



Strengthening Hamilton's Community

***HAMILTON AT THE CROSSROADS:
ANTI-RACISM AND THE FUTURE OF
THE CITY --
"LESSONS LEARNED" FROM
COMMUNITY-BASED ANTI-RACISM
INSTITUTIONAL CHANGE
INITIATIVES
February 2003***

***FOR
STRENGTHENING HAMILTON'S
COMMUNITY INITIATIVE***

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**Funding generously provided by
The Hamilton Community Foundation**

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ACKNOWLEDGEMENTS

I would like to thank the members of the Research advisory Group- Gary Warner, Monica Quinlan, Maxine Carter and Kathryn King for both selecting me to do this research and for providing me with the support to do this work in a timely manner.

I would also like to thank the many individuals who took the time to speak with me about this project and who provided helpful insights into the issues that are particular to the Hamilton Community.

The Strengthening Hamilton's Community Initiative would like to acknowledge, with gratitude the support of the Hamilton Community Foundation for funding this portion of the Initiative.

EXECUTIVE SUMMARY

One of Ontario's largest urban centres, the City of Hamilton has undergone transformations similar to other urban centres in North America and the United Kingdom. In particular, there has been a significant increase in the number of subordinate racialized groups within Hamilton and increasing evidence of discrimination against these groups, including violent hate crimes. Responding to these matters, the City's Mayor established a Community Roundtable comprising leaders from across the Hamilton community, i.e., representatives from business, education, law enforcement, academics, community service providers and advocates.

This report reviews how other urban areas have supported community-directed anti-racist organizational change work to confront similar concerns. The report also examines the implications of these initiatives to the Hamilton community and draws upon promising practices developed in urban centres in the United Kingdom, the United States and across Canada. The purpose of this report is to provide references to policies, programs and activities that may be transferable to the Hamilton community.

For example:

- In the United Kingdom, the Commission for Racial Equality has produced a number of documents related to community-directed anti-racism initiatives, including: **Community Cohesion: Our Responsibility; Racial Equality Scheme 2002 - 2005; Racial Equality Means Quality: A Standard for Racial Equality for Local Government; Auditing for Equality; Equality in Practice**. These documents have been reviewed along with additional references from links to the website of the Commission for Racial Equality, particularly the **Racial Equality Councils** which are "organizations that work in local areas, among local communities to promote racial equality and tackle racial discrimination". The primary emphasis of the U.K experience has been to develop institutional frameworks, particularly required management systems and accountability mechanisms, aimed at ensuring anti-racist work is being implemented with commitment and community involvement.
- In the United States, there are a number of community-directed anti-racism initiatives. Particularly impressive is the work of **Project Change** which began in 1991 "...to connect diverse community leaders and assist them in developing multiracial leadership capacities that both complemented and transcended their racial and ethnic constituency interests" and whose current "...mission is to strengthen the antiracism infrastructure and networks for civic engagement and democratic renewal ...". **Project Change** is currently engaged in four cities across the United States (Albuquerque, New Mexico; El Paso, Texas; Knoxville, Tennessee; and Valdosta, Georgia) and has published a number of resources, including: **Lessons Learned I and II: Assessing What Works and What Does Not; Anti-Racism Resource Guide; A Community Builder's Tool Kit; and State of Race Relations Reports**. The primary focus of these initiatives has been to develop strong community leadership and establish guidelines for anti-racist initiatives and partnerships amongst diverse communities and between communities and institutions.

- Information on local initiatives in Canada's urban centres have been examined in this report as well, including: the City of Saskatoon's anti-racism initiatives; the former Municipality of Metropolitan Toronto's access and equity strategies; the City of Toronto's current approach to equity and diversity; and community-based initiatives cited in the database of the Canadian Race Relations Foundation. The primary focus of these initiatives has been a rather interesting balance between policy development, political and community involvement, and training and education.

Many of the challenges in the anti-racism work reviewed for this report address circumstances similar to what is going on within Hamilton through the efforts of such organizations as the Working Group on Racial Equality, the United Way of Burlington and Hamilton-Wentworth, the Settlement and Integration Services Ontario, and the City's Advisory Committee Against Racism.

The reports reviewed from the Hamilton community make it clear that this is a city in crisis. However, as is evident in the research, crisis has been a catalyst to action in a variety of communities, prompting them to focus their attention on racism and to remain engaged in anti-racist work long after the crisis has been addressed. As such, there is much that is transferable from the research to the present situation in Hamilton and the issues identified below are put forward to assist thinking and acting in this direction. They are based on the following assumptions:

1. A number of valuable resources are already in place in Hamilton addressing anti-racist institutional change. These resources are very committed but appear to need additional political commitment and resources.
2. There have been a number of initiatives in the past within Hamilton that would be useful to review and to assess their relevance to today's challenges.
3. Recent studies conducted in Hamilton provide a range of issues to address and concrete solutions to consider.
4. It is important to maintain the momentum created by the SHCI and the Community Roundtable.
5. It is important to ensure community safety and to eliminate racial violence as well as threats of racial violence.
6. A strong and clear definition of antiracism is required to guide anti-racist institutional change work, and all organizations involved in such work need to do so in a manner that is transparent, accessible, and inclusive.

In terms of particular issues that the SHCI should consider, they are summarized below.

Providing Leadership and Developing/Maintaining Coalitions for Action. It is very clear that, in all of the initiatives reviewed in this report, leadership is a critical element which must be respected when it emerges as a result of crisis but, also, which must be planned for and nurtured. Communities and institutions alike must realize the challenges in maintaining leadership and in having well managed transitions so that new leadership can emerge well informed, educated and confident after a transition. This is extremely critical to anti-racist community building and institutional change, which can easily die out or lose focus and change direction in a leadership transition. Further, leadership has both short- and long-term effects on the capacity to mobilize resources, build support and confidence amongst those involved, and to lead public education and shape public opinion.

Developing Strong Communities. The research makes it clear that anti-racist initiatives require strong communities. This is critical for issue identification, community building, leadership, public education and advocacy. Without strong communities, it is doubtful if anti-racist work can develop; with strong communities, anti-racist work can be a vibrant force for change. Strong communities raise issues that require attention; they hold institutions and leaders accountable; they educate their own and build trust and bridges between their diverse constituents. They are a must for anti-racist institutional change work which is difficult, time consuming and critical to the overall development of a multicultural, multiracial, multireligious environment.

Role for the Voluntary Sector, Business and Institutions. The changing composition of the City of Hamilton is something that is critically linked to the immediate as well as long-term health of the City. The make-up of the City of Hamilton will continue to change as a result of immigration. However, while immigration will likely be the sole source of population maintenance and growth in Hamilton, the City may be becoming less and less of an attraction for those immigrants who have skills and/or businesses and are looking for an appealing place to settle. This may be because immigrants with these assets face numerous barriers to becoming successful in Hamilton, e.g., difficulties with immigration officials, having school programs that support their children, having local services that are non-discriminatory and sensitive to diverse languages, religions and cultures. Further, given the increasing racialization of poverty within the Hamilton community and the barriers faced by Aboriginal peoples and subordinate racialized communities in employment, access to services, education and so on, it is critical that all sectors of the Hamilton community take on the challenge of anti-racist work.

Role of Local Government. Local government's involvement in anti-racist institutional change work has been identified in the research done for this report, particularly those models identified in the U.K. and in Canada. Developing an appropriate role for the Mayor and Hamilton City Council to play will ensure the municipality's ongoing support and commitment to anti-racist institutional change initiatives. In the majority of the literature reviewed, particularly those from the U.K. and Canada, the local government has been seen as a major and critical ally in the development and implementation of anti-racist initiatives. This is so for many reasons: (a) it is a major political force within the local community; (b) it governs the delivery of essential services within the local community; (c) it has the capacity to set public opinion and to bring diverse interests together for the common good; and (d) it has the moral authority to compel other organizations (voluntary and private sector) and governments to address issues that have an impact on the local community. All of these matters are integral to anti-racist organizational change work.

Developing Strategic Actions and Starting Points for Institutional Change. The Community Roundtable has established a rather unique process that, if maintained in some form, can be a critical focal point for initiating; coordinating and sustaining anti-racist institutional change work in the City of Hamilton. As a high profile amalgamation of civic, community, business, education and voluntary sector leaders, the Roundtable has the potential to influence the development of strategic anti-racist institutional change by those organizations represented within it. This can come about through the declared commitment of Roundtable members to work within their own organization for this purpose. The Roundtable can then act as a facilitator, resource and accountability board to support and ensure effective implementation of the anti-racist institutional change work by its members.

Anti-Racism Education and Training. Anti-racism is a difficult and sensitive subject and those involved in anti-racist change work at times become mired in the struggle around language, definitions, meanings and the relationship between anti-racism and other equality issues, e.g., disabilities or gender equality. It is for these reasons that anti-racist education and training is important for building alliances, fostering leadership and developing and implementing institutional change work or public education and community building activities. It is also critical to acknowledge the importance of ongoing anti-racist education and training to the changing of institutional policies, practices and individual behavioural change. This type of education and training needs to be provided over time and linked with other strategic education and training initiatives.

Public Education. It is clear from almost all of the research gathered that anti-racist institutional change work does not take place in a vacuum but, rather, as part of the fabric of society. Also, given the sensitive nature of racism, it is important to assess, understand, respond to and influence public attitudes and opinions regarding the importance of anti-racism work to the building of an inclusive and energetic community. Public education is a vital component of anti-racist institutional change work as it contributes to the creation of a supportive environment for taking on work that is always challenging and, at times, highly charged and emotional. It is incumbent on those engaged in anti-racist work to ensure the public is educated about the issues involved, their importance, why the work is necessary, how it is being done, when and where it is being done, who is involved in doing it, and how they can become involved.

Community Safety and Elimination of Racial Violence. It is evident that much of the work on anti-racism within the U.K., U.S. and Canada is in response to racist violence. Such is the case now in Hamilton which has seen an extraordinary increase in hate crimes following September 11, 2001. This challenge must be addressed directly as it has the capacity of tearing communities apart, silencing some elements of the community and dismantling relations between communities, and between communities and institutions.

Developing Clear Roles, Responsibilities and Sustaining the Work. Given the interest of a wide range of institutions and community-based organizations to develop and implement anti-racist work within the City of Hamilton, it is important to identify the resource and organizational capacities of these entities and to develop a protocol for working relations between these groups. This will develop and maintain good working relations while, at the same time, identify resource commitments and responsibilities for those involved. It will also help establish common goals, objectives and timeframes for action to be undertaken which will lead to achievement of results and the ability to undertake effective evaluations over time. In particular, identifying the resources each can dedicate to anti-racist institutional change work will help in addressing strengths and gaps. This is particularly important in assessing the resource capacity to undertake the work and to putting into place a viable financial plan through organizational commitments in annual budgets and through seeking external funding when needed.

Accountability: Making it Work and Keeping Faith. The proof of anti-racist institutional change is in the work being done, the results achieved and lessons learned. Like other major initiatives, this requires good research, planning, design, development, implementation, monitoring and evaluation. It also requires regular processes to establish a contract both within the institution involved in the work, e.g., its departments

and employees that could lead to performance goals, objectives and measurements of departments and their staff. Equally, such a process establishes a contract with the community and the public. Accountability not only assures that the work is being done. It also demonstrates the successes achieved and how the organization is changing as a result. It demonstrates inclusiveness both within the organization and the community and builds strong links within organizations, between organizations involved in sharing and partnership activities, and between organizations and communities.

The City of Hamilton is at a critical crossroad. Like other large urban centres, its population has become increasingly diverse and the events following September 11, 2001 have prompted the City's leadership to review how best to address this changing community. While the City of Hamilton has a number of resources currently in place to address anti-racism issues, there is now an opportunity for the City and its institutions to work together on a comprehensive strategy aimed at ensuring anti-racist institutional change is implemented in a comprehensive framework across the City. This will undoubtedly involve developing new working relations between communities and institutions as well as between different institutions. It will require leadership, commitment, trust, education of those integrally involved and ongoing communication to the public. It will require clarity and clear goals with objectives and timeframes and accountability mechanisms that serve as opportunities for information exchange as well as for monitoring results and ensuring compliance.

Finally, it will require new ways of working together to build a common future for one of Canada's largest urban centres. This is the challenge that the Community Roundtable and the SHCI face.

1. Introduction - What's Happening in Hamilton Now

The City of Hamilton is one of Ontario's largest urban centres. In the past years, like other Ontario cities, it has undergone numerous transformations in the composition of its community, the structure of its public programs and services, its political functions at the local level (municipal and school board), and in the capacities of its community-based, voluntary initiatives. The City of Hamilton is also experiencing transitions similar to other urban centres in North America and the United Kingdom, in particular a significant increase in the number of subordinate racialized groups within its community and the increasing evidence of discrimination against these groups. Further, as with these other urban centres, the latter factors are having a deleterious impact on the social, political, religious, economic and community culture within the city.

One clear sign of the urgency of this matter is a series of alleged hate motivated crimes, which took place shortly after September 11, 2001 and were directed against persons of West Asian/Arabic origin or of the Muslim faith. One significant event was the burning of a Hindu Samaj on September 15, 2001 and a dramatic increase in reported hate activity primarily directed at the City's Muslim community.

In addition to these overt manifestations of racist violence, there have been systemic issues that have had an adverse impact on subordinate racialized groups within the Hamilton community. For example, after several years of effort, the amalgamations of boards of education and municipal governments have resulted in the need to rebuild anti-racism structures, programs and services. This has resulted in the loss of momentum and critical development for such initiatives as the implementation of an anti-racist curriculum within public education and to the influence of the former Mayor's Committee Against Racial Discrimination on both the municipal government and the broader community.

In addition to overt manifestations of racism:

- Comparative data on the earnings of diverse communities indicates significant disparities between Whites and subordinate racialized groups as well as Aboriginal peoples (e.g., an average of some \$20,000.00 per household);
- Anecdotal data gathered through community reports indicate low levels of participation by subordinate racialized groups in municipal politics, inequitable access to health and social services by immigrants and refugees, barriers for immigrants to practice in their profession, challenges in the education of youth from subordinate racialized groups, cultural insensitivity and lack of translation/interpretation services for those with limited English language facility, employment barriers and concerns regarding discrimination in employment;
- Demographic data indicates that immigration is likely to be the major source of population maintenance and growth in Hamilton, however, the City is not seen by immigrants as a desirable place to settle and the failure to attract immigrants may have severe implications for Hamilton's economy since there may be both skills shortages and a reduced number of consumers within the community.

The anecdotal and statistical data from recent research that includes or primarily focuses on the day-to-day realities of subordinate racialized groups makes it evident that the City of Hamilton is facing a significant crisis, which requires immediate attention and comprehensive action. Failure to do so may result in the City losing numerous opportunities that can accrue through having a cohesive community working together to build and sustain a harmonious environment. It can also result in increased conflicts between communities and between communities and institutions within Hamilton. Both of these results will have an enormous impact on Hamilton's future and its ability to be a vibrant multiracial and multicultural community in which all residents can live with comfort, safety and security.

In response to these matters, particularly the increasing hate activities, the City's Mayor, Robert Wade, established a Community Roundtable comprising leaders from across a broad spectrum of the Hamilton community and including representatives from business, education, law enforcement, academics, community service providers and advocates. Out of this Community Roundtable, the Strengthening Hamilton Community Initiative was developed (SHCI) to gather, assess and report on research into successful community-directed anti-racism initiatives. A two-year project developed in response to the crisis of September 11, 2001 and its adverse impact on the ethno-racial and religious communities in Hamilton, particularly a significant increase in hate crimes, the SHCI has brought together leaders from diverse communities and institutions, including faith, culture, politics, media, education, voluntary and other sectors. These individuals and representatives are now working in a strategic alliance to address racism and to develop strategies that enhance safety, acceptance and harmony within the Hamilton community.

To initiate action on this matter, the SHCI has developed a number of project teams. While focusing on specific areas, the work of these project teams is clearly inter-related and interdependent. These three project teams comprise the Implementation and Administration Group, the Resources Group and the Animateur's Group which have initiated action in four key areas:

1. Research, Evaluation and Dissemination to review best practices and to develop evaluation and monitoring processes to guide the implementation of program initiatives;
2. Community Dialogue to ensure ongoing community dialogue through forums aimed at promoting a better understanding of the key issues identified by the Roundtable, and gathering input from concerned individuals;
3. Action Strategies to address Safety and Security, Combating Racism, Interfaith/cultural Understanding and Respect, Promoting Leadership; and
4. Promotion and Recognition to communicate and promote the SHCI work throughout the community and encourage participation in SHCI activities.

1.1 Methodology

To facilitate the growth of the SHCI and the inter-relationship of the initiatives of its project teams, the Research, Evaluation and Dissemination advisory group has commissioned this report in an effort to research, synthesize and report on the "Lessons Learned" in community-directed anti-racism initiatives within Canadian communities, including Hamilton, as well as two international locations. In particular, the research is to

address strategies and tools to assist the SHCI in achieving its vision and goals and include:

- Initiatives that are community-wide and have achieved or attempted to achieve substantial institutional change;
- Initiatives that focus on anti-racism, use civic engagement processes and exhibit transferability.

To undertake this research, two fundamental approaches have been taken:

- The scope of the research has been enhanced by refining the desired outcomes so that they correlate more precisely to the SHCI vision and goals; and
- The research has been conducted through identifying, gathering, reviewing and synthesizing pertinent literature from primary sources, internet research and publications from organizations engaged in anti-racist organizational change work.

While the research outcomes stated by the SHCI are commendable and clearly focused, to assist the SHCI in achieving its vision and goals, it has been important to ensure that the research takes into consideration efforts that bring together diverse communities and institutions, provide clear roles and responsibilities for those involved and are sustainable over time. These have been the key parameters that have guided this research project. The reasons for choosing this approach are summarized below and, based on these parameters, this report has been prepared identifying a range of issues for consideration by the SHCI to enable it to develop an appropriate strategy and action plan to initiate and sustain anti-racist institutional change within the Hamilton community.

1.2 Multi-Sectoral Partnerships

The pursuit of anti-racism is a broad community as well as public and private sector institutional concern wherein diverse interests must participate in appropriate ways. As racism provides the basis of discrimination for some, it is a source of privilege for others. Given this, there are many ways that anti-racism initiatives can be developed and implemented. Some derive from particular communities and their efforts are developed within and emerge strictly from that community. For example, there are a number of organizations working in the African Canadian community whose focus in anti-racism is to address anti-black racism as a primary concern. The same can be said for organizations within the Asian, Jewish, Muslim and other communities who have a primary focus on their own communities concerns and needs¹. There are also broad-based community initiatives that operate through volunteer effort and without the involvement of representatives from institutions². In addition, there are broad-based

¹ Some of these organizations include the Chinese Canadian National Council, the League for Human Rights of B'nai Brith Canada, the National Association of Japanese Canadians.

² One of the longest serving anti-racism community-based organizations in Canada, the Urban Alliance on Race Relations has been based on this model of development. Its development and focus has been described in *Anti-Racism Community-Based Activism: Lessons from the Past, Directions for the Future* by Tim Rees and Antoni Shelton, ERA 21: End Racism! Activism for the 21st Century http://www.geog.queensu.ca/era21/papers/rees_shelton.htm

community-directed initiatives that involve individuals and representatives from diverse communities as well as from the public and private sector and, through strategic alliance and coalition, address a broad range of community and institutional issues.

Research is available to study all of these approaches. However, given the development of the SHCI and its broad-based community and institutional membership, research on the latter approach to anti-racism has been more useful as it provides insight into community-directed anti-racism initiatives involving both those adversely impacted by racism along with those who have authority over institutional policies, programs and services and can directly effect institutional change over the short- and long-term. Exploring such partnerships has provided useful perspectives on institutional change as influenced by communities and institutional representatives working together and those factors that have contributed to success in such endeavours.

1.3 Clear Roles and Responsibilities

For example, in bringing together diverse stakeholders to pursue strategic alliances, particularly given the resource differences between voluntary community participation and the resources institutions can commit to an initiative, the research on multi-sectoral anti-racism initiatives has identified the importance of developing roles and responsibilities in order to provide opportunities for those involved to clearly see and understand what each has to commit to the alliance, the processes each is accustomed to working with both within their own organizations and communities, and in external partnerships.

These anti-racist institutional change projects have demonstrated the importance of having a clear understanding of diverse community and institutional decision-making processes and how this will influence the formation of decisions and activities of the alliance, the development of common approaches to issues and use of common language to articulate common causes. They have also pointed to the importance of developing and maintaining community leadership, particularly given that institutional resources can at times overwhelm community voluntary initiative and, thereby, have an undesirable impact on community directed anti-racism initiatives.

In addition, these initiatives have stressed that anti-racism work requires that individuals engaged in community-directed initiatives are aware of themselves, their racialized identity and are able to share and articulate this understanding in good faith activities aimed at building long-term relationships and providing educational opportunities for those involved in developing anti-racist initiatives. This has been noted as essential to ensuring that those involved are clear regarding their relationship to racism and what they can bring to working together with others³.

³ See William Aals *Moving from Guilt to Action: Anti-Racist Organizing and the Concept of “Whiteness” for Activism and the Academy* in *The Making and Unmaking of Whiteness*, ed. Birgit Brander Rasmussen et al, Duke University Press, 2001 pp. 294-310 where he discusses the role of white peoples, including himself, and their involvement in anti-racism initiatives in Detroit and other cities. See also Michael Omi (*E*)racism: *Emerging Practices of Antiracist Organizations* in *The Making and Unmaking of Whiteness*, ed. Birgit Brander Rasmussen et al, Duke University Press, 2001 pp. 267-293 where he discusses strategic alliances of community-directed anti-racism initiatives in St. Louis (*The Dismantling Racism Program of the National Conference*), in Chicago (*The Anti-Racism Institute of Clergy and Laity*), in Seattle (*The*

Developing a sustainable initiative is one of the SHCI's interests. One of the goals of the Research, Evaluation and Dissemination advisory group is to ensure that "...key learnings, successes and ideas for sustainability (are) shared in updates and progress reports to the community ..." and, further, to develop "...a process of continual evaluation ... so that success of each stage can be measured and inform the next stage."

As such, this research primarily explores anti-racism initiatives that have been sustained over time and can, thereby, provide an appropriate amount of data to assess reliably and draw meaningful conclusions regarding successes, lessons learned and transferability of initiatives into other environments.

1.4 Conducting the Research

There is a wide range of community-directed anti-racism initiatives in cities across Canada, in the United States and in the United Kingdom. In addition, there have been several evaluative reports and compilations of promising practices on anti-racism initiatives within the United Kingdom and the United States. These reports summarize the key lessons learned from the development, implementation and evaluation of anti-racism projects aimed at institutional change. This report discusses these documents at length as they have already examined local practices, assessed results and put forward key principles, guidelines and practices for anti-racism work.

For example:

- The Commission for Racial Equality has produced a number of documents related to community-directed anti-racism initiatives. These are: **Community Cohesion: Our Responsibility; Racial Equality Scheme 2002 - 2005; Racial Equality Means Quality: A Standard for Racial Equality for Local Government; Auditing for Equality; Equality in Practice**. These documents have been reviewed along with additional references from links to the website of the Commission for Racial Equality, particularly the **Racial Equality Councils** which are "organizations that work in local areas, among local communities to promote racial equality and tackle racial discrimination"⁴.
- There are a large number of community-directed anti-racism initiatives in the United States⁵. In addition to those sources cited in footnote #3, particularly impressive is the work of **Project Change** which began in 1991 "...to connect diverse community leaders and assist them in developing multiracial leadership capacities that both complemented and transcended their racial and ethnic constituency interests" and

Northwest Coalition Against Malicious Harassment) and in other areas in southern and west coast states and cities.

⁴ See Commission for Racial Equality <http://www.cre.gov.uk/about/recs.html>. This site lists approximately 110 listings of such local activities spread across the United Kingdom.

⁵ See Viewing Race <http://members.freepreechorg/viewrace/resources/organizations.html>. This site lists approximately organizations engaged in anti-racism work, including **The Center for Democratic Renewal, Hope in the Cities, National Conference for Community and Justice, and The People's Institute for Survival and Beyond**. Also, Project Change and the President's Initiative on Race respectively provide a glossary and listings of organizations involved in anti-racist work.

whose current "...mission is to strengthen the antiracism infrastructure and networks for civic engagement and democratic renewal ..."⁶. **Project Change** is currently engaged in four cities across the United States (Albuquerque, New Mexico; El Paso, Texas; Knoxville, Tennessee; and Valdosta, Georgia) and has published a number of resources which would be very useful for the SHCI initiative, including: *Lessons Learned I and II: Assessing What Works and What Does Not*; *Anti-Racism Resource Guide*; *A Community Builder's Tool Kit*; and *State of Race Relations Reports*.

Unfortunately, there is no similar central database in Canada that has gathered, assessed and evaluated anti-racism initiatives and formulated guiding principles or promising practices. As such, information on a number of local initiatives in Canada's largest urban centres has been examined in this report. These initiatives include: the City of Saskatoon's anti-racism initiatives; the former Municipality of Metro Toronto's access and equity strategies; the City of Toronto's current approach to equity and diversity; and community-based initiatives cited in the database of the Canadian Race Relations Foundation. These materials have been reviewed along with those concerning initiatives in Hamilton, e.g., work of the Working Group on Racial Equality, the United Way of Hamilton-Wentworth's anti-racism project, the work of Settlement and Integration Services Ontario, the former Mayor's Committee Against Racism and Discrimination and the current Advisory Committee Against Racism

1.5 How to Use this Report

This report has been prepared to enable the SHCI to grow as a collaborative entity, to harness the resources available to it, promote the importance of antiracism work in the City of Hamilton and to support the development and implementation of short-, intermediate- and long-term activity aimed at building community leadership and fostering institutional change.

In focusing on anti-racism institutional change initiatives that involve community and institutional representatives, this report provides the SHCI with many references and a summary of invaluable learnings in a number of jurisdictions that will be of assistance to fostering collaborative work between communities and institutions in Hamilton in an effort to develop and sustain anti-racist institutional change and promote racial equality. The report also includes a short bibliography of materials and resources that may be helpful to the SHCI in its future work, providing the SHCI with references that may be useful to examine when developing and implementing anti-racism work.

In particular, this report addresses a number of key issues that the SHCI will need to consider in order to develop a comprehensive approach to anti-racist institutional change in Hamilton. These issues are based on a review and analysis of the research gathered, including data on anti-racism issues in Hamilton. While they do not provide recommendations for action, they do provide an essential framework to think about anti-racism work in general and anti-racism work in Hamilton in particular.

Given this, the report can be used and read a number of ways. Those seeking source information on model activities can look to the descriptive sections for information on

⁶ See Project Change <http://www.projectchange.org/about.html>.

activities taking place in the U.K., the U.S. and across Canada. These model activities may be of most benefit to anyone looking for references on what has and has not worked in other contexts. This may help in developing, implementing and evaluating their own anti-racism work.

Those seeking quick reference to the challenges particular to Hamilton may wish to look to the section on ***Making Use of the Research, which*** documents the current anti-racist challenges facing the City of Hamilton. This information focuses solely on the City of Hamilton, identifying both barriers to progress and resources within the community. In this sense, the section is useful for issue identification and an assessment of current resources within institutions and communities dedicated to anti-racism work.

Those interested in thinking through solutions and options for action may wish to review the final sections which begin with a summary of key assumptions and then postulate issues for consideration in ten thematic areas, including (list in order).

Using the document in this way, it is anticipated that the information and analysis within it can serve various purposes and be useful to different audiences at different times.

THE UNITED KINGDOM

Community-directed anti-racist initiatives within the United Kingdom have been a cornerstone of the approach to addressing racism and its impact on communities. This has been accomplished through the efforts of local racial equality councils which are autonomous community-based organizations funded by the Commission for Racial Equality (CRE), through the work of the CRE as a national body constituted under the U.K. Race Relations Act and through initiatives of other policy groups such as the Centre for Local Policy Studies and the National Association of Citizens Advisory Bureaux.

While these initiatives have been in existence for over 25 years, there are many changes taking place within the U. K. and within Europe that have direct bearing on community-directed anti-racism work. In this context, it is important to acknowledge the impact of changes to the U.K. Race Relations Act as well as the development of the European Union and its implications on initiatives aimed at combating racism, anti-Semitism and xenophobia, an item linked to the United Nations Declaration on the Elimination of All Forms of Racial Discrimination⁷ and very much in the midst of public discourse following the UN World Conference on Racism, Anti-Semitism, Xenophobia and Other Related Intolerance in Durban, South Africa, in August of 2001.

In particular, the changing structure of nationhood within the European context has tremendous implications to legal regimes, the migration of individuals, business, culture and the ways in which member nations of the European Community address human rights issues, particularly anti-racism work. Acknowledging the importance of this matter, the European Community has established the European Monitoring Centre on Racism and Xenophobia. This initiative will be discussed briefly as it will likely impact on the development of anti-racism work in the United Kingdom and within local communities across Europe.

2.1 The Catalyst for Change

Recent crises within communities have resulted in increased attention to anti-racism work in the U.K. In particular, the **Stephen Lawrence Inquiry Report**⁸ authorized by the Home Secretary in July 1997, galvanized political support to ensure commitment to the development and implementation of race relations work by public authorities, including local governments, within the U.K. As announced by the Home Secretary, the purpose of the Inquiry was: "To inquire into the matters arising from the death of Stephen

⁷ See United Nations *International Convention on the Elimination of All Forms of Racial Discrimination*, November, 1963.

⁸ This report was authorized by the U.K. government Home Secretary following the violent death of a Black male youth at the hands of white male assailants. It reviewed hate attacks in the U.K. against persons of African descent and the law enforcement response to such. As a result of the inquiry and report, the Home Secretary introduced amendments to the 1976 Race Relations Act which, when in force in the spring of 2001, required all public authorities, including local governments, to develop and implement comprehensive policies and programs to eliminate racism and promote racial equality. It further empowered the Commission for Racial Equality to monitor the implementation of the legislation and, in the event of non-compliance, the Commission has the authority to impose specific duties on organizations to ensure effective implementation.

Lawrence on 22 April 1993, to date, in order to identify the lessons learned for the investigation and prosecution of racially motivated crimes.”⁹

The broad scope of the Inquiry was in direct response to allegations of racism leveled by the community at the law enforcement authorities for the manner in which they conducted the investigation. It was also a response to the brutal reality of racially motivated violence still evident within the U.K. Stephen Lawrence, a young Black man, was stabbed to death on 22 April 1993 while waiting for a bus with a friend. A group of young white men shouted racist epithets at Stephen Lawrence and then proceeded to surround him and stab him to death. At the time of the Inquiry’s conclusions, no one had been arrested for the crime. The Inquiry’s final report was released in 2000 (check date) and has prompted the Home Secretary to introduce amendments to the 1976 Race Relations Act. Upon adoption, these amendments have made it mandatory for all public authorities, including local governments, to develop and implement strategic approaches to eliminating racial discrimination and promoting racial equality. The particulars of these requirements are discussed further on in this report.

At the same time, in response to racial violence and community disorders in Bradford, Burnley and Oldham in the summer of 2001 a report on **Community Cohesion: Our Responsibility**¹⁰ has been released which “...described these fragmented and polarized communities lacking a strong sense of civic identity and social values.”¹¹ In fact, the CRE described the background need for developing community cohesion in the U.K. in the following way:

Britain today has 56 million people, speaking over 300 different languages, and practising at least 14 different faiths. It could be a richly diverse and stable society. However, the disturbances in summer 2001 suggest that diversity is dividing communities in some places, that people from different ethnic groups have little to do with each other, and that attitudes towards people from different ethnic groups are hardening.¹²

A cohesive community is described as one where:

- “There is a common vision and a sense of belonging for all communities;
- “The diversity of people’s different backgrounds and circumstances are appreciated and positively valued;
- “Those from different backgrounds have similar life opportunities; and
- Strong and positive relationships are being developed between people from different backgrounds in the workplace, in schools and within neighbourhoods.”¹³

⁹ Ibid Chapter 3 *The Stephen Lawrence Inquiry Report* at 1

¹⁰ This document was produced by CRE in partnership with the National Citizens Advice Bureaux

¹¹ See *Community Cohesion* at 1.

¹² From *A Place for us all: Learning from Bradford, Oldham and Burnley* by the Commission for Racial Equality, 2002 as cited in *Community Cohesion* at 1.

¹³ Ibid at 1. For more on this topic, see: *Building Cohesive Communities: A Report of the Ministerial Group on Public Order and Community Cohesion*, Home Office, 2002 which cites the violence noted above as the worst in the U.K. in the last 20 years; *Community Cohesion: A Report of the Independent*

As a significant catalyst to addressing the need for community safety and social harmony, **Community Cohesion** recognizes the importance of establishing a common vision and sense of belonging for community members and the critical and central roles of appreciating and valuing diversity, including ensuring diverse peoples have similar opportunities. It further notes that effort needs to be sustained to develop strong and positive relations between people from diverse backgrounds in workplace, schools, and neighbourhoods.¹⁴

Community Cohesion further stresses the critical need for government to establish political and bureaucratic structures to pool resources aimed at bringing people together and cites the fundamental role of ensuring the availability of dedicated funding for these purposes. It also recommends the appointment of regional coordinators, the importance of institutions assessing the impact of proposed policies and to reaffirming their commitment to provide high quality public services, especially in education. As ways of engaging local communities, public forums are cited as essential to addressing issues related to immigration, citizenship, civic identity, the development of shared values, rights and responsibilities.¹⁵

The report also points out:

- Examples of local bureaux activities to address hate crimes in Staffordshire, enhance services in Brent, ensure effective communication with Asian communities in Radnor, and to develop consultations and strategic planning on dealing with asylum seekers in Stoke-on-Trent;
- Joint initiatives in dealing with racism in rural areas to update the study *Keep Them in Birmingham: Challenging Racism in South-West England*¹⁶ and that current research based on consultations with over 250 organizations "...will map rural racism across the UK and will highlight the failure of rural institutions to offer appropriate services to their 'ethnic minority' residents. Examples of this include lack of access to information and advice, inappropriate and culturally insensitive services, lack of equal opportunities policies, communication and language barriers, and a general lack of flexibility in the delivery of services. The report also demonstrates that 'visible minorities' are much more likely to be vulnerable to harassment and are less likely to take action against the perpetrators for fear of reprisals. 'Ethnic minorities' are rarely represented on key local decision-making bodies, and governmental agencies have tended to perpetuate a mono-cultural view of rural areas."¹⁷

Review Team chaired by Ted Cantle, Home Office, 2002; and *Guidance on Community Cohesion*, Home Office, 2002, with the Commission for Racial Equality, the Interfaith Network and Local Government Association.

¹⁴ Ibid at 1.

¹⁵ Ibid at 2. To assist in this effort, the National Association of Citizen Advice Bureaux produced *Bridging Communities - a race equality action guide for Citizens Advice Bureaux* which contains "very practical suggestions for how citizens advice bureaux can become more actively involved in local partnerships that promote community cohesion as well as gathering hard evidence of the effects of racism within their communities" at 3.

¹⁶ See Eric Jay, 1992, for the Commission for Racial Equality

¹⁷ Ibid at 7.

Perhaps more than any other recent reports in the U.K., the **Stephen Lawrence Inquiry Report** and **Community Cohesion** acknowledge the increasing racial tension across the country, including hate crime, racial violence, neglect by law enforcement authorities and other crises impacting on subordinate racialized communities. These factors have prompted significant changes to ensure committed and purposeful approaches to anti-racism work in the U.K. Both reports also place the onus for change on institutions and stress the fundamental importance of such institutions in working closely with subordinate racialized groups to eliminate racial discrimination, promote racial equality and enhance democratic decision-making, service delivery and employment at the local level. The development and implementation of some of these initiatives are discussed below.

2.2 Racial Equality Councils

Comprising community members, local Racial Equality Councils take on initiatives involving a multi sectoral approach and partnerships, including the provision and sharing of resources, in order to address anti-racist institutional change. Racial Equality Councils are organizations that work in local communities to promote racial equality and combat racial discrimination. Funded by the CRE, there are over a hundred such organizations in the U.K., including Scotland and Wales. While each may differ in the activities they undertake, all tend to focus on building community capacity to engage local institutions, particularly local governments, to address racial equality issues.

Services common to the Racial Equality Councils include: support for individuals who have complaints about racial discrimination; public education; training and resource provision on race relations matters; community development support; support for the development of race equality policies by public and private sector organizations.

These organizations tend to be small in staff numbers and rely significantly on the effort of volunteers. For example:

- **Bolton Racial Equality Council** has been in existence since 1968, employs three full-time staff and relies on a network of over 31 volunteers, each of whom receives training in race relations so that they understand the quality and importance of the organization's services. The organization's aim is to achieve justice in the provision of employment and services provided by public, local authority and private services including health, education, social services and criminal justice.
- **Grampian Racial Equality Council** was set up in the 1980s, employs 3 full-time staff and 3 part-time staff, and works with a number of volunteers. The organization's goal is to tackle discrimination as defined by the Race Relations Act and, to do so, it provides services to support victims of racial discrimination, develop policies for organizations, conduct public education activities and provide training. It has also recently received funding to create a resource library, further implement a victim support program for those facing discrimination in housing, and develop community safety programs in cooperation with the Grampian Police. The training courses offered by Grampian REC include content related to the Race Relation Act, Sex Discrimination Act, Disability Discrimination Act, Human Rights Act, Cultural Diversity and Codes of Practice in Education and Employment. The Council has

won several awards for its work, including: British Diversity Award, 2000 Gold Award as well as the Silver Award in 1999 and 1998; and the first Aberdeen City Council's Equal Opportunity Award, 1997.

- **Wellingborough District Racial Equality Council** assists and supports victims of harassment and discrimination, campaigns to influence public opinion, legislation and procedures that support racial equality, and works closely with Black and ethno cultural minority communities to enable them to develop their own organizations and strengths. Consistent with its values, the Council has developed a five-year strategic plan (2001 - 2006) setting out priorities as well as medium and long-term strategies. Within this plan, the Council's aims are to: enable people to challenge racial discrimination, prejudice and injustice to achieve fair and just treatment; contribute to building a society that promotes good race relations; maintain an effective organization to ensure services are high quality; and to ensure staff and volunteers are educated and trained in this work. Each of the aforementioned aims has specific objectives with timelines for achievement and accountability. The Council also has several publications addressing ***What to do About Racial and Sexual Harassment***, ***Spreading Race Hate is a Crime - What the Law Can Do***, and, ***"I'm not a racist but..." What you can do to combat racism***.

These and the other councils are an invaluable tool in the struggle against racism and in the development of anti-racist organizational change by institutions in the U.K. On one hand, they are very successful in connecting with local communities to identify issues that need institutional attention; they are also successful at developing and providing resources that institutions can work with to pursue institutional change initiatives.

However, as noted above, in the past few years it has become evident that much more needs to be done and that promoting racial equality needs to be a core responsibility of all public institutions no matter their size nor the size of the subordinate racialized groups within their constituencies. The U.K. has now moved beyond reliance on these organizations for institutional change work. This has resulted in a number of evaluation reports and other activities led by CRE to develop and implement race equality standards and schemes. It has also resulted in legislative amendments to the Race Relations Act (1976), which now makes action on racial equality mandatory for all public authorities.

2.3 Evaluations of Local Government Initiatives

As a corollary to the work of the Racial Equality Councils and the CRE, other organizations within the U.K. have studied local anti-racism initiatives. These organizations include the Centre for Local Policy Studies, the London Borough of Hammersmith and the Local Government Association in partnership with the Employers Organization and the Improvement and Development Agency.

These documents were predominantly prompted by the results of the **Stephen Lawrence Inquiry Report** and the announced intentions of the Home Secretary to introduce legislation that would make it a statutory obligation for public authorities, including local government, to eliminate racism and promote race equality. As a collection, they assess results of efforts to develop and implement anti-racism initiatives

by local governments and make recommendations on what is needed to ensure such can and will be done in a coherent, cohesive and comprehensive framework.

2.3.1 Measuring Up - Report of a Study of the Adoption and Implementation of Racial Equality Means Quality¹⁸

Commissioned by CRE “(t)he overall aim (of this study) was to assess critically the impact of the CRE’s racial equality standard, **Racial Equality Means Quality** on local government.” In this context the primary objectives of the study were to:

1. “establish the level and quality of compliance attained by local authorities;
2. “identify difficulties in implementing the Standard;
3. “make recommendations on how to improve the effectiveness of the Standard.”¹⁹

The CRE Standard was launched in 1995 as a “clear attempt to shift the emphasis of racial equality work from “law enforcement”, as the primary means of fighting discrimination, towards a model based in quality management. Engaging with ‘quality’ was, in turn, an attempt to make racial equality a central issue for public sector management in establishing the new performance management structures required under the Citizen’s Charter.” Including the Standard within the quality management process for local government provided opportunity for it to be used to develop an organizational culture through which an anti-discrimination policy could be applied as an appropriate measure for all local authorities.²⁰

Generally, the Standard represents a movement away from the 1980s management theory into a framework constructing racial equality as an issue of corporate management at the centre of local government and involving all levels of the organization, with emphasis placed on high levels of leadership²¹. As such, the Standard is organized around key areas for:

- The assessment of racial equality policy, practice and achievement;
- Policy and planning;
- Service delivery and customer care;
- Community development;
- Employment recruitment and selection;
- Employment development and retention;
- Marketing and corporate image.

Each area has a five-level attainment to measure performance of local authorities²². The study also assesses the merits of CRE’s work with the Audit Commission and including the Standard in with periodic performance reviews and Total Quality Management processes which are a key part of the Audit Commission’s set of Statutory Performance

¹⁸ See Centre for Policy Studies review, 2000

¹⁹ Ibid at 7.

²⁰ Ibid at 7.

²¹ Ibid at 8.

²² Ibid at 9.

Indicators²³. This unique approach opened new doors for CRE in terms of the scope of auditing for equality beyond employment into service delivery, beyond inner cities to rural areas, and beyond legal enforcement to new approaches to management in the public sector. Based on the implementation of the Standard, the Centre's study addresses:

- The extent of adoption by local authorities;
- The implementation of the Standard and level of compliance;
- The capacity of local authorities to manage equality as a quality issue; and
- Problems experienced with the Standard.

The Standard specifies the need for local authorities to develop a comprehensive policy as one which "as a minimum" demonstrates: commitment to deliver services fairly; types of actions to be taken to identify needs; the need to have subcommittees to act on identified needs; the need to monitor actions with target setting, user surveys, local performance indicators; the importance of compliance and transparency in staff responsibilities for implementation. According to the study, 57% of local authorities adopted the Standard with the highest levels in urban areas. However, implementation of the Standard varied considerably with only 26% conducting evaluations. These evaluations provided descriptive information that made such differences and variances in approaches evident on such matters as levels of commitment, and difficulties using the Standard²⁴.

The study also identifies the various ways local authorities managed the Standard. Such methods included:

- The establishment of internal structural arrangements for implementation;
- The coordination and implementation of internal communications on the Standard and identification of high levels of communication within already committed authorities;
- The establishment of performance management systems with race equality within them and the development of race equalities action plans;
- The provision of case studies that address difficulties in implementing the Standard with examples of local authorities that were overly optimistic or did not have mechanisms to ensure departmental experience was fed into corporate standard setting. The case examples also addressed issues concerning: insufficient understanding of monitoring; little evidence of departments formulating corporate objectives into service standards; the results of taking on such work without corporate resources; addressing resistance;
- The provision of guidance on factors that have contributed to success in racial equality work in metropolitan areas, including such measures as having political and

²³ Ibid at 10. This approach was taken in 1994/95 and 1997/98 with specific indicators probing equality policy implementation in terms of policy development, monitoring policy implementation, employment practices and provision of specific services, eg., housing

²⁴ Ibid 13 - 20.

senior management commitment, setting goals and targets, ensuring effective monitoring²⁵.

In discussing the range of difficulties experienced by local authorities, particularly as they related to the interpretation and application of the Standard as well as ways to measure results, the study concludes recommending that the Standard needs to be implemented by all local authorities and that it needs to link race to other equality issues, e.g., gender and disability. It also recommends that the Standard be linked to local government's Total Quality Management initiatives, as a key component of their performance measures and that it address issues concerning race equality and service delivery, slowness in adopting and implementing the Standard, the need to develop staff understanding, knowledge and skills, and the importance of strengthening the organization to ensure ongoing implementation²⁶.

2.3.2 Equality in Practice: Report of a Survey on the Adoption and Implementation By English Councils of the CRE Standard for Local Government²⁷

Commissioned by CRE, the Employers' Organization for Local Government, and the Local Government Association, the London Borough of Hammersmith and Fulham conducted "... a comprehensive survey of the performance of local authorities against **Racial Equality Means Quality** (which) focused on the adoption and implementation of the Standard by English authorities."²⁸ In undertaking this work, the authors noted "Two major concerns from the study: the widespread failure by English authorities to move beyond adoption of the Standard - 69 per cent had adopted the Standard but only 41 per cent had undertaken an audit; and the striking contrast between overall performance by individual authorities and the attainment of levels achieved by individual departments..."²⁹

As discussed in the review of the aforementioned study of the Centre for Policy Studies, the **REQM** Standard provides measures and procedures for successful implementation, including: adoption of the Standard; the establishment and initiation of a self-audit to determine level achieved corporately and by each department; and the development of action plans with timetables to achieve the next levels of performance. In this context, the study provides a picture of the adoption of **REMQ** and progress made since the Standard was published in 1995. In the process of the study, a database was also created to facilitate the exchange of information on promising practices and to identify areas where guidance and support are needed.

Initially, the study identifies the current legislative and administrative framework and sets out the directives for the establishment of performance measures within UK and the European Union as well as how the Standard has been included within the U.K. Audit Commission's set of performance indicators. It also identifies the impending

²⁵ Ibid at 20 - 27.

²⁶ Ibid 31 - 37.

²⁷ London Borough of Hammersmith and Fulham, 2001

²⁸ Ibid at 7.

²⁹ Ibid at 7.

amendments to the Race Relations Act 2000 which was expected to strengthen previous legislation "...in two main ways: (to) prohibit discrimination by public authorities in carrying out *any* of their functions, including functions contracted out to private or voluntary organizations; and (to) introduce a new, enforceable positive duty to promote racial equality that applies to an extensive list of public authorities, including local authorities." In regard to the amendments to the Race Relations Act, local governments are now required to take such action and to implement it in the following areas: policy and planning; service delivery and customer care; community development; employment (recruitment, selection, development and retention); and marketing and corporate image.

In setting out the statutory duty to eliminate unlawful discrimination and promote equal opportunity, a Code of Practice and mechanisms for enforcement through CRE have been established. Further, legislative instruments such as the U.K. Human Rights Act (1998) and the European Convention of Human Rights support the statutory requirement. In addition, the European Union Race Directives "implementing the principle of equal treatment between persons irrespective of racial or ethnic background" was adopted in June 2000, under the new powers to combat discrimination introduced by the Amsterdam Treaty³⁰.

With this background, this study presents a number of findings. While noting that responses by local authorities are increasing over time, it still points out that undertaking such initiatives are not done across the nation and by all local governments³¹. For example, the study found that:

- In the area of corporate performance, 69% of local governments had adopted Standard but only 41% undertaken audits;
- In reviewing departments there were significant variations in performance;
- In terms of developing progress on the Standard, it was discovered that many had not yet adopted it but that there had been an increase in adopting the Standard as a response to the ***Stephen Lawrence Inquiry Report*** and to the Audit Commission using the Standard as performance indicator;
- While developed for local government and public authorities, other organizations had taken an interest in the Standard, e.g., transport authorities, fire services, and national voluntary organizations.

Based on these results, the study indicates three main areas of concern:

1. Many of the local governments that have adopted the Standard have not conducted audits;
2. Over 40% of district councils have not adopted the Standard; and
3. There are striking differences in levels achieved.

³⁰ Ibid at 14 where it is further noted that "The Directive, which member countries must put into effect within three years, prohibits racial discrimination in the areas of employment, education, social security, health care, and access to goods and services and ensures that victims of discrimination have rights to redress in all members states."

³¹ Ibid at 9.

The study then concludes with the following recommendations for local government:

- The CRE Standard should be integrated into Best Value and community planning processes at all stages;
- Appropriate resources need to be allocated to equality functions; and
- Those that have not should adopt the Standard and start the implementation and audit.

2.3.3 Further Guidance for Local Authorities on the Stephen Lawrence Inquiry³²

Prepared in partnership by the Local Government Association, Employers' Organization and the Improvement and Development Agency, this report is a collection of responses by local authorities to the Stephen Lawrence Inquiry. In examining information gathered by the Local Authorities Race Relations Information Exchange which had identified only 60 local authorities working on such responses, it has noted that much work needs to be done and states as a purpose that "Our targets are, broadly, to achieve proportionate representation of all local communities in the local authority workforce, and to ensure that services are accessible and appropriate to all sections of the community. These targets represent the minimum that councils should do to ensure that black, Asian and ethnic minority people are treated fairly at work, receive appropriate and fair outcomes in relation to services provided to them, and have a safe environment in which to live."³³

Initial guidance provided in the report recommends that the minimum level of work and commitment for local authorities be 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.”³⁴***

Particular detailed advice is provided in this report on equality targeting, and, race equality and contracting. The report also includes a comprehensive checklist to enable local governments to undertake equality work and notes that future guidance will be forthcoming on community consultations and partnerships, integrating racial equality objectives into service delivery and Best Value process. The report then provides information on the data contained in the Local Authority Responses to the Stephen Lawrence Inquiry, particularly Best Practice examples which identified that:

³² See **Local Government Association, Employers' Organization, Improvement and Development Agency**, December 1999. This report stems from the Lawrence Inquiry and Home Secretary's action plan in ***Initial Guidance for Local Authorities: Responding to the Lawrence Inquiry and Home Secretary's Action Plan (June, 1999)*** which summarises key recommendations from the Lawrence Inquiry as they relate to local government and assess the performance of local government in addressing racial equality

³³ Ibid at 4.

³⁴ Ibid at 4.

- Numerous local governments have developed comprehensive 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 CRE 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;
- Leadership challenges have been addressed in Rothertham, Swindon and Croydon where a senior individual or working group has been assigned such a role in order to ensure effective implementation of anti-racist work;
- 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 **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.’
- More than 50 local councils are preparing to adopt the **Stephen Lawrence Inquiry Report** definition of institutional racism and a racist incident. In particular, Nottinghamshire has developed the definition further as:

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. Institutionalised 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 society³⁵.

- Community leadership and partnerships have been developed in Wycombe, Bristol, Liverpool, Sandwell and Greenwich and have led to multisectoral approaches in six areas of activity: “identifying and acting against institutional racism; tackling racism in

³⁵ Ibid at 13

the workplace (including action in recruitment through training and facilitating career development); working with victims; building 'racist resistant' organizations and communities and improving the reporting of racist incidents; targeting racist offenders...and developing proactive anti-racist and anti-bullying initiatives with young people."³⁶;

- Community development initiatives have been implemented to ensure minority communities are adequately resourced and additional resources committed for capacity building. Some of this has been done in Croydon through the development of local minority business associations and in Waltham to provide services to support victims of racism;
- Communication strategies have been developed to ensure provision of translation and interpretation services, to gauge customer satisfaction and enable complaints as a mechanism of monitoring and addressing Best Value processes. In this context, Merton is identified as looking at satisfaction levels of blacks, Asian and ethnic minorities;
- Work implemented with contractors and examples of contract compliance have been undertaken in Waltham Forest and Oxfordshire and efforts to measure and evaluate racial equality work is identified in Lincolnshire and Bristol³⁷

In terms of approaches to employment and the design, development and delivery of services, best practice examples cited include:

- Racial equality training has been implemented in Croydon and Rotherham, and Croydon, Chesterfield and Luton have incorporated racial equality measures into their performance management appraisal systems. In particular, Bristol has done this with 263 managers and has provided specific training for them.

The training aims to provide managers with the opportunity to: understand harassment as a concept and recognise harassment when they themselves or others experience it; share experiences in relation to dealing with harassment at work, including complaints; acknowledge and practice the management of harassment as a core management competency; improve skills and confidence in challenging harassment in all of its forms; and explore a range of interventions when allegations of harassment are made prior to and including formal complaints procedures³⁸.

- Effort to achieving a representative workforce at all levels, including initiatives to monitor, recruit, select and set targets, has been initiated in Coventry, Nottingham, Waltham Forest and Wellingborough;
- Work to improve employee relations has been implemented in Bristol which has developed a process for harassment training, recording/monitoring incidents of

³⁶ Ibid at 14.

³⁷ Ibid at 9 - 17.

³⁸ Ibid at 18

harassment within the workforce, reviewing these statistics in annual action plans, and providing training on the new complaints process;³⁹

- Implementations of strategies to ensure community safety, particularly to tackle racial incidents, attacks and harassment as components of community safety, have addressed developing adequate definitions of a racist incident. Other efforts include implementing strategies to address racially motivated crime and harassment as a key component of crime and disorder strategies, monitoring and encouraging victims to report such crimes, improving responses through the support of multisectoral approaches, providing victim support and including black, Asian communities in these efforts. Hampshire's approaches to inclusive community consultations and Chesterfield's community safety strategy are good examples of incorporating these approaches;
- The development of programs to improve educational opportunities through curriculum development, community consultations and involvement, dealing with the racial implications of school exclusions, and developing appropriate teacher education and training;
- Approaches to addressing environmental health have been noted in Croydon which, under the leadership of its Health and Trading Standards Department, convened focus groups to discuss environmental issues and the department's service delivery;
- Examples in the areas of housing services, leisure and cultural services, community development and social services are also noted⁴⁰.

Detailed guidance to develop race equality targets, address race equality and contracting, and establish race equality performance standards include:

- The development of equality targets in employment, which deals directly with such issues as the purpose of establishing equality, targets, the value of diversity, the importance of improving the understanding of customers and community to the organization's policies, programs and services. This section also discusses differences between targets and quotas, points out poor performance of local government in past hiring, sets out the legal framework for supporting equality targets, identifies planning processes (including population figures to be used to set targets, and identification of the recruitment pool), the process to achieve equality targets and steps that can be taken to do so (e.g., welcoming minorities into the organization, using positive images in advertising, advertising in community locales/media, running campaigns on employment opportunities, etc)⁴¹;
- Discussion on what can be done now to deal with contractors and race equality as well as to develop new methods of procurement which will allow for positive action, including pooling of approaches by local governments⁴²;

³⁹ Ibid at 17 - 19

⁴⁰ Ibid at 20 - 24

⁴¹ Ibid at 24 - 30.

⁴² Ibid at 32 - 34

- Procedures to monitor progress and develop Best Value race equality performance indicators for corporate and employment issues as well as to develop a rationale for measuring achievement on racial equality. A detailed checklist developed through the Stephen Lawrence Inquiry work is also provided to enable local governments to effectively address corporate issues, employment issues and departmental issues.⁴³
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2.4 COMMISSION FOR RACIAL EQUALITY⁴⁴

In the U.K. local authorities play a significant role in combating racial discrimination and promoting racial equality. This has been recognized over many years and, as a result, there is a wealth of literature on this matter, particularly literature that evaluates the strengths and weaknesses of local authority initiatives to combat racism. As a result of the years of effort in this regard, the CRE has produced several documents on this matter⁴⁵. Some of these have been discussed earlier.

The following describes the requirements for public authorities, including local government, under the U.K. Race Relations Act to eliminate racial discrimination and promote racial equality. The description of the general duty is followed by CRE's own racial equality scheme, which appears as a model that may be emulated by all institutions required to respond to the Race Relations Act.

In supporting the Race Relations Act, the CRE is responsible for promoting race equality and is mandated to conduct investigations into the act in response to complaints or as directed by the Home Secretary⁴⁶. Following investigation, the CRE may make specific orders to ensure public authorities comply with the Act

2.4.1 The Duty to Promote Racial Equality, and, The Equality Standard for Local Government

Following amendments to the Race Relations Act, which require all public authorities to develop and implement measures to combat racism and promote racial equality, the CRE developed both **The Duty to Promote Racial Equality**, and, the **Equality Standard for Local Government**. These documents were developed to assist local governments in responding to the changes mandating proactive approaches in dealing with racism in local communities.

Specifically, **The Duty to Promote Racial Equality** identifies local authorities statutory obligations to eliminate racial discrimination and to promote equal opportunities and

⁴³ Ibid at 34 - 39

⁴⁴ The Commission for Racial Equality is a publicly funded, non--governmental body established by the Race Relations Act (1976) and is responsible for making policy on racial equality issues within the U.K..

⁴⁵ See Commission for Racial Equality http://www.cre.gov.uk/gdpract/govt_eqstd.html for Summary of the Equality standard for local government, The duty to promote race equality, Equal opportunities policies, Ethnic Monitoring, Employment, and Leadership Challenge

⁴⁶ Complaints under the Act may also be submitted to the County or Sheriff's Court, the High Court or the Court of Session .

positive race relations policies and programs⁴⁷. This document summarizes the outcomes of meeting the duty, which includes:

- Improving community satisfaction, staff satisfaction, confidence and respect and developing leadership;
- Developing services and policies which address how to identify functions and relevant policies, as well as how to assess and consult on the impact of proposed policies;
- Publishing reports on assessments, convening consultations and monitoring results annually;
- Providing access to information about work undertaken and services provided;
- Publishing a race equality scheme and setting race equality objectives for partnership work and contracted work;
- Achieving equality in employment and developing staff through training as well as performance development and reviews;
- Monitoring job applicants to ensure they reflect a diverse constituency; and
- Reviewing employment processes to ensure they are non-discriminatory and promote race equality⁴⁸.

The **Equality Standard for Local Government** had been "...designed to ensure local authorities consider gender, race and disability equality issues at all levels of council policy and practice"⁴⁹. It provides a framework to introduce a comprehensive and systematic approach to dealing with equality issues and contains an assessment mechanism for evaluation based on five levels of achievement:

1. Commitment to a comprehensive equality policy;
2. Assessment and consultation;
3. Setting equality objectives and targets;
4. Information systems and monitoring against targets; and
5. Achieving and reviewing outcomes.

The summary demonstrates how the standard works and provides insights into the development of a systemic framework for mainstreaming equality issues. As a management tool to set plans and measure performance, it is designed to assist local authorities meet their legal obligations under the Race Relations Act as amended and requiring all public authorities, including local governments, to undertake actions to

⁴⁷ See Commission for Racial Equality *The Duty to Promote Racial Equality* at 1 . This document references that full descriptions of duties under the amended Race Relations Act can be found in the *Code of Practice on Duty to Promote Race Equality* which provides guidance on meeting the new public duty, and, *Guide for Public Authorities* which gives more detailed advice and practical examples.

⁴⁸ Ibid at 2 - 5.

⁴⁹ See Commission for Racial Equality *Summary of Equality Standard for Local Government*, 11/14/2002 at 1.

combat racism and to promote racial equality. In this context, the Standard encourages the development of anti-discrimination practices suited to local circumstance and provides a basis for tackling forms of institutionalized discrimination and a framework for improving performance⁵⁰.

Information on how to implement the standard is also provided and includes:

- A checklist of responsibilities and generic strategies;
- A discussion on the importance of establishing and sustaining community partnership;
- The need to identify leadership roles for councilors, managers, staff, unions and the community as well as voluntary sector⁵¹.

It then concludes with a discussion on how to extend the equalities framework beyond race and gender and create links with Best Value processes instituted in the public sector as a way of strategic planning, goal setting and performance management for corporations, departments and individual staff⁵².

2.4.2 Racial Equality Schemes⁵³

Developed in 2002, the purpose of Racial Equality Schemes (RES) is to ensure public authorities, including local governments, establish and implement plans to meet the general and specific duties to promote equality under the amended Race Relations Act at a corporate level. The RES is a public document for which public authorities will be answerable:

- Developing and delivering on in terms of the relevance of their policies and services;
- Assessing and monitoring all policies and services;
- Ensuring compliance with obligations and correcting imbalances;
- Convening consultations, particularly with subordinate racialized groups;
- Handling complaints;
- Publishing results of assessments, consultations and monitoring;
- Improving access to service information; and
- Clarifying staff responsibilities through a process of periodic reviews.

As an example of compliance with this document, the CRE has published its own RES⁵⁴, which, in acknowledging CRE's function to work toward the elimination of discrimination, puts forward a comprehensive framework to promote equal opportunities and good relations between people from different racial groups. The CRE does this by:

- Identifying its obligations as public authority to develop and implement a RES, which it calls "...a working document (that) will be reviewed and revised regularly... (with a) report every year on the progress...made, and (with a) review (of) the whole scheme

⁵⁰ Ibid at 2.

⁵¹ Ibid at 2-3.

⁵² Ibid at 3.

⁵³ Commission for Racial Equality, 2002

⁵⁴ **Commission for Racial Equality's Racial Equality Scheme, 2002 - 2005.**

in 2005...” and working with other organizations ...to meet our aims and build our achievements.”⁵⁵

- Citing the ***Stephen Lawrence Inquiry Report*** as a catalyst to developing the requirements for RES which now flow from the amended Race Relations Act and obligates public authorities to promote racial equality (Section 71(1) of the Act),⁵⁶
- Defining the RES as: ***“...(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.”***⁵⁷

Following a definition of its function, services, values and principles, the CRE RES then goes on to describe the process by which it developed its RES. This was done through: setting up a steering group; identifying all functions and policies; assessing them; and then prioritizing for action. It points out how it located race equality within the context of other equality work and the importance of setting benchmarks to be measured against legislation⁵⁸. It also notes other issues relevant to CRE RES such as the: internal modernization and Best Value Review; implications of the European Union directives on employment and race, including proposals to set up a single equality commission; development of initiatives to support community cohesion; expansion of European Union and its likely impact on migration; and continuance of domestic as well as international developments of asylum policies and initiatives affecting the settlement of refugees.

In developing and implementing its RES, CRE aims to increase satisfaction with the delivery of its functions, remove any unintended adverse impact of its functions and policies, achieve status as an exemplar public authority on race equality, develop a representative workforce at all levels, and increase employee satisfaction within its own workforce⁵⁹. To do this, the CRE RES identifies a number of specific strategies it has committed to, including:

- Identifying relevant functions and policies;

⁵⁵ Ibid at 3.

⁵⁶ Ibid at 5 where it states “The duty’s aim is make race equality a central part of the way public authorities work, by putting it at the centre of policy making, service delivery and employment practice. Under the general duty, authorities must have ‘due regard to meet the need to’: eliminate unlawful discrimination; promote equal opportunities; and promote good relations between people from different racial groups.”

⁵⁷ Ibid at 5.

⁵⁸ Ibid at 17. This legislation includes the Race Relations Act as amended in 2000, Equal Pay Act 1970, Sex Discrimination Act 1975 & 1986, Disability Discrimination Act 1995) as well as against Best Practice recommendations (*Code of Practice on the Duty to Promote Race Equality* (CRE), *Code of Practice for the Elimination of Racial Discrimination and the Promotion of Equality of Opportunity in Employment* (CRE), *Code of Practice for the Elimination of Discrimination on the Grounds of Sex and Marriage and the Promotion of Equality of Opportunity in Employment* (EOC), *The Business Case for Age Diversity* (The Employers Forum on Age), *Diversity Champions Scheme* (Stonewall), *Stephen Lawrence Inquiry: Home Secretary’s Action Plan* (Home Office), *Tackling Religious Discrimination: practical implications for policy-makers and legislators* (Home Office).

⁵⁹ Ibid at 14.

- Assessing and consulting on the likely impact of proposed policies;
- Monitoring CRE policies for adverse impact and publishing results of assessment, consultation and monitoring;
- Making sure the public have access to CRE information and services and doing so in working relations with external partners;
- Training staff and developing employment strategies to monitor employment by providing information on current staff composition and steps needed to address inequalities⁶⁰.

The CRE RES concludes with specific appendices that identifies CRE senior management structure, summarizes its functions and policies and provides a planning framework and action plans identifying roles and responsibilities, timetables and targets, persons/areas responsible, and indicators for success⁶¹.

2.5 EUROPEAN MONITORING CENTRE ON RACISM AND XENOPHOBIA⁶²

As noted in the CRE RES, there are discussions within the European Union about the equality functions established by Member states and how they will relate to each other and work together as a functional part of the European Union. In this context, the European Monitoring Centre on Racism and Xenophobia (EUMC) has been established by the European Union to provide research and data on racism, xenophobia and anti-Semitism in order to assist Member states in their efforts to combat discrimination. The Centre disseminates information, data and examples of good practice on these matters to European Union Member states and these states, in turn, are obligated to designate a body to promote equal opportunity, good race relations and to provide assistance to complainants⁶³.

Acting to develop and disseminate promising approaches and methods for data collection and monitoring as well as collecting and assessing comparable data, the Centre also conducts research, analysis and has set out principles and operational activities to establish networks of expertise, develop and share information and communications, and maintain relations with the European Union and institutions within it. Further, the EUMC Workplan notes that “(t)he EUMC will begin a series of seminars and workshops for Government policy advisers to improve the understanding of the EUMC’s work, identify possible areas of future work and examine the opportunities to implement the EUMC’s conclusions and opinions.”⁶⁴

In particular, the EUMC has indicated the importance of setting objectives related to employment, racial violence, education and legislation. These objectives include specific timeframes, designation of responsibilities and budgetary allocation for:

⁶⁰ Ibid at 17 - 29.

⁶¹ Ibid 39 - 47.

⁶² See European Monitoring Centre on Racism and Xenophobia: Work Programme 2002

⁶³ Specifics on the mandate of the Centre are referenced in European Community Directives on Community Action Program to Combat Racism 2001 - 2006 and implications on analysis/evaluation, capacity building and awareness raising. Ibid at 4.

⁶⁴ Ibid at 6.

- Providing data to the European Union and its Member States through the collection, recording and analyses of information and data;
- Developing methods to improve comparability, objectivity and reliability of data;
- Studying, analysing, evaluating and advising on the extent and development of racist phenomena and good practices of anti-racism by carrying out scientific research and surveys, organizing meetings of experts, and forming conclusions and opinions;
- Exchanging and disseminating information through setting up document resources for the public, publishing an annual report, convening roundtables, coordinating public and media relations, setting up structures to coordinate information dissemination and cooperating with national and international organizations as well as non-governmental organizations.

As part of its recent work, the EUMC has prepared a number of significant publications, which address local issues. These include:

- ***Synthesis Report on Anti-Islamic reactions*** which provides a comparative analysis of acts of aggression and attitudinal change towards Muslims and other minority groups across the European Union;
- ***Situation of Islamic Communities in Five European Cities*** which discusses examples of local initiatives to support and work with these communities in combating racism;
- ***Funding Minorities and Multiculturalism in Europe: Funders Activities Against Racism and For Equality*** that identifies initiatives by funding bodies to support anti-racist and multicultural work.

The EUMC has also set out specific work to address the plight of the Roma and to “map” out anti-racist work underway across the European Union, particularly to identify local initiatives and their impact on local communities⁶⁵. In all of its endeavors, the Centre has established clear structures and responsibilities, working and reporting relationships, roles and functions, budgetary and timeline requirements, as well as determining its sphere of direct and indirect influence.

It is anticipated that the EUMC’s roles and responsibilities may be more influential over time as the European Union develops and begins to have an impact at the local level. This has been anticipated in the U.K. by CRE, which has noted the growing implications in this regard. As such, it is quite likely that the Centre’s work will directly impact on local governments and their communities’ anti-racism initiatives.

⁶⁵ See www.eumc.eu.int/projects/raxen/outcome/use-results.htm *Results of the “Mapping Exercise”* which is intended to be used as a working tool for anyone involved or simply interested in the field of combating racism, xenophobia and anti-Semitism in the EU ...“It presents raw data that can be used to identify, for example, what organizations work in certain areas, what projects have been conducted on a certain topic, what data or publications are available on a certain issue, etc.”

THE UNITED STATES

The context for community-directed anti-racism initiatives in the United States is somewhat different than in the United Kingdom. This is primarily because many of the models for development have their root first within the community and then through issue identification, mobilization and lobbying, community leadership engages local institutions with demands for change, requiring them to embark on anti-racist institutional change initiatives and to maintain accountability to the community for implementation.

Further, as noted in the research described below, community leadership often becomes involved in the implementation process and, while doing so, maintains its own autonomy and direct accountability to its membership. Such organizations also continue developing a common understanding of anti-racism work and allocate the time required to develop and re-new their leadership.

While there are a significant number of community-directed anti-racism initiatives within the U.S., this report reviews those of the Western States Center Research and Action for Change and Equity/Dismantling Racism Project, the Project Change Initiatives, an evaluation of tools for community-building with interracial and multicultural groups, and a summary of former President Clinton's Initiative for One America.

It is interesting to note the level of conflict and racial violence that is a contributing factor to the development and implementation of anti-racist work in the U.S. Whether it is the brutal murder of African Americans, burning of African American places of worship, the increasing tension between subordinate racialized groups (African Americans and Latinos) with state and local police over racial profiling, well coordinated attacks against affirmative action in education and business, the increasing number of hate groups and preponderance of hate on the internet, the widening income gaps between diverse racial groups, all of these and more now combine as critical stress factors across states and cities within the U.S.

These factors are, however, being challenged by communities across the nation. Some of these challenges are summarized below.

3.1 Western States Center Research and Action for Change and Equity

The mission of the Western States Center Research and Action for Change and Equity "...is to build a progressive movement for social, economic, racial and environmental justice in the eight Western states of Oregon, Washington, Idaho, Montana, Utah, Nevada and Alaska." The Center's vision "...is of a just and equitable society governed by a strong, grassroots democracy (where they work) on three levels: strengthening grassroots organizing and community-based leadership; building long term, strategic alliances among community, environmental, labor, social justice and other public interest organizations; and developing the capacity of informed communities to participate in the public policy process and in elections."⁶⁶

One of the key programs of the Western States Center Research and Action for Change and Equity is the Dismantling Racism Project. The purpose of this project is to support

⁶⁶ See *Western States Center Program* <http://www.westernstatescenter.org/programs/index.html> at 1.

research, education and action on anti-racism issues at the community level, including: a dismantling racism training program; issue education and strategic convening of allied organizations working towards racial justice; and focused organizational development within communities of colour.

The Dismantling Racism Project strengthens capacity of individuals and organizations doing racial justice work in the West by helping organizations in the challenge to build shared language and analysis, engage in anti-racist organizational development, move racial justice organizing, and with people of colour in particular helps to build coalitions to break down isolation and provide opportunities to heal from racism⁶⁷.

The Dismantling Racism Project has worked with the Idaho Women's Network to build a broad base of support for a campaign to increase access by low-income Latina women to health care programs. Through this the Network has developed leaders to take on the long-term commitment of anti-racism organizational change and tackling institutional racism. It has also worked with United Vision for Idaho in building relationships with Latino and other people of colour organizations in the successful campaign to include farm workers in the state minimum wage law (which had particularly devastating impact on Latinos) and has taken on voter registration of Latinos in Idaho.

To guide its work, The Project has developed resources, including **Assessing Organizational Racism**, and, **Diversity Training: Good for Business but Insufficient for Social Change**. The first document discusses how community groups incorporate the values of the wider society regarding racism and need to acknowledge and undo this. It provides a checklist enabling organizations to identify:

- The racialized nature of those who make decisions for the organization and who control the organization's financial resources;
- The kind of education about racism and oppression that the organization provides;
- The culture of the organization, and the way in which the organization works in alliances with people of colour organizations⁶⁸.

The Dismantling Racism Project provides individual commentary on the importance of **Challenging Homophobia, Racism and Other Oppressive Moments**⁶⁹, which discusses how to act at a personal level when hearing or seeing discriminatory behaviour. **Racing the Northwest: The Organizing Challenge in a Changing Region**⁷⁰ looks at the importance of advocacy to promote anti-racism change work. In this article, the history of this region is provided to demonstrate the inherent racism within it, e.g., leadership against the rights of Aboriginal peoples, support for racist hiring practices that restricted access to employment by Blacks and Latinos and having those engaged in campaigns against gay rights attracted to this area. It also points out the modest demographic changes resulting from the movement of people of colour into this

⁶⁷ The Dismantling Racism Project considers it very important to have a clear and operational definition of racism. In this regard, its *Dismantling Racism: Organizations Making Change* identifies racism as: "(1) a system of advantage for white people; (2) the systemic oppression of people of colour; and (3) a belief in the supremacy of white people and the institutional power to enforce that system" at 1.

⁶⁸ The latter resources notes the significant differences between diversity and anti-racism and how to assess and discuss the two, particularly given their perspective that diversity is not a social justice value.

⁶⁹ See Nicole LeFavour - 5/10/02.

⁷⁰ See Tarso Luis Ramos

region. The article then reports on the organizing efforts of the Indian Peoples Action which has taken up issues concerning racism in public schools and dealing with employment discrimination and police harassment, particularly racial profiling. This latter action involved an accountability session with the Missoula chief of police which led to mandatory dismantling racism training for all law enforcement and emergency personnel designed by Native peoples

3.2 Project Change: Lessons Learned II⁷¹

Prepared by the Center for Assessment and Development, this report presents key lessons and a second evaluation of community-based anti-racism work⁷² after 10 years in the cities of Albuquerque, New Mexico, El Paso, Texas, Knoxville, Tennessee, Valdosta, Georgia. The purpose of the report is to:

1. ***“highlight challenges and opportunities diverse coalitions face when implementing programs to address race relations in their communities;***
2. ***“offer new insights for those getting started in this work; and***
3. ***“share with funders some meaningful ways to advance the field of anti-racism.”⁷³***

As with other areas, the background and rationale for the project is a direct response to racial conflicts and violence (e.g., the Rodney King controversy, the burnings of Black churches, efforts to dismantle affirmative action and bilingual education, the murder of James Byrd in Jasper, Texas by white racists) and the deepening disparities between racialized groups, e.g., income levels between Black and White men. For example, the report notes 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.***
- ***“According to the Southern Poverty Law Center, the number of hate groups rose 20% nationwide from 1996 to 1997, and there are more than 163 active Internet sites dedicated to racial hatred.***
- ***“Today, it is estimated that 80% of white Americans live in neighborhoods that are less than 1 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.”⁷⁴***

⁷¹ **Project Change Anti-Racism Initiative**, Center for Assessment and Policy Development (2001)

⁷² The first evaluation was conducted in 1995 and is titled Project Change: Lessons Learned.

⁷³ **Project Change: Lessons Learned II** at 1.

⁷⁴ *Ibid* at 3.

The primary intention of Project Change is "...to focus public attention and action on institutional racism, the intentional or unconscious subordination of specific racial groups through organizational policies or practices."⁷⁵ In establishing its efforts, work began in each community with the formation of a multi-racial volunteer task force that identified local issues and challenges. These volunteers now continue to guide work and comprise representatives from local business, law enforcement, religious, government, neighbourhood, non-profit and community leadership. The Levi-Strauss Foundation provides funding for the work in each of the four cities.

As one example of the work on the ground, since 1993 the Albuquerque, New Mexico project works with community groups and financial lending institutions to eliminate racial barriers to credit. In doing this, it has been successful in developing (1) strong partnerships in and out of banking industry; (2) a cohesive, well-organized task force (the Community Reinvestment Task Force - CREDIT); (3) one task force member with strong standing and expertise in banking industry; (4) competent staff; and (5) effective use of outside expertise in anti-racism training. Following needs assessments as well as mobilization and organization activities, in 1998 CREDIT established the Project Change Fair Lending Center which now works in partnership with the Institute of Public Law (New Mexico Law School) to provide research information, referral and training for community groups, financial institutions and government. CREDIT has also won a \$1.3 billion commitment from financial institutions to assist low-income communities of colour to purchase housing.

Given this brief example, it is evident that Project Change's objectives are: ***"Dismantling institutional policies and practices that promote discrimination; Easing tensions between majority and minority groups; Promoting diversity in the leadership of key community institutions; and Stopping or preventing overt acts of racial and cultural prejudice."***⁷⁶ To achieve these objectives, the following five-step approach is used:

1. Assembling a diverse coalition of local citizens committed to improving race relations;
2. Assessing local conditions, e.g., community history, employment statistics, education, to identify evidence of institutional racism;
3. Educating the public about institutional racism by engaging people in ways that lead to meaningful action;
4. Advocating for positive change in institutional policy and practice with targeted programs that encourage community mobilization, partnership; and
5. Evaluating results and sharing lessons learned.

To provide a framework for its efforts, Project Change has developed 12 Guiding Principles to facilitate diverse groups working together to eradicate institutional racism. These are:

1. Defining the issues in a broad and inclusive way so everyone feels a stake in the outcome;
2. Modeling the behaviour and commitment needed;

⁷⁵ Ibid at 3.

⁷⁶ Ibid at 6.

3. Recruiting volunteer community leaders who have status and have demonstrated commitment;
4. Requiring ongoing anti-racism training;
5. Investing time to build trusting relationships and a safe environment to work collectively;
6. Supporting anti-racism work through the targeted use of applied research;
7. Treating process and results as important;
8. Looking inward at the need for rigorous inquiry, reflection, and healing at an individual level;
9. Acknowledging that racism exists in at least four inter-related domains (personal, interpersonal, institutional and cultural);
10. Acknowledging that understanding, valuing and appreciating differences is essential to achieve common ground;
11. Holding anti-racism work to the same high standards as other work; and
12. Taking action that inspires commitment toward institutional reform.

The evaluation report notes 8 common barriers that coalitions need to address. These are:

1. The misleading notion that anti-racism only benefits people of colour;
2. The absence of a theoretical framework for understanding anti-racism work;
3. The difficulty of establishing community trust;
4. The absence of shared values that support a common vision, mission and plan of action;
5. The absence of shared understanding related to key issues and language;
6. The unmet need for continuous learning;
7. The dearth of skilled technical assistance with expertise in strategic planning, anti-racism training, conflict resolution; and
8. The conflicting opinions about best strategies for institutional change work.

The report then summarises the four projects:

- The Albuquerque, New Mexico and Valdosta, Georgia projects focus their anti-racism work on financial institutions and the banking industry. The longest running projects, they have developed access to home mortgage loans for low-income peoples of colour.
- The El Paso, Texas project has developed a Youth and Education Committee to focus on educational equity. In this context, it has developed a conflict resolution-training program to resolve racial tensions and violence in schools and works with student groups, families and school authorities to do so.
- The Knoxville, Tennessee project was developed in response to the arson of Black churches and focuses on hate crimes prevention through developing comprehensive protocol to inform policy and practice, identify roles and responsibilities for involved

sectors, identify best practices, and provide community education/engagement activities⁷⁷.

The evaluation report concludes with a discussion on ways to invest in anti-racism work and notes that it is important for funders to contribute to long-term investment activity in key areas, e.g., promoting dialogue on anti-racism that is inclusive; supporting community action with diverse local coalitions; ensuring technical assistance is available for such things as strategic planning, anti-racism training, conflict resolution; research and dissemination; youth; and organizational development.

3.3 15 Tools for Creating Healthy, Productive Interracial/Multicultural Communities: A Community Builder's Tool Kit⁷⁸

Prepared by the Institute for Democratic Renewal and Project Change in consultation with the Center for Assessment and Policy Development, this report identifies the fifteen tools with brief definitions⁷⁹.

Stemming from former President Clinton's 1998 *Initiative on Race*, all fourteen project participants "implicitly or explicitly identified racism as a key contributing factor in the widening gap between rich and poor, and as a barrier to solidarity among all."⁸⁰ Each local project referenced in the report - whether in jobs, housing, etc. - is dealing with a legacy of racism and saw their projects as community building efforts, that is

⁷⁷ The El Paso, Texas project has developed a hate crimes initiative involving a multi-sectoral approach. Members from these projects were selected to join national "Hate Crime Train the Trainer" program established by the Attorney-General to educate law enforcement and communities. At 13.

⁷⁸ **The Institute for Democratic Renewal and Project Change Anti-Racism Initiative**, this project was developed in consultation with the Center for Assessment and Policy Development (Bala Cynwyd, Pennsylvania) and had a high profile advisory board including the Senior Advisor/Honorary Chair John Hope Franklin, Chair of the Advisory Board to the President's Initiative on Race - 1997 - 1998. Others on the advisory board included representatives from the Gandhi-Hamer-King Center of Denver, Colorado (Vincent Harding, Co-Director); Americans for Indian Opportunity (Laura Harris, Executive Vice President); Harvard Graduate School of Education (Professor Gary Orfield); Asian Pacific American Legal Center (Stewart Kwoh, Executive Director); the Tomas Rivers Policy Institute (Harry Pachon, President); and Harvard Law School (Professor Christophen Edley, Jr. amongst others.

⁷⁹ Briefly, the tools are: (1) Plan with people, not for them; (2) Goals will help you see the big picture; (3) Strategies will help you get from here to there; (4) Leadership is about selecting the ones to follow; (5) Governance is about authority, power, representation and equity; (6) Come to grips with racism; (7) Draw strength from multicultural identities; (8) Bridge language barriers; (9) Money matters; (10) Action and analysis go together; (11) Stay grounded in the community; (12) Work hard to build constructive partnerships; (13) Cultivate the media; (14) Keep the motor running; and (15) Be committed to the long haul.

⁸⁰ Ibid at 4.

“...deliberate, intentional, persistent attempts to move beyond racism and class divisions to virtually reinvent their communities as inclusive, respectful, cooperative, and proudly diverse partners in the larger society around them.”⁸¹ Further, each project saw as one of its outcomes a solid contribution to democracy building.

To ensure it has the capacity and resolve to take on this work, each project 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’”⁸²

The report also points out 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.”⁸³

In taking on this work, the report notes the importance of addressing the ‘divide and conquer’ tactics of dominant groups historically and points to the importance of diverse groups in coalition coming to grips with racism which exists in all communities and that all have a “...vested interest in fighting racism.” The report also identifies the impact and implications of unprecedented demographic change and, to address this, a procedure is recommended to identify issues impacting on a majority of residents in a given area. This can be done by having residents identify and develop a vision for what is a good place to live, and having skilled leaders organize and work through “a carefully representative and equitable process for deciding what it would take to make things better, and organized residents then taking action.”⁸⁴

As a foundation for strong communities involved in anti-racist work, the report suggests that:

“A solid community organization with constituencies that cut across various lines of race and class must build trust within its ranks, and be constantly on guard against biased policies and actions by individuals or institutions that could undermine the group’s efforts. Many agencies and departments of government and a wide array of profit-making groups such as real estate and lending institutions are burdened with dismal histories in this respect. In making it abundantly clear that inequitable and unjust treatment will no longer be tolerated, the new community builders not only

⁸¹ Ibid at 5.

⁸² Ibid at 5.

⁸³ Ibid at 5 and 6.

⁸⁴ Ibid at 6.

serve their own neighborhoods - they also provide a vital impetus for change in the larger society.⁸⁵

It is also noted that renewing democracy must be something other than recapturing a 'horrendous' past filled with racial injustices and that small, local projects can make important contributions to this type of work. The report then identifies whom the toolkit is for, how it works and why it is needed now. This is done through summarizing each of the 15 steps as follows:

- **Make Plans with People, Not for them** emphasizes approaches to assessing community needs through anecdotes and gathering of statistical data through community organizing, community led research and assessment of assets, community mapping, gathering statistics about housing, education, employment etc, and comparison between groups and with other communities.
- **Goals: Seeing the Big Picture** emphasizes setting achievable goals and mechanisms of community accountability through public report cards, community forums and other mechanisms.
- **Strategies: Getting from Here to There** sets out that it is important to limit goals to what is achievable and then build on success. It also acknowledges that it is important to prioritize issues that will lead to successful coalition.
- **Leadership: Deciding Who to Follow** notes the importance of training for development of local leadership and relying less on crisis to produce leaders.
- **Governance: Modeling Equity** identifies the importance of community balance at the table with institutional representatives and that "Representatives of the community (must) outweigh organizational representatives at the table, consistent with the fact that this is meant to be a community-rooted effort."⁸⁶ Also, it points out the need for community to ensure proportional representation amongst community members and to involve individual power brokers in ways that maintain community integrity and leadership but open doors to others.
- **Tackle Racism First** stresses the importance of addressing racism 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."***⁸⁷ This tool identifies ways to address this impasse by use of anti-racism training with skilled facilitators and allowance of time for community building through multiracial task forces that discuss racism in educational retreats and study sessions.

⁸⁵ Ibid at 7.

⁸⁶ Ibid at 17.

⁸⁷ Ibid at 18

- **Draw Strength from Multicultural Identities** recognizes the diversity of communities and strategies to enable that diversity to be brought forward as capacities and resources, which build on individual and group identities as strengths to guide communications and decision-making. For example, “One urban school cluster in which 45 different racial, ethnic, and cultural groups are represented is attempting to boost school achievement and reduce institutional racism by raising cultural awareness and respect within and among various groups. Cultural understanding has become a strategy to unify students, reduce hate-based violence and instill a sense of individual worth.”⁸⁸
- **Bridge Language Barriers** emphasizes diverse first languages within communities and the need to use translators/interpreters to enable individuals from such communities to receive information about services, receive culturally sensitive services and participate in decision-making.
- **Follow the Money notes** that “From the outset, programs must pay close attention to where the financial resources are, how to secure them, how to spend them wisely and productively, and how to be fully accountable in all fiscal matters.”⁸⁹ While planning and leadership is within the community, funding usually comes from outside - hence communities must acknowledge and build accordingly, dealing with issues of independence/self-determination and accountability to funders.
- **Wedding Analysis and Action sets** out that *“Analysis - including periodic evaluation, self-reflection, adjustment, and retraining - is essential to the success of the project. Action without analysis is rootless, repetitious, and blind; analysis without action is anaemic, abstract and empty. There is a cycle and rhythm that must be maintained between these two elements to make things run smoothly, much like a drive belt works on a motor.”*⁹⁰ This is seen as useful to focusing goals and re-energizing efforts.
- **Bloom Where You’re Planted: Remaining Rooted in Your Community** emphasizes the importance of remaining local and of developing new leadership. It also notes the importance of regional links through forums and conferences and discusses care in using outsiders.
- **Constructive Partnerships** emphasizes the importance of enhancing work through collaboration with others for brief or long-term partnerships - other communities, institutions (public and private) - while maintaining the community’s voice: “Maintaining self-determination and an outspoken, independent voice may cost some programs an ally now and again, but if the voice is consistent, credible and fair - however blunt- it will in the long run make more friends than enemies.”⁹¹
- **Cultivate the Media** identifies the importance of media relations and appointing someone to manage this and develops relationship with reporters. It also stresses the need for good internal communications to keep all within the community building effort informed at all stages of process.

⁸⁸ Ibid at 21.

⁸⁹ Ibid at 23

⁹⁰ Ibid at 25.

⁹¹ Ibid at 27.

- **How Are We Doing?** notes the importance of self-assessment. This is where clear goals and strategies are helpful in reviewing what's been done and assessing results. It again acknowledges the importance of ensuring an analysis of racism is embedded in assessment process.
- **Commitment for the Long Haul** identifies that *“Programs that promote change of any kind are never free of internal or external stress. For those that work to build interracial, multicultural communities that are healthy and productive, stress is not a sometime thing - it’s a way of life. The projects that survive and succeed in the end are the ones that follow an agreed-upon plan, keep a steady pace, monitor constantly, make midcourse adjustments and smooth transitions from phase to phase, and save up energy in reserve for the big push when it’s needed. Such programs also create occasions and structures through which participants find periodic personal renewal.”*⁹²

In addition to these 15 steps, the report provides definitions of key terms from Project Change’s *The Power of Words: A Community Builder’s Dictionary*⁹³ and concludes with *A Checklist: Marks of a Healthy, Productive, Community-Based Program* which are a series of questions aimed at assessing the promise of any community-building project or in monitoring its effectiveness⁹⁴.

3.4 President’s Initiative on Race Relations 1997-98

Anti-racism initiatives were recently acknowledged at the national level through former President Clinton’s *One America in the 21st Century: The President’s Initiative on Race*. Started in June, 1997 this national effort was *“...a critical element in the President’s effort to prepare our country to live as one America in the 21st century ... (A)n America based on opportunity for all, and one community of all Americans. The President recognizes that, even as America rapidly becomes the world’s first truly multi-racial democracy, race relations remains an issue that too often divides our nation and keeps the American dream from being real for everyone who works for it”*⁹⁵.

This initiative brought together a reputable advisory body⁹⁶ and set out to engage Americans in a discourse on race and racism. As part of this national effort, the year-long effort combined study, constructive dialogue and positive action across regions, states and cities engaging diverse groups and industries. In addition to dialogue, critical

⁹² Ibid at 31.

⁹³ Ibid at 33.

⁹⁴ Ibid at 34.

⁹⁵ See <http://clinton4.nara.gov/textonly/Initiatives/OneAmerica/about.html>

⁹⁶ The advisory body was chaired by Dr. John Hope Franklin, the eminent African American historian and included Linda Chavez-Thompson (Executive Vice President of the AFL-CIO), Governor Kean (President of Drew University, New Jersey, and former Governor of New Jersey), Angela Oh (Lawyer and active member of bar association on the west coast), William F. Winter (former Democratic Governor of Mississippi), Robert Thomas (Executive Vice President Strategic Marketing of Republic Industries and former President and CEO of Nissan Motor Corp U.S.A), and Rev. Susan Johnson (Executive Director, Multi-Ethnic Centre Inc. of New York).

substantive areas in which racial disparities have been significant were studied, (e.g., education, economic opportunity, housing, health care and the administration of justice).

One result of this initiative has been the publication of promising practices that provides an on-line catalogue of initiatives aimed at improving race relations, thereby, sharing community-based initiatives with all concerned. Numerous promising practices were catalogued under the following categories: Geographic Regions; Arts, Media and Sports; Community Building; Religious; Youth; Health and Human Services; Education; Government; National Resources; Community and Economic Development.

In the area of Community Building, there is a listing of approximately 180 initiatives addressing actions being taken by citizens in different regions, states and cities across the U.S. Some of these initiatives include:

- ***A World of Difference Institute.*** This project coordinates diversity education programs for schools, universities, corporations, community organizations, and law enforcement agencies in an effort to combat prejudice, promote democratic ideals, and strengthen pluralism.
- ***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.
- ***Hope in the Cities.*** This is a Richmond, Virginia organization which is an interracial, multi-faith network bridging racial divides by hosting constructive dialogues on race and ensuring the participation of government and non-governmental personnel in the dialogue.

There is also a listing of promising practices undertaken by government that includes:

- ***American Indian Science and Technology Education Consortium.*** This program aims to enable Aboriginal peoples to advance academically and to take Ph.D. programs in the sciences.
- ***Cultural Sensitivity: Orientation for the New Juvenile Justice Professional.*** Supported by the Center for Juvenile Justice Training and Research, this program trains juvenile justice probation officers to become more familiar with and sensitive to their clients' cultural background.

- ***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.
- ***South Carolina Links.*** This project comprises a coalition of four organizations united to seek redress for crimes committed against racial and ethnic residents in South Carolina.
- ***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.

CANADA

Like the U.K. and the U.S., Canada has its share of racial violence, conflict and other manifestations of discrimination and disadvantage impacting on subordinate racialized groups. This evidence has been documented in numerous reports, studies and scholarly research which have identified the continuing legacy of overt and systemic racism across numerous sectors, including education, employment, business, culture and various public services, e.g., health, recreation, social and community services. The composition of the Canadian community is also changing as a result of increased immigration with most immigrants and refugees arriving from source countries in Asia, Africa, Latin America and the Caribbean.

In response to its changing racial and cultural composition as well as its increased attention to human rights and its obligations as signatory to a number of international agreements, including the U.N. *Convention on the Rights of the Child*, the *Universal Declaration of Human Rights*, the *Geneva Convention Concerning Immigrants and Refugees*, the *International Convention for the Elimination of all Forms of Racial Discrimination*, and the *International Convention on Civil and Political Rights*, the government of Canada has established the Multiculturalism Act, the Canadian Human Rights Act, the Federal Employment Equity Act and has given support to the right of self-determination of Aboriginal peoples. It has also addressed issues of race relations and racism in the establishment of the Multiculturalism Sector within the Department of Canadian Heritage that develops policies and programs for the Canadian government on issues of diversity, anti-racism and institutional change. The Multiculturalism Sector publishes the annual report on the implementation of the Canadian Multiculturalism Act, which requires all Federal departments to implement the Act in their spheres of responsibility. It also provides grants as well as financial and technical support to numerous mainstream institutions and community-based organizations to enable them to undertake initiatives to eliminate racism and to promote racial equality.

Despite these initiatives, the evidence of racial discrimination and failure of the Federal government to undertake comprehensive action to eliminate it was made clear at the recent meeting of the United Nations International Committee on the Elimination of Racial Discrimination (ICERD). In response to the first and second report of the Canadian government on its implementation of anti-racism initiatives, the ICERD received stinging critiques of the Canadian government's approach to addressing racism in Canadian society⁹⁷.

While the Canadian government acknowledges the reality of discrimination and the racist violence in hate crimes, the government has yet to develop and implement a

⁹⁷ See *CONSIDERATION OF REPORTS SUBMITTED BY STATES PARTIES UNDER ARTICLE 9 OF THE CONVENTION: Concluding Observations of the Committee on the Elimination of Racial Discrimination/CANADA*, 5-23 August 2002. In addition, see: *Racial Discrimination in Canada: The Status of Compliance by the Canadian Government with the International Convention on the Elimination of All Forms of Racial Discrimination*, National Anti-Racism Council, July, 2002; *Anti-Black Racism in Canada: A Report on the Canadian Government's Compliance with the International Convention on the Elimination of All Forms of Racial Discrimination*, Charles C. Smith and Erica Lawson, African Canadian Legal Clinic, July 2002. Also see *UN Accuses Canada of Racism*, Steven Edwards, National Post August 7, 2002.

strategic and comprehensive approach to dealing with these matters. It has also failed to demonstrate leadership on efforts aimed at creating cohesive communities and enabling communities to develop their own resources and leadership capacities to address racism at the local level.

In most cases, the provincial governments are not further ahead of the Federal government and, in some cases, are lagging far behind with little interest in sharing responsibility for this critical issue. It is in this context that Canadian communities are observing the increased disparities between racial groups in terms of income and levels of poverty⁹⁸, in access to employment and filing of human rights complaints⁹⁹, in increasing expression of concern regarding policing and use of deadly force as well as racial profiling¹⁰⁰, and the continuation of hate crimes within communities and their impact on subordinate racialized groups¹⁰¹

This is the environment in which current anti-racism initiatives at the local level are taking place. Some of these are described below.

4.1 City of Saskatoon Race Relations Committee

As a result of community and institutional consultations toward the end of the 1980s, the City of Saskatoon established a Race Relations Committee in 1989 to take a leadership role in the elimination of racial discrimination by:

- “Pursuing opportunities to learn about other cultures and race relations issues
- “Recognizing the interdependence of all human beings and communities
- “Promoting the philosophy that society benefits from efforts to overcome inequity
- “Treating all people as unique individuals
- “Communicating respect for others’ opinions and practices even when they differ or disagree with our own
- “Encouraging cooperation in resolving disputes.”¹⁰²

The Race Relations Committee is made up of representatives appointed by the City Council Executive with 2 City Council members, 8 members at large and institutional members from the Indian and Metis community, Catholic Board of Education, Saskatoon Multicultural Council, Police Services, Saskatoon District Health, Department of Social Services and Saskatoon Board of Education.

Following a decade of activity in this regard¹⁰³, the Committee prepared a review of its activities and impact titled ***Ten Years in Review: Tenth Anniversary Report of the***

⁹⁸ For example, see Grace Edwards Galabuzzi *Canada’s Creeping Economic Apartheid: The Economic Segregation and social marginalization of racialised groups*, CSJ Foundation for Research and Education, May 2001; and Canadian Council on Social Development *Unequal Access: A Canadian Profile of Racial Differences in Education, Employment and Income*, Canadian Race Relations Foundation, 2000

⁹⁹ Ibid as well as C. Agoos and H Degroote *Systemic Racism in Employment in Canada: Diagnosing Systemic Racism in Organizational Culture*, Canadian Race Relations Foundation, 2001

¹⁰⁰ Op Cit Charles Smith and Erica Lawson, African Canadian Legal Clinic at 21 - 35.

¹⁰¹ Ibid at 31-32.

¹⁰² See *Ten Years in Review: Tenth Anniversary Report of the City of Saskatoon Race Relations Committee, 1989 - 1999*, City of Saskatoon, at 3.

City of Saskatoon Race Relations Committee 1989 - 1999. This review identifies its mandate as approved by Council, the City's amended Equity and Anti-Racism Policy, how the Committee came into being, the special projects it has undertaken and signs of progress it has made.

In terms of its specific mandate, Saskatoon City Council approved the establishment of the Race Relations Committee to:

1. "propose to local government short term and long term strategies to minimize racial tension and promote racial harmony.
2. "review policies, practices and programs of the City to recommend amendments and/or new action with respect to: personnel (including employment practices and Employment Equity Program); law enforcement; leisure services; housing and community services; education and training; use of municipal facilities; public health...planning and zoning."¹⁰⁴

Adopted by City Council in May, 1999, the City 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."¹⁰⁵ 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."***¹⁰⁶

"Harassment" and "Sex" are also defined and the City's Policy is provided¹⁰⁷. Further, the Policy's scope is articulated in the following areas:

¹⁰³ During this time, the City established the Race Relations Coordinator position, the Race Relations Month to coincide with the U.N. March 21 the International Day for the Elimination of Racial Discrimination, "Living in Harmony" awards to raise public awareness, and mandatory cross-cultural awareness training. Ibid at 8.

¹⁰⁴ Ibid at 3

¹⁰⁵ Ibid at 4.

¹⁰⁶ Ibid at 4.

¹⁰⁷ Ibid at 4. Specifically, the City's Equity and Anti-Racism Policy states:"The City of Saskatoon acknowledges that all people have the right to live, work and receive services in an environment free of harassment and discrimination on the basis of race, sex, national or ethnic origin, colour, language, culture and religion in accordance with the Canadian Charter of Rights and Freedoms, the Canadian Multiculturalism Act and the Saskatchewan Human Rights Code ... The City of Saskatoon, within its area of jurisdiction, condemns and will not tolerate any manifestations of discrimination on the basis of race, sex, national or ethnic origin, colour, language, culture and religion ... The City of Saskatoon will facilitate the development of mutual awareness, understanding and appreciation among racial, religious and ethno-cultural groups and will cooperate with other groups and organizations toward this end ... All other policies of the City shall be consistent with the principles and spirit of this policy."

- **Community Relations** which commits the City to supporting the full participation of diverse communities and to efforts to eliminate discrimination faced by these groups;
- **Employment** which proclaims the City as an “Employment Equity” employer committed to eliminating workplace discrimination and harassment and to encouraging and facilitating access to employment by designated groups;
- **Communications** which commits the City to communicating in ways that foster participation by diverse communities;
- **Access/Planning and Provision of Services** which commits the City to providing services and programs respectful of the needs of diverse communities and which are culturally sensitive, have clear rules for use of public lands and buildings, involve diverse communities in service planning/delivery and evaluation, and provide technical support to assist diverse communities in developing social and cultural programs;
- **Cultural Needs** which commits the City to promoting harmony between diverse groups by fostering cultural traditions, encouraging mutual awareness as well as understanding and respect;
- **Staff Development and Cross-Cultural Training** which is mandatory for all City staff and offered to elected officials, civic volunteers and appointed officials;
- **Policy Promotion and Assistance with Community Groups** which requires the City to promote its policy within the broader community, particularly with those from whom it purchases goods and services and those community organizations making applications to the City for various purposes.¹⁰⁸

Clear responsibilities identifying appropriate roles for City Council, the Race Relations Committee, the Race Relations Program Coordinator, City officials and employees are designated as well.

To acknowledge its decade of anti-racism and equity work, the City initiated a special project supporting dialogue on equity and anti-racism with youth in local school boards. This resulted in the publication of a booklet for Grade 9 and 10 use and are a resource for curriculum components on Aboriginal, Metis and multicultural content and perspectives.

In particular, the Race Relations Committee has resolved to address issues of concern to Aboriginal peoples and, to assist in this regard, has established an Aboriginal Relations Subcommittee, encouraged Aboriginal peoples to apply for positions on City boards/committees/commissions, worked on improving Aboriginal - Police relations, supported Aboriginal businesses with technical advice and assistance in cooperation with the Federation of Canadian Municipalities, and encouraged increased participation of Aboriginal peoples in local municipal elections.

The Race Relations Committee has also conducted policy and program reviews and has set up a Policy and Program Review Subcommittee “...to review written policies,

¹⁰⁸ Ibid at 5.

program descriptions and other relevant documents; interview staff and consult with client groups from target communities.”¹⁰⁹ In this context, reviews have been conducted and reports focusing on providing culturally appropriate services and eliminating barriers to access have been prepared on Human Resources, Housing, Leisure Services and Police Services.

The Race Relations Committee has produced a number of publications to educate and encourage greater participation. These documents include: **Renter’s Handbook** (1992); **News and Networking** (newsletter, 1992); **Dealing with Language Barriers** (brochure, 1994); **Saskatoon Aboriginal Youth Services** (brochure, 1994); **Living in Harmony** (booklet, 1995). The Committee has also co-sponsored a wide range of community projects that promote intercultural understanding, such as: *Racism and Sexism Elimination Workshop* (1992); *Aboriginal Employment - Planning for Improvement* (1992); *Multicultural Connections Magazine* (1996 - 97 - 98 - 99); *National Aboriginal Day* (1998 - 99).

4.2 Anti-Racism, Access and Equity in the former Municipality of Metropolitan Toronto

In response to a 1977 report prepared by Mr. Walter Pittman entitled ***Now is Not Too Late***, the former Municipality of Metropolitan Toronto (Metro) began to specifically address the concerns and needs of a diverse community¹¹⁰. Former Metro Chairman Paul Godfrey requested the aforementioned report after a series of violent attacks against members of the Pakistani community, which both shook the Metro community and resulted in negative media exposure across the United States. To address this matter, the report provided a framework for initiating work by Metro, which had continued and developed over two decades. This work included:

- Establishing a Special Committee to Consider the Report of the Task Force on Human Relations;
- Adopting a Multiculturalism Policy and establishing the position of Coordinator, Multicultural Relations in 1978 within the Chief Administrator’s Office to implement the Special Committee’s recommendations;
- Responding to the arrival of South East Asian refugees in 1979 by working with all levels of government to coordinate activities to meet their settlement and service needs;
- Developing youth employment strategies in 1980 following a series of racist incidents involving youth from subordinate racialized groups;
- Establishing the Multicultural and Race Relations Division in 1982 to further work begun by the Coordinator and, in particular, to develop and implement training programs across the organization;

¹⁰⁹ Ibid at 11.

¹¹⁰ To prepare this report, a Task Force was created and headed up by Walter Pittman. See *Pursuit of Equity: A Central Pillar of Regional and Municipal Government*, Kimberly Graham for the Access and Equity Centre, Municipality of Metro Toronto, 1996, at 32.

- Working to develop an equal employment opportunity program which later evolved into an employment equity policy and program;
- Adopting policies concerning access to grants¹¹¹, an Ethno-Racial Access to Services Policy and programs¹¹², immigrant settlement, access to municipal contracts;¹¹³
- Establishing the Council Action Committee to Combat Racism which later evolved into the Anti-Racism, Access and Equity Committee; and
- Establishing numerous advisory groups to address issues of access to services, responding to hate activities, addressing the needs and concerns of immigrants and refugees, dealing with anti-racism issues and public accountability of the police.

Metro also produced numerous reports on anti-racism issues as they impacted on children's services, immigrant settlement, access to municipal contracts, hate crimes and their impact on local communities, the changing racial composition within the community and their relative well-being, and the Federal government's Right of Landing Fee. Metro had also established:

1. The Anti-Racism, Access and Equity Committee (formerly the Council Action Committee to Combat Racism) as a committee of elected councilors to address anti-racism and equity issues, receive reports from staff as well as community deputations and submit recommendations to Council on these matters; and
2. The Access and Equity Centre (formerly the Multicultural and Race Relations Division, and, Human Resource Development and Employment Equity Division) with a dual reporting relationship to the Chief Administrative Officer and the Commissioner of Corporate and Human Resources. The Centre prepared reports, commissioned and conducted research, supported the Anti-Racism, Access and Equity Committee as well as community-directed advisory committees, worked with all Metro departments (agencies, boards and commissions) to develop and implement anti-racism work, and convened community conferences, forums and consultations on timely issues.

During this time, Metro had initiated a framework to develop and implement anti-racism, access and equity initiatives. This had come about over a number of years through the implementation of its employment equity program, access to services initiatives, immigrant settlement work and internal staff development and training on these

¹¹¹ See *Multicultural Funding Policy*, Community Services Department, 1988, and *Framework for Action: Goals, Principles and Implementation Guidelines on Ethno-Racial and Aboriginal Access to Metropolitan Grants*, 1993, Multicultural and Race Relations Division

¹¹² See Review of Ethno-Racial Access to Metropolitan Services, 1990, Breaking the Barriers: First Progress Report on the Implementation of Metro Toronto's Ethno-Racial Access to Services Policy and Implementation Strategy, 1992, Second Progress Report on the Implementation of Metro Toronto's Ethno-Racial and Aboriginal Access to Services Policy and Implementation Strategy, 1994.

¹¹³ See *Goals, Principles and Implementation Guidelines for Access to Metropolitan Contracts by Ethno-Racial and Aboriginal Businesses, Small Businesses and Businesses owned by Women and Peoples with Disabilities*, 1997.

matters¹¹⁴. The result was the establishment of *The Anti-Racism, Access and Equity Planning Document*, which was initiated in 1997-98 and established a framework for political and public accountability as well as corporate and departmental performance measures in such areas as:

1. **Representation** which measures the percentage of designated groups within the corporation and departments, and the degree to which services reflect the diversity of residents;
2. **Occupational Choice** which measures the representation of designated groups in positions where they have been traditionally under-represented;
3. **Authority, Decision-Making and Participation** which measures the number of designated group members in supervisory, management and executive positions, and the degree to which diverse communities have an active say in the political decision-making process regarding policies, programs and services;
4. **Job Security** which measures the representation of designated group members in the permanent, temporary, part-time and casual workforce;
5. **Employment Conditions and Service Equity** which measures how policies, programs and the working environment support the hiring, retention and promotion of designated groups, and, the steps being taken to ensure designated groups receive equal benefit from services;
6. **Access to Contracts** which measures the actions being taken to improve access to contracts by businesses owned by designated groups;
7. **Communication** which measures the steps being taken to improve communication about services and decision-making to diverse communities; and
8. **Pay and Benefits** which measures the wage and benefit differential between employees based on their personal characteristics.

All Metro departments were required to submit action plans detailing their goals, objectives, implementation timeframes, budgetary requirements, staff responsible, expected outcomes and evaluation criteria for each of these measures. These action plans were also to address:

- Improving access to grants provided by the municipality and ensuring that organizations in receipt of grants were undertaking anti-racism, access and equity organizational change initiatives;
- Undertaking actions to support the settlement of immigrants and refugees;
- Ensuring responsiveness to changing employee values, lifestyles and expectations by balancing work with personal, family and community interests/responsibilities;
- Taking steps to ensure accessibility for the disabled of all work places and service delivery locations; and
- Ensuring ongoing education, training and professional development opportunities are in place to support staff in their professional growth and development¹¹⁵.

All department submissions were to be provided as part of the annual budget process to ensure they were included in the financial approval process and in the annual review of core policies, services and programs. The document also influenced individual staff

¹¹⁴ Specifically, Metro had developed *Six Measures of Equality* and *Seven Access Components* as cornerstones for the implementation of its Employment Equity Policy and its Ethno-Racial and Aboriginal Access to Services Policy. See *Anti-Racism, Access and Equity Planning Document*, March 1997.

¹¹⁵ See *Access and Equity Staff Development*, Access and Equity Centre, 1996.

performance reviews and integrated anti-racism, access and equity planning into the annual planning process. These developments had come about following a long period of growth and development which resulted in having the values of anti-racism, access and equity included in Metro's Strategic Plan (1991), Culture Plan (1992), Social Development Strategy (1991) and Official Plan (1994)¹¹⁶.

The aforementioned were critical documents, which guided the development of all of the former regional government's policy and program development as well as its processes for community engagement and service delivery. These initiatives, as well as all of Metro's functions, were done within the context of its anti-racism, access and equity planning framework which required an anti-racist organizational change process defined as taking actions to "**...ensure participation by racial minorities and Aboriginal communities in the department activities and service delivery, identifying and eliminating barriers within policies, programs and services as well as individual acts of racism.**"¹¹⁷

4.3 The City of Toronto

Following the amalgamation of local and regional governments within the Toronto community¹¹⁸, the new City of Toronto established a Task Force on Community Access and Equity headed up by community leaders and elected councillors. The City also set up an Access and Equity Unit within the Chief Administrator's Office to carry out functions similar to those of the Access and Equity Centre of the former Municipality of Metropolitan Toronto. Supported by the Access and Equity Unit, the Task Force began its work in April, 1998 and submitted its final report in July, 1999 where it proposed a Vision Statement¹¹⁹ and made several recommendations addressing such issues as:

¹¹⁶ See Charles C. Smith Racism and Community Planning: Building Equity or Waiting for Explosions, Stanford Law and Policy Review, Vol. 8:2, Summer 1997 at 66 - 68. For example, the Social Development Strategy had stated that We believe residents should have equal access to the diversity, wealth of opportunities, and benefits of Metropolitan Toronto. We believe Metropolitan Toronto is enriched by its diversity and we are opposed to any form of discrimination based on age, disability, race, ethnicity, religion, sexual orientation or socio-economic background. We believe that to keep Metropolitan Toronto livable, we must ensure that all individuals and social groups feel a sense of ownership of the region's social, political, economic and cultural life and have an investment in the future. We believe in strong communities and neighborhoods that provide their members with identity, a sense of belonging and support.

¹¹⁷ *Anti-Racism, Access and Equity Planning Planning Document, 1997-1998 Planning Cycle*, at 16

¹¹⁸ This was done pursuant to the City of Toronto Act, 1997 which merged regional and local councils and bureaucracies for the former Cities of Toronto, Etobicoke, North York, York and Scarborough, the Borough of East York and the regional government of the Municipality of Metropolitan Toronto.

¹¹⁹ The Vision Statement was adopted by Toronto City Council and states: Diverse communities and groups make up the population of Toronto. The City of Toronto values the contributions made by all its people and believes that the diversity among its people has strengthened Toronto. The City recognizes the dignity and worth of all people by equitably treating communities and employees, by fairly providing services, by consulting with communities and by making sure everyone can participate in decision-making. The City recognizes the unique status and cultural diversity of Aboriginal communities and their right to self-determination. The City recognizes the barriers of discrimination and disadvantage faced by human-rights protected groups. To address this, the City will create an environment of equality in the government and in the community for all people regardless of their race, ancestry, place of origin, colour, ethnic origin, citizenship, creed, sex, sexual orientation, gender, identity, age, marital status, receipt of public assistance, political affiliation, disability, level of literacy, language and/or socio-economic status. The City of Toronto

- Establishing City-wide advisory groups to address issues of concern to Aboriginal peoples, the disabled, women, subordinate racialized groups, ethno cultural and religious communities, immigrants and refugees as well as lesbians, gays, bisexuals and transgendered peoples;
- Having the City undertake advocacy on behalf of same-sex spouses, victims of hate crimes, and immigrants and refugees;
- Having an inclusive process for appointments to City agencies, boards and commissions,;
- Enabling communities to participate in municipal activities;
- Ensuring the accessibility and expansion of City services, particularly child care and social housing, and that all services are evaluated to assess their accessibility to diverse communities;
- Adopting an employment equity policy and program and maintaining support for an effective human rights complaint function;
- Supporting economic development in diverse communities through proactive strategies as well as building and supporting community capacities through provision of grants and technical expertise; and
- Monitoring the effectiveness of its access and equity initiatives.

Many of these recommendations were adopted by City Council with minor amendments. As a follow-up to this report, the City's Chief Administrative Officer submitted a document entitled ***Status Report: Implementation of the Recommendations of the Final Report of the Task Force on Community Access and Equity***¹²⁰. This report provided information on the implementation of the Task Force's recommendations that had been adopted by City Council. In particular, the report summarizes action taken in such areas as: mechanisms for community participation; communication strategies; resource support; participation of Aboriginal peoples; corporate and departmental leadership; increasing awareness and influencing public opinion; advocacy and intergovernmental initiatives; partnership initiatives to respond to high needs communities; training and cultural sensitivity; multilingual services; service equity; policy and planning; alternate formats and accommodations , etc.

Following submission of the aforementioned report, the City began to develop a plan of action for the elimination of racism and discrimination. To guide this plan of action, City Council established a reference group of eight councilors, each of who chaired one of the City's advisory committees set-up in response to recommendations of the Task Force on Community Access and Equity. A status report on this initiative was adopted by

will implement positive changes in its workforce and communities to achieve access and equality of outcomes for all residents and to create a harmonious environment free from discrimination, harassment and hate.

¹²⁰ Shirley Hoy, Chief Administrative Officer, City of Toronto, March, 2002.

City Council in May 2001¹²¹. The Status Report makes several recommendations concerning actions that encourage the Federal government to:

1. "Establish a domestic plan of action for the elimination of racism that responds to the critical issues identified by Non-Governmental Organizations during the national consultative process leading up to UN-WCAR;
2. "Include a commitment in the domestic plan of action to amend the Multiculturalism Act and other appropriate legislation with the objective of establishing statutory obligations towards the elimination of racism;
3. "Establish within the domestic plan of action performance management indicators and mechanisms for compliance and reporting on progress being made towards the elimination of racism and other forms of intolerance;
4. "Establish a national urban policy to address social exclusion, racial inequalities and all forms of intolerance and to hold annual inter-governmental meetings with all orders of government, including municipalities, on the progress being made towards the elimination of racism..."¹²²

The City of Toronto is now engaged in developing its final report and recommendations on the above. It is anticipated that a report on such will be forthcoming in 2003.

4.4 Canadian Race Relations Foundation

Established by an act of Parliament as part of the compensation within the context of Japanese Canadian Redress Agreement¹²³, the Canadian Race Relations Foundation (CRRF) was set up in 1996 to build a national framework for the fight against racism in Canadian society. The CRRF identifies the causes and manifestations of racism, provides independent national leadership, and acts as a resource and facilitator in the pursuit of equity, fairness and social justice¹²⁴.

As a national body, the CRRF is well-positioned to gather and disseminate information regarding anti-racism initiatives at national, provincial and local levels. In this context, the CRRF has gathered information on community-based anti-racism initiatives as examples of promising practices in combating racism and promoting racial equality. Some of these promising practices include:

- **Kootenay Anti-Racism Education and Research Society.** This is a frontline anti-racist organization in Castlegar, British Columbia, that provides: anti-racism workshops and training in non-violent solutions to racism and hate group activity; workshops on cross-cultural, equity and diversity issues and institutional change; community development and leadership training workshops; victim support services, including neighbourhood watch, family support and referral services; and action-oriented research on hate group activity and tracking of racist incidents.

¹²¹ See *Development of a City of Toronto Declaration and Plan of Action Regarding the Elimination of Racism in Relation to the United Nations - World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance (UN-WCAR)*, Policy and Finance Committee, Report No. 4, submitted by the Chief Administrative Officer, Shirley Hoy

¹²² Ibid at 2.

¹²³ Government of Canada, 1998

¹²⁴ See *Canadian Race Relations Foundation Act*, October 28, 1996, Government of Canada.

- **C.A.R.E. (Committee for Anti-racism Education).** A member supported organization made up of parents, community members, educators and youth, C.A.R.E was set up following the Gulf War and the Oka crisis in Quebec and the subsequent overt acts of racism directed against Aboriginal and Arab Canadian children. C.A.R.E. addresses systemic racism and other forms of discrimination within Calgary's school system. Committed to principles of diversity, inclusion and meeting the needs of people most impacted by systemic racism, C.A.R.E.'s goals are to: address systemic racism in order to create racism-free schools; and to work with boards of education so that schools have the capacities and resources needed to meet the learning needs of all students regardless of racial and ethno cultural backgrounds.
- **Sioux Lookout Anti-Racism Committee.** Established in 1998 to promote cooperation and understanding between the Native and non-Native communities in Sioux Lookout, Ontario, this Committee is dedicated to helping residents and visitors learn to work and live together while respecting and celebrating community differences. The Committee's objectives are to: end all forms of racism and racist activity within the community; encourage First Nations representation within organizations, boards and committees; organize discussions between individuals and organizations to promote understanding and harmony; and to advocate for changes in policies and practices which are the causes of racial conflict and tension. To assist in achieving this, the Committee has set up two subcommittees: the Anti-Racism Advocacy Group that monitors incidents of racism and intervenes if required; and the Youth Advisory Committee, which promotes positive race relations between young people.
- **Urban Alliance on Race Relations.** This organization was established in the late 1970s after a series of racist assaults were reported in the media, jarring Toronto's communities and leading to the Walter Pittman report ***Now Is Not Too Late***. With membership from diverse communities across Toronto, the UARR has been one of the leading anti-racist organizations in Canada undertaking public education work, action research¹²⁵, advocacy¹²⁶ and participation in litigation activities in an effort to address racism and promote racial equality. In particular, the UARR has been actively engaged in local municipal issues working closely with all of the former mayors' and municipal committees on race relations as well as with the former Municipality of Metro Toronto's Anti-Racism, Access and Equity Committee. Some of the UARR's learnings from these latter activities are documented in ***Equity in the New City of Toronto***¹²⁷, which addresses the amalgamation of municipal governments in the Toronto community and its likely impact on local anti-racism work. In particular, the articles in this publication discuss: pursuing equity as a central pillar of the new City of Toronto; race relations in U.S. cities; Toronto's

¹²⁵ Over the years, the UARR has sponsored such cutting edge research as *Who Gets the Work?* (1985), *No Discrimination Here*. The UARR has also produced *Currents*, a journal focusing on race relations, anti-racism and equity issues in Canada.

¹²⁶ The UARR has appeared before every Commission, Task Force and Committee dealing with racial equality over the past 25 years. See *Anti-Racism Community-Based Activism: Lesson from the Past, Directions for the Future*, era21, at 4.

¹²⁷ See *Currents* Volume 9, Number 2.

changing communities; the importance of measuring for equity, including defining equity, developing performance indicators and outcome measures, and data requirements for monitoring purposes; and models of civic participation as well as the importance of establishing a municipal ombudsman to handle complaints about services.

Numerous other anti-racism initiatives are included in the CRRF database. However, they describe activities by arts organizations and other levels of government.

MAKING USE OF THE RESEARCH

The research summarized above provides a schematic overview of how local communities in the U.K., U.S. and Canada are addressing anti-racism institutional change work. As is evident, there have been numerous approaches and promising practices; there have also been efforts to evaluate and assess the relative strengths of these initiatives and to draw lessons from them that may be useful for others.

This latter point is extremely valuable to the SHCI as it provides a reference point to determine what measures can be used in the current context within the City of Hamilton. To do this, however, it is critical to assess the current situation in Hamilton in terms of anti-racism issues and initiatives and, based upon that, to assess the implications of this research toward developing anti-racist institutional change strategies in Hamilton

5.1 Where Hamilton is Now

Several sources indicate that there are numerous anti-racism issues and initiatives within the City of Hamilton that require examination. Some of these point to evidence of racial discrimination, both overt and covert (systemic); others indicate anti-racism change work being undertaken to address such concerns.

These matters have been categorized into the following themes: political representation; accessible services; indicators of poverty and disparity in employment; indicators of differential treatment in education; evidence of conflict; other issues (e.g., youth, seniors and media); and examples of anti-racist institutional change work. Before discussing these themes, however, it is important to look at the demographic make-up of the City of Hamilton, how this is changing over time and its relevance to anti-racism work.

5.1.1 Demographic Changes

Subordinate racialized groups have lived in Hamilton for a long period of time. However, like most other urban centres in Canada, the City of Hamilton is changing¹²⁸. The composition of the Hamilton community and the emerging pressures resulting from the baby-boom and echo, inter- and intra-provincial migration as well as the settlement of immigrants and refugees has had a significant impact on the City's make-up¹²⁹. In this context, one of "(t)he most striking feature(s) ... is the dominant contribution immigration made to both Ontario's and Hamilton's growth during the 90's. Its importance to Hamilton was particularly large, accounting for nearly three-quarters of the city's net gain in population between 1990 and 1999. With current birth rates languishing in the 1.5 live births per female lifetime in Canada, immigration's dominance will likely continue to increase and within one or two decades may well be the only source of population

¹²⁸ According to Settlement and Integration Services Ontario (SISO), Hamilton is the third most diverse city in Canada. See *Community Forum for Conflict Transformation Report* at 2. This is also made evident in the report *HR Matters: Hamilton Human Resource Strategy Study* prepared by eEconomics Consulting, May 2002, funded by and developed in partnership with the Human Resources Development Canada, the Hamilton-Wentworth Training Advisory Board and the City of Hamilton.

¹²⁹ See *HR Matters: Hamilton Human Resource Strategy Study* at 3 - 16.

growth in Hamilton and Canada.”¹³⁰ In particular, in the 1990’s “...immigration amounted to slightly more than 80% of Hamilton’s total population growth.”¹³¹

Immigrants now comprise 25% of Hamilton’s population and many of these immigrants arrived in Hamilton before 1970 (50%). This is different than the patterns of immigrant settlement in other large urban centres in Canada, suggesting that Hamilton’s immigrant population is older than that of other cities and that Hamilton may be losing its attractiveness to immigrants since the City’s total share of immigration has declined in recent years¹³².

While this pattern differs somewhat from other large urban centres in Canada¹³³, according to the most recent census data, Hamilton has the third-highest proportion of immigrant residents in the country. Further, some 48,910 (7.6%) of the City of Hamilton’s residents self-identified as ‘racial minorities’ in the 1996 Census with 10,640 individuals identifying as South Asian, 10,060 as Black, 7,115 as Chinese, 4,575 as Arabs and West Asians, 4,490 as Southeast Asians, 3,645 as Latin Americans, 3,400 as Filipinos, 1,415 as Japanese and 1,117 as Koreans. As with other large urban centres like Toronto and Vancouver, this change has come about primarily as a result of immigration over the past 30 years with individuals arriving in Hamilton from countries in Asia, Africa, Latin America and the Caribbean. Hamilton is now considered to be the second largest reception centre for immigrants in Ontario after Toronto and ranks among the top 5 recipients of new immigrants and refugees in Canada. There are about 120 languages spoken in the City of Hamilton with 85 of these languages used by people who speak neither English nor French¹³⁴.

Once again, similar to other Canadian cities, this rate of change has brought with it stresses and tensions which are evident in a number of sectors. Further, given the diverse races, religions, languages and cultures of those settling in Hamilton, some of these stresses and tensions are bound to provide evidence of racism and indicate the need for well considered, planned and resourced approaches to addressing. Some of these pressures are explored below followed by issues for consideration by the SHCI.

5.1.2 Political Representation

Unfurling the Flag¹³⁵ appears to be the most significant document examining issues of political representation and participation of subordinate racialized groups in local municipal decision-making in Hamilton (municipal council, school boards, agencies, boards and commissions). An examination funded by the Department of Canadian Heritage, this research study set out “To develop an understanding of the barriers and

¹³⁰ Ibid at 10 and 11

¹³¹ Ibid at 38

¹³² Ibid at 55-56.

¹³³ See for example See Michael Ornstein *Ethno-Racial Inequality in the City of Toronto: An Analysis of the 1996 Census*, City of Toronto, May 2000; and Tana Turner *The Composition and Implications of Metropolitan Toronto’s Ethnic, Racial and Linguistic Populations*, 1995, Municipality of Metropolitan Toronto

¹³⁴ See *Unfurling the Flag* at 3 - 5

¹³⁵ Ahmed Saidullah for the Working Group on Racial Equity, 2000. Unpaginated copy on file with the author. Page numbers cited within this report have been added for reference purposes only.

factors experienced by racial minority male and female participants in municipal politics in Hamilton-Wentworth since 1974; and (t)o facilitate the development of a community action plan(s) to promote and increase civic participation in municipal politics in Hamilton-Wentworth.” The project also hoped to “(e)nhance the abilities of public institutions to reach out to and include everyone in the political life of the region.”¹³⁶

The study notes the dearth of literature on the participation of subordinate racialized groups in urban politics and that “(t)he discourses on city politics and municipal government restructuring have largely ignored questions of race.”¹³⁷ It further suggests that “(i)ssues of racism, systemic or overt, have often been dismissed as ‘Toronto issues’ or as big city problems that do not obtain in this region. Unlike Toronto, however, racial minority representation and participation in all levels of politics remains starkly low, with only four racial minorities ever elected to municipal councils or school boards in the entire history of municipal governments in the Region of Hamilton-Wentworth.” As evidence for these concerns, the report points to questionable comments made by local representatives as well as the *Hamilton Spectator* and indicates that the city’s Advisory Committee on Equitable Representation on Boards and Commissions no longer exists.¹³⁸

Several other examples of unfortunate approaches to supporting anti-racism initiatives in municipal government in Hamilton include:

- The Regional Council’s previous decision to vote down the establishment of a race relations coordinator for Hamilton-Wentworth;¹³⁹
- The failure of the Hamilton-Wentworth Coalition for Social Justice to include issues faced by subordinate racialized groups, immigrants and refugees at its June 3, 2000 conference on *Social Priorities for Social Justice: the New Hamilton*;¹⁴⁰
- Systemic issues affecting the decisions of subordinate racialized individuals to run for local office, perceptions that the Mayor’s Committee Against Racism and Discrimination has not helped such candidates and that City Council is a “(n)ice, small old boy’s network (and) country club (which) will not open its doors or become multiracial”¹⁴¹.

Challenges in terms of the communities’ knowledge of local government, the double jeopardy or racism and sexism impacting on women of colour were also cited in ***Unfurling the Flag*** as barriers to political participation in Hamilton.

¹³⁶ Ibid at 1

¹³⁷ Ibid at 4. While this has been the case in Ontario, one wonders whether or not the current Ontario government chose purposefully to ignore issues of race as a way of either disrupting, disturbing or outright dismantling the numerous anti-racism and equity policies which had been established by local governments and school boards over a long period of time. See *Downloading, Downsizing and Downright Discrimination: How Does It Stop at the Municipal Level*, editorial, ***Currents: Readings in Race Relation***, Vol. 9, Number 2, ***Equity in the New City of Toronto***, May 1998.

¹³⁸ Ibid at 5

¹³⁹ Ibid at 26

¹⁴⁰ Ibid at 35

¹⁴¹ Ibid at 47

5.1.3 Accessible Services

Two recent reports address issues of accessible services and evidence of barriers impacting on subordinate racialized groups. These reports are ***Community Forum on Immigrant and Refugee Issues*** and ***Conflict Transformation Forum***.¹⁴²

A product of the Hamilton-Wentworth Regional Council Advisory Committee on Immigrant and Refugee Issues, the ***Community Forum on Immigrant and Refugee Issues*** addressed challenges in several areas, particularly in health and social services. These issues included the need for:

- Community initiatives for immigrants and refugees in such areas as mental health services, access to prescription drugs as well as medical and dental care;
- Services that are well coordinated and linked together;
- Political leadership to address anti-racism issues;
- Culturally/linguistically appropriate services as well as to improve basic access to services and for ways to ensure services are accountable; and
- Appropriate training initiatives for immigrants and refugees¹⁴³.

The report of the ***Conflict Transformation Forum*** was prepared as a result of a conference, which brought together 260 individuals from immigrant, refugee and subordinate racialized groups to discuss issues concerning access to a broad range of services in the City of Hamilton and the conflicts they have encountered with these services. The results of this report are similar to those of the previous one and address:

- Systemic barriers in accessing primary care, health care and social services as well as having their needs understood
- Lack of information on health and social services available and how they can be accessed
- The need for cultural competency and sensitivity for health care providers and having health services that are willing to meet their needs, include them as staff as well as in program planning and delivery
- The need for linguistically appropriate service providers and concerns about cutbacks and the reduction of services available
- The inflexibility of social workers and their failure to understand the life circumstances of individuals from these communities¹⁴⁴.

Unfurling the Flag raises similar concerns regarding the inaccessibility of services for those with limited English language fluency. It also notes the influence of mainstream institutions and reductions in core funding as having an adverse impact on the accessibility of services. In particular, the report suggests that "...the loss of core funding and the support for the one-stop 'service imperialism' approach to marginalized communities has meant that fewer and fewer communities are now given the resources

¹⁴² See *Report on the Findings and Action Plans*, Community Support and Research Branch Social and Public Health Services Division for the Regional Advisory Committee on Immigrant and Refugee Issues, and, *Community Forum for Conflict Transformation Report*, prepared by Madina Wasuge for the Settlement and Integration Services Organization. Respectively, these reports were based on the proceedings of forums held on September 16, 2000 and March 21, 2002.

¹⁴³ See *Community Forum on Immigrant and Refugee Issues* at 9 and 10

¹⁴⁴ Ibid at 18 - 20

to develop their capacity to meet their own needs. This had reduced the critical mass of community leaders, advocates and spokespersons who would have otherwise emerged from the social-service sector as change agents in the social development process.”¹⁴⁵

5.1.4 Indicators of Poverty and Disparity in Employment

Most particularly, information on the racialization of poverty and disparity in employment have been cited in reports involving the Canadian Council on Social Development¹⁴⁶, *HR Matters*, SISO and the Community Forum

Comparable to the examinations done for the City of Toronto and by the CSJ Foundation for Research and Education¹⁴⁷, the *Urbanization of Poverty in Hamilton-Wentworth: Preliminary Findings* paints a disturbing picture when comparing poverty levels amongst immigrants, refugees and subordinate racialized groups with other Canadians. For example, the report notes poverty rates in 1996 were:

- Higher for immigrants with 25% of its population living in poverty compared to 21% for the Canadian born;
- Higher for immigrant women (28%) than immigrant men with women representing 56% of Hamilton’s poor immigrants compared to 44% for men;
- Highest (50%) for immigrants who arrived after 1990 and these immigrants tended to be younger as well;
- Increased from 1991 for subordinate racialized groups in Hamilton, Ontario and Canada with 41% living in poverty in Hamilton-Wentworth as compared to 34% in Ontario and 35% in Canada;
- Higher for subordinate racialized groups with 41% in Hamilton-Wentworth compared to the overall population rate of 22%;
- Slightly higher for women of subordinate racialized groups (42%) than men (40%);
- Extraordinarily high for youth from subordinate racialized groups with 54% of those 24 or younger living in poverty;
- Exceedingly high for Aboriginal peoples (48%) in Hamilton-Wentworth as compared to Ontario (36%) and Canada (43%);
- Higher for Aboriginal peoples (48%) than the overall Hamilton-Wentworth population (22%) with Aboriginal women (50%) more likely to be poor than Aboriginal men

¹⁴⁵ See *Unfurling the Flag* at 5 and 7 respectively.

¹⁴⁶ See *The Urbanization of Poverty in Hamilton-Wentworth: Preliminary Findings*, Regional Municipality of Hamilton-Wentworth, Social and Public Health Services, and, Community Planning and Development Division, June 1999.

¹⁴⁷ See Michael Ornstein *Ethno-Racial Inequality in the City of Toronto: An Analysis of the 1996 Census*, City of Toronto, May 2000; and Grace-Edwards Galabuzzi *Canada’s Creeping Economic Apartheid*, CSJ Foundation for Research and Education, May 2001.

(45%) and with a more significant number of youth (53%) below 24 making up the largest portion of Aboriginals living in poverty in Hamilton-Wentworth¹⁴⁸.

SISO has also identified a number of issues related to the racialization of poverty as well as barriers to employment for immigrants, refugees and individuals from subordinate racialized groups. These include:

- The lengthy process for gaining credentials and Canadian experience for internationally-educated professionals;
- The notion that individuals from these communities tend to have higher levels of education but still have higher rates of unemployment and underemployment, and that these individuals are less likely to be middle- and senior managers,¹⁴⁹
- Unemployment is particularly high for those with limited English language ability and for women who "...occupy the lowest tier of the labour market and often find themselves with few work options other than cleaning, child rearing, or manual labour such as fruit picking and piecework"¹⁵⁰.

SISO also notes the contributing effects on the poverty of subordinate racialized groups resulting from "...past enslavement, exploitation, colonial domination and discrimination. Racist ideologies perpetuate inequalities by denying equal access to education, jobs and other opportunities that contribute to a fulfilling life. The historical patterns of oppression are reflected in contemporary racially discriminatory practices."¹⁵¹

Based on the results of workshops, the ***Community Forum on Immigrants and Refugees*** reports that:

- The lack of employment for subordinate racialized groups causes pressure on individuals from these communities, particularly women and youth;
- Immigrants and refugees have little access to employment networks, lack Canadian experience, face language barriers and discriminatory stereotypes;
- Employers lack cultural awareness and do not conduct outreach to facilitate access to employment by immigrants and refugees;
- Immigrant groups are not organized to lobby for employment opportunities and are not aware of their rights under employment law.¹⁵²

¹⁴⁸ See *The Urbanization of Poverty in Hamilton-Wentworth: Preliminary Findings* at 17-18, and, 20 - 21. While not an issue of racial equality, this report also presents a disturbing picture of poverty levels for persons with disabilities based on Statistics Canada data related to physical or mental disabilities. This is discussed at 19

¹⁴⁹ Similar data is presented in other reports. For example, Op Cit. Charles Smith and Erica Lawson for the African Canadian Legal Clinic, 2002, at 55 - 60.

¹⁵⁰ See SISO at 8-9 and 16-17

¹⁵¹ SISO at 16

¹⁵² See *Community Forum on Immigrant and Refugee Issues* at 5-6.

Further, the report *HR Matters* notes that the dropping off of immigration to the City of Hamilton may have implications for current and future labour force supply. This is because Hamilton has welcomed more Family class and refugees, and less Skilled Workers and Dependents of Business Class, and, Skilled Workers between 1996 and 2000¹⁵³. In order to boost its economy, "...Hamilton needs to encourage more Skilled Workers and Business class workers to choose Hamilton as their preferred destination. Overall, Hamilton needs to encourage more immigration, period!"¹⁵⁴.

5.1.5 Indicators of Differential Treatment in Education

The former Board of Education for the City of Hamilton had been engaged in the implementation of an anti-racism and ethno cultural equity policy. Various policy and program initiatives had been set up to facilitate this process which are now being reviewed as part of the newly amalgamated Board of Education's policies, programs and services.

Like other cities across Ontario, anti-racism in Hamilton has been considered an important component of education. This has been because of numerous community concerns regarding differential treatment and perceptions of discrimination resulting from the reliance on a Eurocentric curriculum and the lack of room for the expression of the life experiences, histories and cultures of subordinate racialized groups. For example, within Hamilton SISO has noted the importance of ESL, the role of parents as co-educators and that while some changes are being developed, more work is needed to improve the education of immigrants and refugees¹⁵⁵. The SISO report also points out that:

- Newcomer youth face racism from teachers and other students, a racist and inaccurate curriculum and standardized tests that may have adverse impact on youth who have not been socialized in Canada;
- Universities tend to under evaluate foreign education,¹⁵⁶
- The Zero tolerance policy set up to eliminate violence in schools has been observed to have a disproportionate impact on subordinate racialized youth;
- Youth have identified a need for the educational system to address and eliminate racism, ethnocentrism, gender and class bias, and to develop a fully integrated educational system that will accommodate the needs of diverse youth¹⁵⁷.

Similar points are made in *Unfurling the Flag* and in the *Community Forum On Immigrant and Refugee Issues*. In particular, the former report notes that "Recent policy changes in the educational sector that have taken resources away from anti-

¹⁵³ See *HR Matters* at 59.

¹⁵⁴ Ibid at 62.

¹⁵⁵ SISO at 8

¹⁵⁶ SISO at 17

¹⁵⁷ SISO at 20 - 21

racism initiatives and ESL programs affect adversely the life chances of racial minority youth.”¹⁵⁸

5.1.6 Evidence of Conflict and Other Issues

On September 15, 2001, a Hindu Samaj was targeted with an arson attack and anecdotal accounts have indicated that hate crimes have increased by over 400% since that date. This is an ugly reality which was reported on by the Hamilton Chief of Police at the March 20, 2002 launch of the Community Roundtable where it was identified that:

- The Hamilton Police received a total of 132 reports of hate crimes in 2001 and, of these, 62% (82) were related to the aftermath of September 11, 2001;
- Before September 11, 2001, African Canadians were the most targeted group for hate attacks. After September 11, the main targets were Muslim and South Asian;
- The types of crimes reported included assaults, bomb threats, graffiti, harassment and arson¹⁵⁹.

While there has been a decrease in reported hate attacks since December 2001, reports of such criminal activities have continued throughout 2002 impacting on the same communities as noted above¹⁶⁰. Reports of hate attacks are not new to the Hamilton area. Evidence of conflict has been cited in the local political process where one elected official had racist graffiti on his campaign signs¹⁶¹. Anecdotal accounts have also addressed concerns of the targeting of South Asians in the 1970s and 1980s. These concerns led to the creation of the Indo Canadian Society and the first Mayor’s Committee on Race Relations. In the early 1990s, violent attacks on Sikh youth at a local school resulted in police officers being placed in schools to deter further incidents and months before September 11, 2001, the Heritage Front (a group well-known for espousing views considered inimical to good race relations) began distributing leaflets in the Hamilton community in response to a reported potential outbreak of the Ebola virus suspected of being carried by a woman of African descent¹⁶².

In response to these overt manifestations of racism, SISO convened community consultations and developed a report on conflict transformation. This report notes the significance of taking on work to address conflict and its impact on “immigrant, refugee and visible minority communities.” And that “(i)ts need and importance took accelerated momentum after the incidents of September 11, 2002...”¹⁶³. This has led SISO to establish a project to address the impact of hate crimes in the Hamilton area. Funded by the Department of Canadian Heritage, Multiculturalism Sector, the project began in July, 2002 and seeks to:

¹⁵⁸ See *Unfurling the Flag* at 7 and the *Community Forum on Immigrant and Refugee Issues* at 16-19.

¹⁵⁹ See *Notes for Chief’s remarks - Roundtable Launch, March 20, 2002*, Hamilton-Wentworth Regional Police

¹⁶⁰ See *Hamilton Police Hate/Bias Statistics 2002* which identifies 92 reported incidents from January to October, 2002 with the over 50% of such occurrences (48) based on race and the most significant impact on African Canadians (23).

¹⁶¹ See *Unfurling the Flag* at 6.

¹⁶² Information based on interviews with community activists within Hamilton.

¹⁶³ See *SISO Community Forum for Conflict Transformation Report* at 3.

- Develop a viable community-based and institutional network to address hate crimes;
- Coordinate activities between community groups, institutions and police concerning hate crimes;
- Provide training for community groups, institutions and police and convene consultations and focus groups to elicit and respond to concerns about hate crimes.

In addition to hate activities, other concerns on discriminatory treatment have been reported in such areas as:

- Conflicts in accessing housing and perceptions of racism by landlords who may have preconceived notions of immigrants and refugees whose applications for housing are often rejected because they either receive welfare or are perceived by landlords to be a high risk;
- Neighbourhood conflicts resulting from cultural differences and racism;
- Communications difficulties with landlords resulting from language barriers;
- Language barriers to services for youth and seniors;
- Media bias against subordinate racialized groups; and
- Lack of services and leadership to address needs of immigrant youth¹⁶⁴.

5.1.7 Examples of Anti-Racist Institutional Change Work

Several initiatives aimed at developing and implementing anti-racist institutional change work have been documented in reports prepared by the United Way of Burlington, Hamilton-Wentworth as well as in *Unfurling the Flag*, in SISO's *Conflict Transformation* report and in the *Community Forum on Immigrant and Refugee Issues*. These documents suggest that there is a foundation that is being developed in the Hamilton community and the initiatives, strategies and resources identified in these reports can and should be integrated into future anti-racist institutional change initiatives in Hamilton.

For example, the United Way of Burlington, Hamilton-Wentworth began its anti-racist organizational development work in 1990. This was initiated as a result of the organization recognizing that it was not representative of the communities it served. Since that time, the United Way of Burlington, Hamilton-Wentworth has developed numerous resources and engaged in various activities to promote anti-racist organizational change. Some of these resources include: *You are the Way: Train the Trainer Institute*¹⁶⁵, *Creating Barrier-Free Organizations: How to Be an Effective Agent of Change*¹⁶⁶, and, *Bias-Free Hiring Handbook*¹⁶⁷. These documents have addressed such issues as: glossary of terms; effective strategies for recruitment and selection of staff; development of an inclusive organization; and how to identify and eliminate barriers. As a funder, the United Way of Burlington, Hamilton-Wentworth requires organizations receiving its funds to undertake anti-racist organizational change work and, to date, it is reported the 69 agencies are now developing and implementing such policies and programs.

¹⁶⁴ Ibid at 14 -16, 20 - 22, 22 - 23 respectively.. See also *Community Forum on Immigrant and Refugee Issues* at 7 for youth issues.

¹⁶⁵ Developed by Nancy Simms (no date).

¹⁶⁶ Developed by Maxine Carter (1999).

¹⁶⁷ Prepared by the United Way of Burlington. Hamilton-Wentworth.

In both ***Conflict Transformation*** and ***Community Forum on Immigrant and Refugee Issues***, there is information provided about actions being implemented to address identified issues. There is also identification of resources in place to assist in developing appropriate responses. As well, in continuing the previous work of the City of Hamilton guided by the former City of Hamilton Mayor's Committee Against Racism and Discrimination, the current City Council has established Advisory Committee Against Discrimination and Committee Against Racism. In addition, the City has created the position of Access and Equity Coordinator as a resource to assist in identifying and eliminating discriminatory policies and practices within the City and to develop relationships between the City and diverse communities.

In addition to these, the current Board of Education for City of Hamilton-Wentworth is in the process of developing an equity policy and implementation plan, which would also address anti-racism initiatives within the school system. It is possible that such a policy and plan would build upon the work done by the previous Board of Education for the City of Hamilton which had established a very clear and purposeful approach to an anti-racism and ethno cultural equity implementation plan guided by a mission statement declaring the "(t)he Board of Education for the City of Hamilton is committed to policies, programs and school environments which encourage all students, employees, parents, trustees and members of our community to fully contribute to and benefit from our rich racial, ethnic, cultural and religious society."¹⁶⁸ This Board initiative had developed in the areas of Board Policies, Guidelines and Practices; Leadership; School-Community Partnerships; Curriculum; Student Languages; Student Evaluation, Assessment and Placement; Guidance and Counselling; Racial and Ethnocultural Harassment; Employment Policies; and Staff Development. For each of these areas, the Board had established a plan of action identifying expected outcomes, resources, timelines and responsibility centres.

Further, there are several goals within the City of Hamilton-Wentworth's ***VISION 2020: Strategies for a Sustainable Community***, which directly bear upon the need for anti-racist work to be properly developed and sustained into the future. These include:

- Making Hamilton-Wentworth's labour force the best trained and adaptable in the world to ensure local businesses are competitive;
- Eliminating barriers to employment and promoting Hamilton-Wentworth as a desirable place to live and work;
- Recognizing, celebrating and preserving the diversity of Hamilton-Wentworth's natural and cultural heritage and the contribution of Aboriginal peoples;
- Reducing the number of families living in poverty and developing the environments to create a barrier-free community that allows all citizens to participate fully in community life;
- Preventing violence and abuse in the community;
- Enabling community participation in government decisions and in the development of cultural, educational, health and social services¹⁶⁹.

¹⁶⁸ See *Antiracism and Ethnocultural Equity Implementation Plan*, and, *Status Report: Antiracism and Ethnocultural Policy Implementation Plan*, the Board of Education for the City of Hamilton April 13, 1995 and 1997 03 06 respectively.

¹⁶⁹ At pages 17, 47, 49, 55 and 59 respectively

These goals of **VISION 2020** are the same as those expressed in other documents and reports prepared by organizations within Hamilton. As such, there is a clear relationship between these goals and the organizations espousing them. This should prompt closer working relations between these initiatives so that the City of Hamilton can benefit from the focusing of such resources and, further, so that anti-racism work in the City of Hamilton becomes embedded in the core work of the City and all of its initiatives¹⁷⁰.

5.2 Transferable Learnings

Many of the issues and challenges in the anti-racism work reviewed for this report address circumstances that are similar to what is going on within the City of Hamilton. The increasing pace of demographic change and the more significant number of subordinate racialized groups within large urban centres; the increasing racialization of poverty and other indicia of discrimination and disadvantage in education, access to health and social services as well as to employment; threats of conflict and hate motivated violence; increasing intolerance exhibited by the dominant group; the shrinking social safety net and its adverse impact on Aboriginal peoples and subordinate racialized groups - all of these factors contribute to the creation and maintenance of an atmosphere poisoned by divisions based on and contributing to racism.

The reports reviewed from the Hamilton community make it clear that this is a city in crisis. Both anecdotal and quantitative evidence of discrimination abound and appear to be indicators of the raw wounds at the surface of the City's public life. This matter has been catapulted into prominence by the events following September 11, 2001 when a number of heinous hate crimes were perpetrated within the Hamilton community, jarring all levels of leadership within the community and resulting in the establishment of the Community Roundtable and the SHCI.

These signs of crisis are not unlike those that prompted the Stephen Lawrence Inquiry in the U.K., resulting in amendments to the Race Relations Act which now requires all public authorities, including local governments, to develop appropriate policies and comprehensive action plans to combat racism and promote racial equality. It is not much different than the experience of the former Municipality of Metro Toronto, which commissioned a report by Walter Pittman, *Now Is Not Too Late*, after a series of racist attacks, jarred the region's sensibilities and resulted in negative media attention in the U.S. It is not unlike some of the callous actions in the U.S. that resulted in the work of the Project Change initiative, particularly El Paso Texas where an African American male was dragged to his death behind a speeding pick-up truck driven by whites.

Crisis has prompted action in a variety of communities. What is interesting to note, however, is how these communities have remained engaged in anti-racist work long after the crisis has retreated into the background. Much work has been done, much time spent, many words written and spoken, many meetings convened and adjourned, many projects developed and implemented, many reports written and evaluations done. As such, there is a clear record of what has worked

¹⁷⁰ The **VISION 2020** initiative is discussed further in *Seeing 2020, Final Report: Implementing Vision 2020*, Greg McKibbin, Executive Director, Action 2020, September 2002.

and what has not; there is a clear record of how to develop anti-racist work and how to get it funded; there is a clear record of how to develop leadership, who took leadership and how leadership transitions have been managed; there is a clear record on the kinds of obvious and subtle issues individuals, communities and institutions need to pay attention to in order to have success.

This has meant that there is much that is transferable from the research to the present initiative in Hamilton. Developing leadership, strengthening communities, identifying roles for the voluntary and private sector, developing strategic approaches to anti-racist institutional change work, communicating with and educating the public, ensuring community safety as well as sustaining the work and establishing accountability mechanisms are all important components of anti-racist institutional change work. These issues will be discussed separately below

5.3 Options for Consideration

Given the wide range of issues required for developing and implementing effective anti-racist institutional change initiatives as well as the numerous challenges, barriers and solutions put forward by organizations within the City of Hamilton, it is important for the SHCI to consider best ways to address the challenges of racism within the Hamilton community. The issues and options identified below are put forward to assist thinking and acting in this direction. They are based on a number of assumptions that are:

1. There are a number of valuable resources already in place in Hamilton that are addressing the need for anti-racist institutional change, including the Community Coalition Against Racism, the United Way of Burlington and Hamilton-Wentworth, the City's Access and Equity Coordinator, the Board of Education for the City of Hamilton-Wentworth, SISO, the City's Advisory Committees on equity issues, and the Working Group on Racial Equity. These resources are very committed but appear to need additional resources and more effective linkages between themselves and with institutions.
2. There have been a number of initiatives in the past within Hamilton that would be useful to review and to assess their relevance to today's challenges, particularly in education, social and health services.
3. The recent studies conducted in Hamilton and reports released by community groups provide a wide range of issues to address and concrete solutions to consider.
4. It is important to maintain the momentum created by the SHCI and the Community Roundtable as they bring together a wide range of community and institutional interests, which, if moving in the same direction, can have a tremendous impact on bringing about anti-racist institutional change within the Hamilton community.
5. It is important to ensure community safety and to eliminate racial violence as well as threats of racial violence in order to promote community well-being and to ensure the community develops a cohesive and harmonious environment.
6. A strong and clear definition of antiracism is required that is consistent with those in the United Nations Declaration on the Elimination of Racial Discrimination, the European Union Monitoring Centre on Racism and Xenophobia, the U.K. Commission on Racial Equality, the various grassroots projects in the U.S. and organizations within Canada that have developed promising anti-racist practices.

7. It is critical to ensure that all organizations involved in anti-racist institutional change work do so in a manner that is transparent, accessible, inclusive and provides appropriate opportunities for monitoring progress as well as ensuring accountability and effecting compliance.

5.3.1 Leadership and Developing/Maintaining Coalitions for Action

It is very clear that, in all of the initiatives reviewed in this report, leadership is a critical element which must be respected when it emerges as a result of crisis but, also, which must be planned for and nurtured. Communities and institutions alike must realize the challenges in maintaining leadership and in having well managed transitions so that new leadership can emerge well informed, educated and confident after a transition. This is extremely critical to anti-racist community building and institutional change, which can easily die out or lose focus and change direction in a leadership transition. Further, leadership has both short- and long-term effects on the capacity to mobilize resources, build support and confidence amongst those involved, and to lead public education and shape public opinion.

For these reasons, the SHCI must consider how to maintain its current leadership and develop new leaders for the future. To do this, the SHCI may wish to consider:

1. Having the current leadership of the Community Roundtable remain in place to further develop initiatives planned through the SHCI research, dialogue and outreach efforts. This has been done in the Project Change initiatives, which has been able to maintain and develop its efforts over the past decade with the consistency and clarity required to develop concrete results.
2. Examining ways to develop leaders that will, in time, work with or replace those now engaged in the SHCI and the Community Roundtable. Effective mechanisms usually involve active recruitment for interest and capacities as well as leadership education, training and mentoring. Again, the Project Change initiative as well as those models cited in the communities referenced in **15 Ways to Develop Community**, and, **Community Cohesion** are useful resources to review.
3. Examining ways to ensure leadership qualities and ideals are developed amongst youth so that they can engage with and contribute to anti-racist change work now and in future years. This has been a common element amongst most initiatives researched. The issue of youth leadership has also been a concern within the reports prepared by several Hamilton organizations.
4. Ensuring that the leadership of the SHCI and Community Roundtable is diverse in terms of race, gender, immigrant status and other personal characteristics critical to ensuring individuals from diverse communities come together to develop anti-racist change work that will have a lasting impact on the entire Hamilton community. This has been referenced in most of the research and echoed in the Hamilton documents reviewed for this report.
5. Establishing requirements and accountability mechanisms for those involved in leadership, particularly in terms of their responsibilities for public education and engaging in anti-racist institutional change work within their own organizations and communities and collectively through the SHCI and Community Roundtable. All initiatives stress the importance of goal setting, planning, identifying roles and responsibilities, identifying budgetary requirements, implementation action and timeframes, evaluation and accountability.

5.3.2 Strong Communities

The research makes it clear that anti-racist initiatives require strong communities. This is critical for issue identification, community building, leadership, public education and advocacy. Without strong communities, it is doubtful if anti-racist work can develop; with strong communities, anti-racist work engages a vibrant and required force for change. Strong communities raise issues that require attention; they hold institutions and leaders accountable; they educate their own and build trust and bridges between their diverse constituents. They are a must for anti-racist institutional change work which is difficult, time consuming and critical to the overall development of a multicultural, multiracial, multireligious environment.

Given this, it is important for the SHCI to consider how best to establish strong communities which can develop the leadership and organizational capacities to work with institutions in designing, developing, implementing, monitoring and evaluating anti-racist institutional change work. To do this, the SHCI may wish to consider:

1. Enhancing the capacity of current community-based organizations engaged in anti-racist work, e.g., SISO, the Working Group on Racial Equity, so that these groups can take on the many challenges required to develop and sustain anti-racist work in the City of Hamilton, including coordinating community consultations and developing tools and capacities to work with institutions on anti-racist policy, program development and implementation. The research, particularly from the U.S., indicates that such organizations can effectively develop the capacities and leadership required given their current status as key players within the community. However, to do so would undoubtedly require an infusion of human and financial resources, possibly a revision of their mission/mandate and public education to ensure information is within the public domain regarding the changes within these organizations.
2. Developing a coalition of community-based organizations solely dedicated to anti-racist institutional change initiatives that can work with and build bridges between current community organizations, and, between community organizations and institutions. Such an entity should also be able to facilitate community/institutional dialogue on anti-racist issues and needs, providing a forum for public input into anti-racist change work and opportunities for identifying anti-racist issues and needs. In Canada, such a function is played by the Urban Alliance on Race Relations and Sioux Lookout Anti-Racism Committee. Similar roles are played by the local race relations councils in the U.K. and by most community-directed anti-racist initiatives in the U.S. cited in this report. Such organizations play an effective role in bringing together diverse stakeholders to share issues, perspectives and to then focus on a common issue with clear goals, purposes and timeframes. There appears to be no similar organization in Hamilton. As such, current organizations are attempting to fill this void by stretching their mandates and limited resources to meet critical challenges.

5.3.3 Role of the Voluntary Sector, Business and Institutions

The changing composition of the City of Hamilton is something that is critically linked to the immediate as well as long-term health and well being of the City. As noted in several Hamilton-based reports, particularly *HR Matters*, the make-up of the City of Hamilton will continue to change as a result of immigration and the settlement within the Hamilton community of individuals from Asia, Africa, Latin America and the Caribbean. This is a phenomenon that is evident across Canada, especially in its large urban centres. However, as *HR Matters* points out, while immigration is likely to be the sole source of population maintenance and growth in Hamilton, the City may be becoming less and less of an attraction for those immigrants who have skills and/or businesses and are looking for an appealing place to settle.

As the SISO report on *Conflict Transformation* repeatedly indicates, immigrants with these assets, knowledge and skills face numerous barriers to becoming successful in Hamilton, e.g., difficulties with immigration officials, having school programs that support their children, having local services that are non-discriminatory and sensitive to diverse languages, religions and cultures. Both reports acknowledge the critical nature of dealing positively with immigrant settlement to the local community and local economy. It is, therefore, imperative that the City of Hamilton ensures that all sectors of the community take on work that is supportive of the settlement of highly skilled, educated and financially resourced immigrants.

Further, given the increasing racialization of poverty within the Hamilton community and the barriers faced by Aboriginal peoples and subordinate racialized communities in employment, access to services, education and so on, it is critical that all sectors of the Hamilton community take on the challenge of anti-racist work. Failure to do so may result in the deterioration of the City; doing so successfully may result in the City's finding of a vibrant and exciting future as one of Canada's largest and model urban spaces.

Equally important, there are critical leadership roles that the business community can and must play to support anti-racist institutional change both within their own organizations through employment equity and work place harassment prevention programs. Like the Levi-Strauss Foundation in the U.S. they can also be major funders and supporters of building strong, cohesive communities that have the capacity to develop and engage in anti-racist institutional change work.

To set out on this path, it is important for the SHCI to consider:

1. Developing the interest of the voluntary sector, business and other public and private sector organizations to demonstrate their interest and commitment to the importance of anti-racist institutional change work.
2. Establishing a mechanism, perhaps through the Community Roundtable or through City Council (or both), for taking on the barriers, challenges and issues faced by the City's changing communities and advocating with these communities for positive changes in the policies, programs and services of all institutions serving the Hamilton community.
3. Developing mechanisms for the voluntary sector, business and other public and private sector institutions to come together for purposeful dialogue with

representatives of community-based organizations and members of subordinate racialized communities to strategize and plan together on ways to make the City of Hamilton a vibrant multiracial and multicultural community. This can be done through the continuation of the Community Roundtable or through the leadership of the City's Mayor with City Council.

5.3.4 Role of Local Government

The importance of local government's involvement in anti-racist institutional change work has been identified in the research done for this report, particularly those models identified in the U.K. and in Canada. Developing an appropriate role for the Mayor and Hamilton City Council to play is important to ensuring the municipality's ongoing support and commitment to anti-racist institutional change initiatives. In the majority of the literature reviewed, particularly those from the U.K. and Canada, the local government has been seen as a major and critical ally in the development and implementation of anti-racist initiatives. This is so for many reasons: (a) it is a major political force within the local community; (b) it governs the delivery of essential services within the local community; (c) it has the capacity to set public opinion and to bring diverse interests together for the common good; and (d) it has the moral authority to compel other organizations (voluntary and private sector) and governments to address issues that have an impact on the local community. All of these matters are integral to anti-racist organizational change work.

To address these matters, it is important for the SHCI to consider:

1. Having the Mayor and the Hamilton City Council establish appropriate by-laws, policies, procedures, financial and human resources as well as political structures within Council and within the community to demonstrate commitment to supporting and sustaining anti-racist institutional change work in Hamilton. There are several examples of such leadership and initiative within the U.K., which have been developed both before and after amendments to the U.K. Race Relations Act that now requires compliance by all public authorities, including local governments, to developing comprehensive organizational strategies to eliminate racial discrimination and to promote racial equality.
2. Having the Mayor and City Council enhance the capacity of consultative community committee(s) to work with the Mayor and Hamilton City Council on the further development and implementation of the municipality's leadership role in anti-racist institutional change work¹⁷¹. Such structures have existed and do now exist in the former Municipality of Metro Toronto and the current City of Toronto where there have been reference groups, committees and advisory groups to address broad equality issues as well as specific issues as policing, immigration, hate crimes and so on.
3. Having the City's departments, agencies, boards and commissions set a model for leadership on anti-racist organizational change by establishing strategic, resourced and coordinated anti-racist action plans with clear goals, objectives, responsibilities, timeframes, anticipated outcomes, evaluation criteria and accountability measures as

¹⁷¹ Hamilton City Council has set up several advisory committees dealing with issues of racism, sexual orientation, Aboriginal peoples, persons with disabilities, women, mundialization as well as immigration and refugee issues.

well as mechanisms. Such actions have been implemented within local governments in the U.K. and within the former Municipality of Metro Toronto, all of which had developed clear frameworks for action planning and had linked such actions to ongoing performance measures both at the organizational and individual staff levels.

4. Having the City's departments, agencies, boards and commissions refer to the models, theories and strategies contained in this report's research on the responsibilities and needed activities of local government to develop, implement, monitor and be accountable for anti-racist organizational change work.
5. Ensuring that anti-racist institutional change work, particular indicators of need and success, are included in the future development of the City's *Vision 2020* project and strategies for a sustainable community.

5.3.5 Developing Strategic Actions and Starting Points for Institutional Change

The Community Roundtable has established a rather unique process, which, if maintained in some form, can be a critical focal point for initiating; coordinating and sustaining anti-racist institutional change work in the City of Hamilton. As a high profile amalgamation of civic, community, business, education and voluntary sector leaders, the Roundtable has the potential to influence the development of strategic anti-racist institutional change by those organizations represented within it. This can come about through the declared commitment of each Roundtable member to work within his or her own organization for this purpose. The Roundtable can then act as a facilitator, resource and accountability board to support and ensure effective implementation of the anti-racist institutional change work by its members.

To achieve this, it is important for the SHCI to consider:

1. Having organizational leaders represented at the Community Roundtable undertake to continue with the Roundtable and to initiative anti-racist institutional change work within their own organizations. This would ensure a comprehensive, city-wide approach to anti-racist institutional change and demonstrate the commitment of the public and private sector to this goal.
2. Providing members of the Community Roundtable with education and training on anti-racist institutional change work and the roles that are essential to establishing and supporting organizations to implement such work.
3. Providing a forum for the members of the Community Roundtable to examine each other's initiatives and to assess ways in which they might work together to ensure effective implementation. Such a forum could serve as an accountability mechanism for both public and private sector organizations. It can also serve as an educational forum for these organizations as well as the public.
4. Establishing requirements and accountability mechanisms for those involved, particularly in terms of their responsibilities for public education and engaging in anti-racist institutional change work within their own organizations and communities and collectively through the SHCI and Community Roundtable. Many initiatives stress the importance of goal setting, planning, identifying roles and responsibilities, identifying budgetary requirements, implementation actions and timeframes, evaluation and accountability. This is a useful framework for developing, implementing and sustaining anti-racist work.

5.3.6 Anti-Racism Education and Training

As most of the reports researched indicate, dealing with racism and anti-racism is both a difficult and sensitive subject and is one, which many individuals attempt to avoid dealing with directly. Further, those involved in anti-racist change work at times become mired in the struggle around language, definitions, meanings and relationship between anti-racism and other equality issues, e.g., disabilities or gender equality. It is for these reasons that anti-racist education and training is important for building alliances or coalitions, fostering leadership and designing, developing and implementing institutional change work or public education and community building activities.

Further, as discussed in several of the initiatives researched, e.g., Dismantling Racism Project and the Project Change initiatives, it is also critical to acknowledge the importance of ongoing anti-racist education and training to the changing of institutional policies, practices and individual behavioural change and, as such, this type of education and training needs to be provided over time and linked with other strategic education and training initiatives.

In addition, several institutional change initiatives, particularly through the racial equality councils in the U.K., work with community representatives in the design, development and delivery of anti-racist education and training. In the Hamilton community, much work on this matter has been developed and implemented by the United Way. Other Canadian models are evident in the work of the former Municipality of Metro Toronto and in the City of Saskatoon.

To initiate action in this area, it is important for the SHCI to consider:

1. Developing an education and training plan for those organizations that commit to taking on anti-racist institutional change work.
2. Developing a train-the-trainer program to ensure capacities are nurtured within the Hamilton community to maintain ongoing education and change work. This would ensure local capacity building and development of education and training work specific to Hamilton's history and community experiences.
3. Providing anti-racist education and training on an ongoing basis and linking such to the performance development and institutional change initiatives. This will allow for continued dialogue and education on this sensitive matter.
4. Ensuring anti-racist methodologies and issues are included in other education and training work embarked on by organizations that remain involved in this process. The U.K. models on combining race relations evaluations with Best Value practice audits is instructive in this regard. Having anti-racist education embedded in other education and training will reinforce its value and centrality as a core component of organizational policies, programs, services, employment and decision-making.
5. Examining ways to value and ensure effective roles for community-based resources in the education and training work. Both the anti-racist work in the U.S. and the U.K. have recognized the value of this and, further, it has been mandated in the U.K. under the amended Race Relations Act.

5.3.7 Public Education

It is clear from almost all of the research gathered that anti-racist institutional change work does not take place in a vacuum but, rather, as part of the fabric of society. Also, given the sensitive nature of racism, it is important to assess, understand, respond to and influence public attitudes and opinions regarding the importance of anti-racism work to the building of an inclusive and energetic community.

In this context, public education is a vital component of anti-racist institutional change work contributing, as it does, to the creation of a supportive environment for taking on work that is always challenging and, at times, highly charged and emotional. Not everyone responds to issues or racism in the same way and all too often defensiveness, resistance, denial and backlash are characteristic responses to this important work. As such, it is incumbent on those engaged in anti-racist work to ensure the public is educated about the issues involved, their importance, why the work is necessary, how it is being done, when and where it is being done, who is involved in doing it, and how they can become involved.

To undertake effective public education supportive of anti-racism institutional change, the SHCI may wish to consider:

1. Establishing an adequately resourced function for regular communications with the public through a variety of mechanisms, e.g., Internet, media releases, and through public meetings accessible in community locations and in appropriate languages.
2. Establishing information sessions for the public on the strategies being used to address anti-racism work in Hamilton. This will contribute to the development of a cohesive community and provide opportunities for public input into anti-racist change work within Hamilton. It will also serve to assist in identifying community leaders and issues requiring attention.
3. Conducting outreach into specific communities to ensure they have the opportunity to be made aware of the anti-racist institutional change work within Hamilton and ways in which they can either get more information or become involved.
4. Establishing a regularly convened public forum, e.g., annually, to announce anti-racist change initiatives as well as to be accountable for the implementation of such initiatives.

5.3.8 Community Safety and Elimination of Racial Violence

It is evident that much of the work on anti-racism within the U.K., U.S. and Canada is in response to racist violence. Such is the case now in Hamilton which has seen an extraordinary increase in hate crimes following September 11, 2001. This challenge must be addressed directly as it has the capacity of tearing communities apart, silencing some elements of the community and dismantling relations between all communities.

To address this matter, the SHCI may wish to consider:

1. Establishing a protocol, including clear working relationships and roles and responsibilities, to address reports of hate crimes and to ensure their vigorous prosecution.
2. Examining and revising the definition of a “hate crime” to ensure it affectively addresses community concerns within the context of the Criminal Code of Canada. Such an approach develops common understanding between police and communities on this matter and can facilitate the development of appropriate working relations as well as confidence and trust between them.
3. Developing and implementing education and training programs for communities, police, crown attorneys, local city officials and media on this matter, particularly to clarify the law and to assess appropriate roles and responsibilities
4. Examining ***Hate: Communities Can Respond***¹⁷². The former Municipality of Metro Toronto in partnership with numerous community-based organizations prepared this document. It provides important information on the ways in which police, communities and politicians can work together to eliminate hate crimes. Also worth examination is ***Guidance on Community Cohesion*** developed by the U.K. Home Office in 2002 in cooperation with the Commission on Racial Equality, the Local Government Association and the Interfaith Network. This document has a specific section addressing community safety and policing;
5. Developing and implementing a public education campaign to engage the community in the fight against hate and to provide information on the ways in which the police, community and politicians are working together to combat hate. It can also provide communities with information on what they can do to combat hate;
6. Establishing an annual report card on hate crimes within the Hamilton community. Such a report card can provide information on how Hamilton compares with other large urban centres, can draw distinctions between reported crimes and charges laid as well as between charges laid and successful prosecutions. In addition, such a report card can identify what has worked in addressing hate crimes in the Hamilton community and what may need to be done in the future to address this matter.

5.3.9 Developing Clear Roles, Responsibilities and Sustaining the Work

Given the current interest from a wide range of institutions and community-based organizations to develop and implement anti-racist work within the City of Hamilton, it is important to identify the resource and organizational capacities of these entities and to develop a protocol for working relations between these groups. This is critical to developing and maintaining good working relations while, at the same time, identifying resource commitments and responsibilities for those involved. It will also help in establishing common goals, objectives and timeframes for action to be undertaken which will lead to achievement of results and the ability to undertake effective evaluations over time.

In particular, identifying the resources each can dedicate to anti-racist institutional change work will help in addressing strengths and gaps. This is particularly important in assessing the resource capacity to undertake the work and to putting into place a viable financial plan through organizational commitments in annual budgets and through seeking external funding when needed. In identifying and securing financial resources

¹⁷² Cassandra Fernandez and Donna Costanzo, Municipality of Metropolitan Toronto, Access and Equity Centre, 1995

to support anti-racist work, it is important that each organization considers how it will sustain such work over the long-term. This is the most effective way to demonstrate commitment and ownership over the initiative.

To address this matter, the SHCI may wish to consider:

1. Establishing a resource list of organizations and their capacities to initiate and maintain their involvement in anti-racist institutional change work. This list would identify the range of organizations engaged in anti-racist work, their anti-racist policies and programs as well as the resources committed to implement such work;
2. Undertaking to identify resource gaps and needs among the organizations involved in anti-racist institutional change work. This would assist in matching skills with need and seeking resources to fill roles where little or none exist;
3. Developing a protocol for supporting relations between institutions and community-based organizations interested in engaging in common activities to develop and implement anti-racist organizational change work;
4. Developing appropriate annual budgets to ensure institutions and organizations place this matter as a high priority and provide the resources appropriate to meeting this effort. This would ensure anti-racist organizational change work is core to an organization's ongoing work and that adequate human and financial resources have been set aside to ensure effective implementation;
5. Developing projects to seek external funding for initiatives that can help build anti-racist work for time-limited, catalytic activities. Such projects can help build understanding and commitment to anti-racist change work while, simultaneously, providing organizations with time to consider how to support the long-term implementation of such work.

5.3.10 Accountability: Making it Work and Keeping Faith

The proof of anti-racist institutional change is in the work being done, the results achieved and lessons learned. Like other major initiatives, this requires good research, planning, design, development, implementation, monitoring and evaluation. It also requires regular processes for accountability as checkpoints that the work is being done and for dissemination of the results and the learnings. All of these establish a contract both within the institution involved in the work, e.g., its departments and employees that could lead to performance goals, objectives and measurements of departments and their staff. Equally, such a process establishes a contract with the community and the public and, as with accountability for budgets and strategic planning, transparent processes of accountability are a cornerstone of anti-racist institutional change work.

In this regard, accountability not only assures that the work is being done but, as importantly, it demonstrates the successes achieved and how the organization and its workforce are changing as a result. It demonstrates inclusiveness both within the organization and the community and builds strong links within organizations, between organizations involved in sharing and partnership activities, and between organizations and communities. It is, therefore, an essential component of community building and a key element to constructing a Hamilton community that is non-discriminatory and inclusive.

One of the key learnings in the U.K. is evident in the amendments to the Race Relations Act, which now makes developing and reporting on actions to implement race equality schemes mandatory and, further, place power in the Commission for Racial Equality (CRE) to monitor such implementation. If unsatisfied with the report of any public authority, the CRE has the power to ensure compliance and can impose specific duties as part of this process. There is no comparable mandate or institution in Canada except for having duties imposed as a result of a court order or human rights tribunal ruling. Establishing a non-adjudicative function with its mandate and responsibilities agreed to might be worth consideration in the Hamilton community to ensure action by all institutions engaged in anti-racist work.

To set out in this direction of building an effective contract between diverse stakeholders for anti-racist institutional change work, the SHCI may wish to consider:

1. Establishing requirements and accountability mechanisms for those involved in leadership, particularly in terms of their responsibilities for public education and engaging in anti-racist institutional change work within their own organizations and communities and collectively through the SHCI and Community Roundtable. Many initiatives stress the importance of goal setting, planning, identifying roles and responsibilities, identifying budgetary requirements, implementation actions and timeframes, evaluation and accountability. Such a framework would be useful to emulate in the Hamilton community;
2. Establishing accountability processes that allow for transparent reporting on achievements, lessons learned and the development of new endeavours and with such processes taking into consideration the needs of employees, organizations engaged in partnerships, subordinate racialized groups and the organizations that represent them, and the public;
3. Establishing mechanisms to share achievements, lessons learned and the development of new endeavours with other cities and levels of government as a way to influence anti-racist institutional work across Canada;
4. Establishing a monitoring and compliance body that can review actions undertaken by institutions and mandate specific actions needed to comply with anti-racist organizational change requirements.

CONCLUSION

The City of Hamilton is at a critical crossroad. Like other large urban centres, its population has changed dramatically and has become increasingly diverse. While this increasing diversity may not be a new phenomenon, the events following September 11, 2001 have prompted the City's leadership to review how best to address this changing community and to ensure issues and challenges based on racial diversity and racism are addressed. It is for these reasons that the City's Mayor established the Community Roundtable and it is for these reasons that the SHCI came into being and, amongst other actions, commissioned this research.

As the City moves forward in addressing the challenges of eliminating racism, promoting racial equality and taking on anti-racist organizational change work, it will be important for those involved to use this research as a reference tool, particularly as it provides many models of anti-racist work that may be worth emulating. Further, the research has uncovered documents that have evaluated the implementation of anti-racist institutional change in a variety of settings and have examined lessons learned from their experiences. This will undoubtedly be of enormous value to those who wish to use this research effectively.

While the City of Hamilton has a number of resources currently in place to address anti-racism issues and which are engaged in anti-racist organizational change work, there is now an opportunity for the City and its institutions, both public and private sector, to work together on a comprehensive strategy aimed at ensuring anti-racist institutional change is implemented in a comprehensive framework across the City. This will undoubtedly involve developing new working relations between communities and institutions as well as between different institutions. It will require leadership, commitment, trust, education of those integrally involved and ongoing communication to the public. It will require clarity and clear goals with objectives and timeframes and accountability mechanisms that serve as opportunities for information exchange as well as for monitoring results and ensuring compliance.

In short, it will involve new ways of working together and building a common future for one of Canada's largest urban centres. This is the challenge that the Community Roundtable and the SHCI face. A crossroad is, after all, just that - a choice between two different paths; and to choose the way of a comprehensive, community wide anti-racist institutional change initiative means doing something in a new and challenging way - a way that will likely pave the route to a promising future free of racism and providing opportunities to develop the full creative potential of all of its residents.

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www.thecdr.org

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www.links2learning.multiservers.com/Citizenship/anti_r.html

Commission for Racial Equality
www.cre.gov.uk

Employers Organization
www.lg-employers.gov.uk/dialog/race/index.html

European Union Monitoring Centre on Racism and Xenophobia
www.eumc.eu.int/projects

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Institute of Race Relations
www.irr.org.uk

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www.nccj.org

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