism Policy “(t)o continue to foster the equitable treatment of all citizens of Saskatoon in employment, access and services; and to eliminate discriminatory barriers to equal participation in the economic, political, social and cultural life of the city.” Clear definitions are provided for such terms as: “Anti-racism - (as) the practice of identifying, challenging, and changing the values, structures and behaviour that perpetuate systemic racism; “Discrimination - (as) the result of prejudice. The term refers to overt or systemic denial of equal treatment, civil liberties and opportunity to individuals or groups; “Equity - (as)...the equality of outcomes for groups, especially in institutions such as schools or corporations. Equity starts with equality of opportunity and, if an institution is diverse and inclusive, leads to equality of outcomes for all groups.”

Based on these policies, in order to be a ‘best practice’ organization, TCHC may wish to consider the following statement for adoption:

An organization committed to 'best practice' implementation, the Toronto Community Housing Company believes that the racial diversity of our community is a source of social, cultural and economic enrichment and strength;

TCHC also recognizes that individuals and groups from subordinate racialized communities residing within TCHC suffer as a result of racial harassment and discrimination in their efforts to access services and to derive equal benefit from the services, programs, employment and decision-making opportunities directly and indirectly provided, purchased and contracted by TCHC;

To address this matter, TCHC is committed to developing and implementing a comprehensive anti-racism strategy and action plans to ensure that individuals and groups from subordinate racialized communities residing within TCHC have access to racially sensitive culturally appropriate services, and are able to effectively participate in the planning, development and delivery of services directly and indirectly provided, purchased and contracted by TCHC.

Endnotes:

³ See **15 Tools for Creating Healthy, Productive Interracial/Multicultural Communities: A Community Builder's Tool Kit**, The Institute for Democratic Renewal and Project Change Anti-Racism Initiative at 5 and 6.

⁴ Ibid at 18.

⁵ Project Change: Lessons Learned II at at 3

⁶ See **15 Tools for Creating Healthy, Productive Interracial/Multicultural Communities: A Community Builder's Tool Kit** at 5.

⁷ See Commission on Systemic Racism in the Ontario Criminal Justice System, the work of Michael Ornstein already cited and **Canada's Economic Apartheid** by Grace Edward Galabuzzi.

⁸ City of Nottinghamshire as cited in **Further Guidance for Local Authorities on the Stephen Lawrence Inquiry** at 13

⁹ As cited in *Commission for Racial Equality's Racial Equality Schemes, 2002-2005* at 5.

Section 3.0

PROGRAM IMPLEMENTATION

Consistent with the previous section, it is essential that TCHC undertake a comprehensive and ambitious plan to challenge and eliminate racism while supporting equality of outcomes for subordinate racialized groups. To this end, TCHC will need to establish strong mechanisms, adequately resourced, to take on this work.

Based on review of several organizational models, this signifies:

1. Having strong, unwavering leadership set by policy and articulated within all key organizational directives issued by the organization's leadership.
2. Requiring a comprehensive, systemic approach.
3. Developing and supporting anti-racist change agents and understanding the challenges they will face to create and sustain an anti-racist environment within the workplace and within the community.
4. Obligating all employees to be accountable commensurate with their role within the organization. Anti-racism is everyone's responsibility and must be implemented in ways that acknowledge and respect organizational alignments, particularly the creation of leadership roles to support anti-racist change work.
5. Requiring all functions to set proactive plans to challenge racism and establishing accountability mechanisms to ensure implementation.

6. Setting periodic reviews and evaluations to support organizational growth and learning.

In implementing anti-racism strategies, TCHC will need to ensure it addresses corporate and departmental functions as well as meaningful resident involvement, relations with parallel service organizations and external contractors/suppliers.

In the context of the TCHC organizational model, a centralized/decentralized approach may be more appropriate to use. This would require setting corporate components for anti-racism planning in the areas of representation, decision-making, participation, communications, non-discrimination, and positive action.

In setting out to achieve the above, best practice organizations ensure that the following criteria are appropriately applied to all aspects of organizational functioning:

- **Leadership.** This has been discussed in the previous section. However, it must be pointed out that such leadership requires advocacy on issues that may adversely

impact on subordinate racialized groups in order to assist these groups in their equality-seeking efforts and to ensure anti-racist service delivery.

- **Communications.** Communications is important for both getting information to individuals and communities, receiving information from them as well as conveying publicly the organization's commitment to anti-racism. It is also important to ensure that the organization's communications are non-discriminatory and inclusive of individuals from subordinate racialized communities in various roles, e.g., leadership.
- **Representation.** It is essential that the organization is representative of the community it serves. This is a cornerstone of a democratic organization and is key to any organization within a diverse community, particularly one that seeks to implement an anti-racist organizational change policy. Representation can be evidenced in who works within the organization as well as who receives its services.
- **Participation/Decision-making.** Organizations need to ensure that the issues and concerns of subordinate racialized communities, and individuals from these communities, are actively engaged in the organization's decision-making. To achieve this, participation is essential in such matters as elections, consultations, boards of directors, committees, advisory bodies, etc. From a qualitative perspective, it is also important to assess the impact of decisions on those facing racism.

- **Non-Discrimination.** This signifies the need to be compliant with human rights law in all of the organization's activities. As race is one of the prohibited grounds of discrimination in human rights law, the organization must ensure that its policies, programs and services do not directly or indirectly, by intent or otherwise, lead to discriminatory outcomes for individuals from subordinate racialized groups.
- **Positive Action.** Consistent with human rights law, this signifies the organization's commitment to adopt specific measures aimed at ensuring equality for individuals and groups who have been discriminated against and/or are under-represented in the organization. For example, some organizations have developed an employment equity plan for hiring that specifically addresses the under-representation of Aboriginal peoples and individuals from subordinate racialized groups while other organizations have developed targeted outreach/communication strategies to communities under-represented in the organization's services, programs and decision-making structures. Further, some organizations have provided anti-racist education to their staff to enable them to deliver services and programs and engage communities in a constructive and sensitive manner.

These measures have been used successfully in numerous organizations to ensure a strategic and coordinated approach to anti-racist organizational change work and implementation. They are approached in various ways

dependent on the organization's structure and the services it provides. Some organizations designate key items impacting on various functions as needing corporate leadership. While taking such an approach, it is still expected that frontline departments will undertake their own equality implementation. Other organizations use a decentralized model with clear responsibilities for all frontline functions on implementation.

In addition, measuring success in the implementation of equality implementation is key. This can be done in both quantitative and qualitative terms. An organization can enumerate those whom it employs and receive its services, and those involved in its decision-making processes. At the same time, it can qualitatively assess these measures by examining the substantive changes that the organization experiences as a result of success in these areas, e.g., the relationship of employment of individuals from subordinate racialized groups on the culture of the organization or the focus, content and articulation of its decisions.

Many organizations also make consistent efforts to ensure that these criteria are integral to individual staff performance development and evaluations as well as those for organizational units and departments. For the former, annual

and periodic assessment of staff performance is critical to ensuring appropriate implementation as a core responsibility of all staff measurable in concrete ways.

In terms of the latter, key senior staff are usually held accountable for implementation, preparation of periodic reports and evaluation which normally require clear and transparent models of project planning and service delivery as well as ways to identify/record success and conduct evaluations. Such work also requires corporate leadership on key issues that cut across departments, e.g., communications, relations with contractors, youth issues, racialization of poverty, employment equity, community health indicators, racial profiling and community safety.

This allows each department to implement appropriate initiatives over a planned period of time so that all their policies and services are reviewed and adjusted. Pilot projects established under corporate leadership also contribute to developing an anti-racist corporate culture and facilitate common departmental initiatives.

Section 4.0

CATALYST PROJECTS

As a way of starting to consider the implications of anti-racism to TCHC, a staff group led by the VP of Shared Services and involving the VP of Property Management met over the months of February and March to discuss how such a policy might be implemented. Amongst these discussions, these staff considered several timely and central catalyst projects which they felt could demonstrate both the importance of anti-racist work to TCHC and deliver successful models to be emulated and learned by others across the organization.

These projects addressed the following issues: diversification; human rights/equity office; education/training and study circles; and immediate implementation ('quick hits').

1. Diversification

This project would be undertaken to identify issues concerning, and to develop strategies addressing, the representation of subordinate racialized groups in all TCHC activities, e.g., employment, resident involvement, service delivery, etc.

To do this requires:

- action is needed to develop an accurate profile of the organization and residents to contribute to planning and organizational cultural change. This means gathering specific data to enumerate and compare the racialized status of staff, residents, consultants

and community organizations/partners, i.e. those who work/live here, where they live/work, what they do, their length of service/residence etc.;

- a document review process to examine and amend, if needed, the policies concerning hiring, promotion, tenant issues etc.; and
- the commitment of Corporate Policy and Planning to co-ordinate the collection of information from Human Resources, CHU staff, TCSU, CSU etc. similarly to Performance Indicators for monthly and quarterly reports.

2. Human Rights and Equity Office

To support and guide the implementation of TCHC anti-racism work, the current human rights mandate and office should be enhanced. In this context, the view of the current human rights office as a mechanism to collect data and resolve complaints (i.e. number, types, distribution, remedies, additional outcomes) is insufficient.

The enhanced mandate would enable the current function to address human rights and equity issues and support TCHC departments and the corporation in:

- gathering and sharing information/data from other units that contributes to the

organization's understanding of the human rights and equity office function, the data collected and the growth of TCHC in undertaking anti-racism work e.g. model actions in the Community Safety Unit, racial profiling and trespass to property issues, anti-racism audits of particular units or services as well as eviction profiles (who gets evicted, who leaves before eviction, what community agencies are engaged in preventing etc); and

- providing support to strategic planning on anti-racism, human rights and equity issues and supporting unit planning and actions aimed at improving service delivery.

To achieve this, there needs to be commitment from the Shared Services Division and the TCHC Executive. This would require immediate attention to support and endorse a sustainable and adequately resourced Human Rights and Equity Office.

3. Education/Training and Study Circles

Effective engagement in anti-racist work is a challenging and long-term process requiring the development and articulation of new organizational values as well as practices and procedures. To support these, it is important to impart appropriate education and training to staff at all levels. It is also critical to develop a core of dedicated staff who can act as change agents and catalysts for organizational development and change.

While a process of education and training for all staff needs to be undertaken so that they can build their competencies and skills in anti-racist work, it is also important to establish study circles of committed individuals and volunteers in each unit similar to what has been done in the Community Safety Unit with its Diversity Initiative Advisory Group, a core group of volunteer staff democratically elected by their peers. Members of DIAG have undergone extensive anti-racist education and training and have conducted an anti-racist and equity needs assessment of their Unit as well provided anti-racist education and training to their colleagues.

In summary, the study circles can and should work corporately, within each unit and within resident groups. This would provide excellent opportunities to: develop a team of catalysts who will go forward and facilitate learning with other staff; and find ways to talk about people's experiences and ways of understanding negative societal values and how these can/must be challenged within TCHC and the community.

Someone who participates in the study circle can then in turn work in other parts of the organization promoting TCHC's anti-racism program. However, the development of study circles have to become and remain a practical process that leads to anti-racist change.

4. Immediate Implementation

To start implementing anti-racism work, it is important to identify a number of useful, company-wide activities that can raise profile of the initiative and generate momentum for it within the organization and within the community. In particular, this will require a strong and clear communications strategy dedicated for a period of time. Such communications may include a poster and intranet awareness activities, memos to all staff from the CEO and executive and periodic bulletins on actions being taken to implement the initiative.

In addition to the communications activities, TCHC should immediately adjust and align its Performance Management Plan and Community Management Plan with the anti-racism policy to ensure consistency of this initiative with two of the organization's core policy directives.

TCHC could also convene corporate educational seminars that would allow for discussion and examination of anti-racism initiatives, models and lessons learned in such areas as: education and training; employment equity; racial profiling; relations of First Nations and Aboriginal peoples to institutional anti-racism initiatives; contract compliance; mediation and investigation of human rights complaints. Such sessions could be held every other month as a way of providing a forum to discuss key strategies, to allow opportunities for staff and community to learn about anti-racist work and to develop an anti-racist culture within the organization and within the community.

In addition to the above, a number of other projects can be considered for immediate implementation, including:

- setting up a page on the TCHC website for the Human Rights and Equity Office to consistently provide information on anti-racist work within TCHC, the TCHC community and the community at large, e.g., recent human rights cases, new developments on racial profiling;
- initiating a youth of colour employment program through TCHC service areas and seeking to engage contracted services in making such a part of their bids for major contracts;
- promoting employee initiatives that are consistent with the anti-racism policy, e.g., Black History Month;
- promoting anti-racist initiatives arising from the Community Management Plan, community health initiatives, the Performance Management Plan, etc; and
- celebrating days of significance such as Black History Month, Chinese New Year, Asian Heritage Month, Aboriginal Heritage Month, etc.

By immediately undertaking and promoting such activities, TCHC will demonstrate that it is serious about implementing its anti-racism policy and that, in doing so, it will acknowledge, support and celebrate anti-racism outcomes, values, attitudes and practices.

Section 5.0

SETTING THE CONTEXT FOR ANTI-RACISM IMPLEMENTATION

To provide support for any of the projects described above as well as guidance to the rest of the organization, it is essential that TCHC set corporate standards and accountability mechanisms as well as take a lead role on initiatives that cut across departments, e.g., communications, purchasing, community and safety services. In this sense, the corporation must set and define standards for anti-racism work and guide the departments in taking on this work.

This means:

- setting outcomes and goals that are clear and measurable;
- providing a structure to support and champion anti-racism work and creating a framework/mechanism for accountability;
- ensuring anti-racism is incorporated into all of TCHC's policies in order to create an anti-racist organizational culture and identify/support corporate leaders;
- creating partnerships with external organizations and groups and highlighting the company's diversity;
- getting involved in advocacy initiatives, even on tough positions (eg., the impact of racial profiling in law enforcement and education);
- enabling residents to get involved from the beginning and working on parallel initiatives with communities, consulting communities to understand their perspectives on anti-racism and the resources they need to support its implementation; and

- promoting anti-racism through 'everyday reminders', eg., posters, etc, and through a comprehensive marketing campaign within the organization and within the community.

To facilitate anti-racism program implementation, all TCHC divisions and units will be required to:

1. Be aware of the corporate policy, mandate and direction on anti-racism and provide input into the corporate mandate.
2. State objectives, outcomes to be achieved, set the reporting and monitoring requirements and ensure accountability in a transparent process that demonstrates the leadership of managers to set departmental directions, tone and expectations.
3. Undertake to engage their staff while clarifying the vision on what will be achieved within each department and setting departmental outcomes.

4. Communicate within each Unit on anti-racism in an inclusive manner while providing resources by building such into the departments budget and annual plan.
 5. Involving residents and other stakeholders in planning the outcomes to be achieved.
 6. Commit to a framework to handle complaints and ensure actions to address complaints and include the union(s) in the process as a key stakeholder and to achieve commitment and buy in.
 7. Ensure representation within the department, particularly to address employment conditions and the retention of employees of colour after downsizing.
 8. Establish linkages to other initiatives and provide education and training to increase awareness and support.
- Provide good communication to external organizations to explain the anti-racism policy and provide support as TCHC goes through its own process of change;
 - tender contracts that state TCHC's anti-racist beliefs and values, i.e. fair wage, inclusiveness, employment equity, hiring local residents, addressing racism;
 - monitor the work of external organizations under contract to TCHC; and
 - Use resident feedback to assess role of service contractors and provide a role for residents and staff to provide information to service contractors regarding service expectations.

In addressing organizations that work with TCHC (e.g., community agencies, contracted services, emergency services), it will be important for TCHC to identify their commitment to anti-racism and that these organizations provide evidence of their commitment. In this context, TCHC will require accountability by these organizations through service agreements and by contract. To do this, it is possible to establish a contract compliance approach with clear penalties, including financial penalties.

Further, TCHC will need to:

- be clear about expectations in regard to delivering services in an anti-racist manner and issue written guidelines to support these expectations;

Given the range of service providers within the TCHC communities, it is essential that the context for anti-racist work be undertaken by the TCHC itself as a primary responsibility and in order to be a model for other organizations. In addition, TCHC will need to make clear its expectations regarding anti-racism to external organizations providing services within TCHC communities and with organizations contracted to do TCHC work.

Anti-Racist Staff Groups and Line Responsibilities

To ensure short, intermediate and long-term implementation, it is essential that every department and Unit of TCHC is responsible for implementation of the anti-racism program. To assist in this effort, it is advisable for each Unit and their line functions to establish Anti-Racism Staff

Groups. The aim of these groups is to facilitate the development of responses by each TCHC unit to the TCHC program, taking into consideration the Unit's functions and capacities.

While anti-racism study circles are a key component to organizational change work, the study circles cannot be confused with or designated as the department's or Units Anti-Racism Staff Group. The study circles are voluntary in nature while the Staff Groups may need to engage supervisors and managers so that they take leadership in ensuring anti-racism work is built in to the core responsibilities of line functions. In other words, it is not a voluntary activity but a mandatory assignment integral to the ongoing implementation of the Community Management Plan and subject to review through the Performance Management Plan.

Monitoring, Accountability and Evaluation: A Learning Organization

As part of determining progress, assessing implementation and contributing to organizational growth and learning, the corporation and departments will need to have a monitoring mechanism in place to ensure accountability, effectiveness and to evaluate the implementation process and its results. As noted in the models discussed earlier, this requires periodic and annual reporting to a central authority, e.g., TCHC Executive and Board, to ensure effort is being made and progress developed across the organization, within each department and within the TCHC community.

It will also require clearly defined performance measures to assess effectiveness. Such measures have been discussed above in the section on policy implementation. Each of these can be broken down with additional detail to provide checklists as common actions under each heading. For example, representation can be compartmentalized as following:

- number of employees in terms of gender, race, sexual orientation, etc. and in each level of the organization (frontline, middle management, senior management, executive);
- diversity of residents involved on tenant councils;
- strategies to increase diversity of employees;
- strategies to increase diversity of residents on Tenant Councils.

Each component can be assessed in the same way to provide clear indicators on the current status of any TCHC function and then provide information on how that function is taking anti-racist action. Part of the checklist can also allow for qualitative input as well along each of these points. Such a perspective can be useful to enable articulation of efforts and to incorporate comments that might qualify the numerical indicators. For example, some times there are very good strategies implemented to achieve diversity in employment that does not produce the desired results. In such instance, the failure to achieve results, while important, does not necessarily mean that the entire effort was not successful as the planning process would have

been well-designed, clearly understood by those involved and well-executed. These factors need to be taken into consideration as well.

In order to provide the guidance required for the organizational checklist, TCHC Executive should undertake to develop the required tools as an immediate action to support line management in implementing the anti-racism policy.

Consistent with the CMP, there is also a need to ensure the building of resident competencies in anti-racism program development and implementation. As such, it may be advisable for the TCHC Executive to support the establishment of Tenant Anti-Racism Study Circles to support resident advocates to develop and implement their own anti-racism change initiatives.

The Anti-Racist Organization and Advocacy

Integral to the implementation of an anti-racism policy within TCHC is the influence the organization has and must use in order to promote the need for life changes for its residents and to challenge other institutions to undertake an anti-racist approach to their work as well.

There are numerous services which work within the TCHC's communities, e.g., schools, childcare centres, social service agencies, recreational programs, emergency services (police, fire, ambulance), social and cultural clubs, legal clinics and so on. TCHC also contracts numerous organizations to provide services for such functions as property management, capital works, maintenance,

safety and security, landscaping, information technology, etc.

On one hand, TCHC can play a useful role in challenging parallel services (e.g., schools, community agencies, police) to adopt an anti-racist approach to the way they deliver services within TCHC communities. TCHC can also offer to work with these organizations in doing so in such areas as:

- combining community development with education to support positive outcomes and educational advancement for children from subordinate racialized groups through such programs as heritage languages, literacy, homework help, etc;
- working with the police to support and develop an anti-racist approach to community safety that deconstructs and challenges such things as racial profiling, involvement of residents from subordinate racialized groups in defining community safety and setting standards for monitoring and implementation; and
- working with recreational centres to ensure access to programs and services meet the needs of TCHC's subordinate racialized groups and consider the diversity of religious customs, hours of service access, etc., in doing so.

In terms of organizations contracted by TCHC for service delivery, the organization can clearly stipulate its anti-racism policy as part of the service agreement, thereby requiring all organizations to comply with this policy and to

provide evidence that it is doing so in the context of performance indicators established by TCHC.

A final area for advocacy for TCHC is on social issues that impact on its communities and their residents. There are numerous areas that need to be considered in this regard:

- public perceptions of TCHC communities that are often fueled by media reporting and bias;
- the lack of entertainment and cultural outlets within TCHC communities;
- the lack of employment opportunities and business locations within TCHC communities;
- the need for coordinated planning involving many stakeholders (municipal, provincial, federal governments as well as funders, businesses, media, etc) to undertake a comprehensive and ambitious plan of action to eradicate the prevalence and impact of racism within TCHC communities and to ensure TCHC residents have equitable access to the full range of services, programs, educational and employment opportunities beneficial to other communities within the City of Toronto.

These matters require undertaking political leadership within the public realm by TCHC. In essence, it is a concrete step that TCHC can and should take to challenge institutions, individuals and groups within the broader community to see the importance of anti-racist work to the life opportunities of subordinate racialized groups residing within TCHC communities. In doing so, TCHC will challenge these institutions to confront their own racist

practices (direct and indirect, intended and unintended) in so far as they have a negative impact on TCHC communities.

Section 6.0

FINANCIAL IMPLICATIONS AND IMPLEMENTATION TIMELINES

To ensure the effective initiation of the proposed anti-racism program, three items require immediate attention. These items will enable TCHC to successfully begin the process of anti-racism program development and organizational change with the balance of the work being done using existing resources. These three items are:

1. The development and implementation of Anti-Racism Study Circle Facilitator Training for a period of 1-2 months for 3-6 staff estimated at \$50 - \$100K over 2004-2005;
2. Development of corporate and departmental guidelines and indicators on the aforementioned components of anti-racism organizational change estimated at \$40 - \$50K over 2004-2005 to be absorbed in existing budgets; and
3. The enhancement of the current Human Rights and Equity Unit with the addition of two positions to the existing two and headed by a Director. Costs for this are estimated at an additional \$200K per year operating cost. Most of the amount necessary is currently in the budget for the unit in 2004.

In terms of proposed timelines, the components of the anti-racism program can be implemented as follows:

- Corporate Guidelines/Standards for Unit Anti-Racism Programs, including Monitoring, Accountability and Evaluation Framework
2004 Q3
- Unit Anti-Racism Staff Groups and Plans
2005 Q1
- Diversification Projects
2005 Q1
- Data Gathering Initiated
2005 Q1
- Policy Review, including SIF
2005 Q1
- Tender/Contracts Review
2004 Q3-Q4
- Community Safety Unit (CSU) Racial Profiling Data Reporting Project
2004 Q3
- Enhanced Human Rights and Equity Office
2004 Q3
- Study Circles Begun, including Train the Trainers” Program for Study Circle Leaders
2004 Q3

- 1st Anti-Racism Study Circle
2005 Q1
- Tenant Anti-Racism Study Circles
2005 Q2
- TCHC Advocacy Protocol re: Partners and
Parallel Organizations
2005 Q1