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Municipal anti-racism and diversity programs in Canada

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INTRODUCTION

This report provides an overview of diversity and anti-racism programs in Canadian municipalities, identifies some of the major benefits of these programs, and describes some of the more innovative features of programs in five moderately sized municipalities across Canada.

The research for this report included a literature review, a web search of 50 Canadian municipalities, postings on two web networks (Muniscope and the Creative Cities Network), and telephone and email interviews with administrative and program staff from 5 municipalities across Canada.

This report, and the PowerPoint presentation designed to accompany it, was contracted by the British Columbia Ministry of Community, Aboriginal and Women's Services, Settlement and Multiculturalism Branch.

OVERVIEW

Canadian cities tend to have very diverse populations. Overall, 3% of the Canadian population are aboriginal, 14% of the non-aboriginal population identify themselves as members of a visible minority, and 18% are immigrants. In major metropolitan areas, the proportion of visible minorities exceeds 30%, and in many smaller cities and towns the combined aboriginal and visible minority populations often exceed 10, or even 20 percent of the total population. With more than 200,000 immigrants entering the country every year, and with the birth-rates of immigrants and aboriginals consistently exceeding that of other Canadians, there is no doubt that Canadian municipalities will become even more diverse.¹

Municipal governments across Canada have been developing programs designed to address 'diversity issues', including racism, for more than thirty years. The first priority is usually putting the city's own house in order, which includes the development of employment equality and equity policies, and the implementation of diversity training, for its own workforce.

Some municipalities have been more ambitious. Several cities have enacted a policy, or a set of policies, covering issues related to diversity. Many have also created a committee with a mandate to advise city council on these issues. In some cases, the committee plays more than an advisory role, developing and implementing its own initiatives, and acting as a kind of ombudsperson, within the scope of its mandate. Committee membership may include city councillors, community groups, non-profit organizations, businesses, or private citizens, depending on the purpose that the committee is intended to serve.

Some municipalities have also extended their diversity program to the community at large. These initiatives range from support for community events, like the International Day for the Elimination of Racial Discrimination, to the provision of medical services in several different languages, to awards for promoting the acceptance of multiculturalism in the community.

¹ Population numbers used in this report are based on the 2001 census information provided by Statistics Canada.

Generally speaking, though, this kind of direct city involvement is rare, and most community-based initiatives are the work of community and non-profit organizations alone.

Racism is rarely dealt with as a discreet issue at the municipal level. Instead, it is usually folded in with other ‘diversity issues’, which include any kind of harassment or discrimination on the basis of race, ethnicity, culture, religion, gender, sexual orientation, or disability. Some cities do have specifically anti-racist policies and programs, but most have opted to include anti-racism as part of their general diversity initiatives.

Recently, in part because of the leadership of the Federation of Canadian Municipalities (FCM), significant emphasis has been placed on an ‘inclusive communities’ approach to diversity issues. According to “Building Inclusive Communities”, a paper prepared for the FCM and the Laidlaw Foundation, social inclusion “is about participating as a valued member of society,” and recognizing “the social, economic, political and cultural conditions that must exist in a just and compassionate society.”² Increasingly, this is stated as the underlying principle of many municipal diversity programs, reflecting the acceptance of the idea that a strong infrastructure integrates social planning and development along with physical.

The FCM itself has recently absorbed its own Committee on Race Relations into its Social Infrastructure Committee, which deals with all diversity issues, including racism, as issues of social inclusion. Nevertheless, the Federation still has a specific Policy Statement on Race Relations, which states its commitment to “the federal and provincial governments’ multiculturalism policies and the Canadian Charter of Rights and freedoms,” and its intent to “work with its membership to ensure full inclusion and participation of citizens from diverse communities in municipal government and in all aspects of community life.” Municipal governments, the FCM says, “must make equity and equality the cornerstone of the way they work, do business and govern to enjoy the full benefits of future growth and productivity.”³

The following sections describe the wide variety of diversity and anti-racism initiatives that cities are currently engaged in across Canada. These initiatives can be categorized as relating to the city as an organization, or to the city as a community. Some illustrations of both categories of initiative have been included at the end of each section, taken from five different cities from across Canada.

These five, which were chosen from a pool of 50 municipalities, were selected because they have programs that are in one way or another highly developed, and are in several cases innovative. We also restricted our selection by population, focusing predominantly on moderately sized municipalities, and staying away from smaller towns on one hand, and Canada’s largest urban centres on the other. The five that were chosen are Calgary, Edmonton, Halifax, Prince George, and Saskatoon. The illustrations are merely that – short summaries of the particular features that make each city interesting – and are not comprehensive case studies.

² Peter Clutterbuck and Marvyn Novick, “Building Inclusive Communities: Cross-Canada Perspectives and Strategies.” Prepared for The Federation of Canadian Municipalities and The Laidlaw Foundation, April 2003.

³ The full text of the Policy Statement on Race Relations is appended to this report.

THE CITY AS AN ORGANIZATION

Diversity initiatives that relate to cities as organizations can be divided into four categories:

- Employment practices
- Employee training
- Service provision
- Business practices

Employment practices

When a diversity program is put in place, employment practices are modified to conform to two complimentary norms: equality and equity. In this context, ‘equality’ refers to equality of opportunity, and ‘equity’ refers to equality of outcome. Generally, most municipalities already have an ‘equality of opportunity’ policy in place, likely dating to the late 1970s or 1980s, that was intended to address discrimination on the basis of race, religion, or gender. In the mid-1980s, following the Abella Report, governments began adopting ‘equity’ policies. These policies are in the same spirit as their American counterpart, affirmative action, but are intended to be less dramatic in the measures they take to address historical inequalities. Together, equality and equity policies are meant to ensure that all employees have an equal opportunity to function successfully within the organization, and that any artificial barriers to this success are compensated for. Most municipalities now include cultural background, ethnicity, sexual orientation, and disability along with race, gender, and religion as targets of these policies.

Employee training

Many municipalities now require their employees, and often elected officials as well, to undergo diversity sensitivity training. This can take a variety of different forms, from written guidelines to a week-long seminar, such as the one available at Vancouver’s Hastings Institute. One of the benefits of sensitizing employees to diversity issues is that it makes them more effective in dealing with both fellow employees and members of the community who are from backgrounds different than their own.

Service provision

One innovation that cities have made as service providers is to make translation services available. It is now common for cities with a high rate of immigration to provide documents in as many as, or more than, 10 different languages. Phone services are often provided with the option to speak to someone in a language other than English or French, and cities often hire individuals who are multilingual to deal with the public in face-to-face.

Business practices

As the furthest extension of their own workplace policies, some municipalities have begun to require all of their business partners to conform to the same standards that the city does. An outside service contractor, for example, must demonstrate that its employment practices are consistent with those of the city. In Prince George, this principle has been extended to the use of public facilities, in a rental clause that excludes, for example, groups propagating hatred from renting space from the city.

Focus cities

The following illustrations are examples of cities that have strong diversity programs that emphasise the city as an organization. It is important to remember that these illustrations are not intended to be comprehensive case studies. Each illustration highlights those features of the program that are well developed and/or innovative from an organizational perspective, and is therefore not necessarily a complete representation of the city's program.

Edmonton

Population: 927,020; 4.5% Aboriginal; 14.6% visible minority.

The City of Edmonton's diversity program is primarily concerned with the city as an organization. In a paper written in 1996, the then Chief Officer of the City of Edmonton's Diversity Initiatives Office offered a pragmatic justification for the early stages of the City's program: "In Edmonton, the purpose of its diversity initiatives program is to ensure that every employee feels involved in achieving the corporation's goals, to ensure that there are no unnecessary barriers or hindrances for such involvement, and to eliminate unproductive time (or lost time) which could result from perceived or actual harassment or discrimination." He also argued that a concern for diversity is important from a "service provision perspective," in that "it is important that recipients of Edmonton's services feel that they are receiving the best value for their tax dollars, regardless of their ethnicity, language, race, or culture."⁴ Since that paper was published, significant changes have been made to the program, though the focus in Edmonton remains the city as an organization. It has moved past corporate efficiency as its primary motivation, and now emphasises that Edmonton is a "culturally diverse city where people choose to live, learn, work and play," with its initiatives based largely on Department business and/or service needs, which are generally customer or client focussed.⁵

⁴Peter P. Fernandes, "A framework for implementation of diversity initiatives: the case of Edmonton, Alberta," in Government Finance Review (April 1996, Volume 12, Number 2, Page 21).

⁵ Email correspondence with Edmonton's Diversity Consultant.

In 1976, Edmonton introduced its Equal Opportunities Policy, which was later revised in 1991, and then again in 1995. It was applied internally, as a workplace measure, and was enforced through the personnel department. The policy identified 11 ‘protected grounds’: place of origin, colour, mental disability, marital status, race, gender, religious belief, physical disability, age, ancestry, and sexual orientation. In part due to concerns that the guarantee of equality of opportunity did not address ‘considerations of service equity’, a Diversity Initiatives Office was created in 1993 to try to deal more effectively with these issues.

Edmonton’s current diversity program, while still focussed on the city as an organization, is now significantly more developed. Diversity issues related to the workplace are the responsibility of the Diversity Consultant in the Human Resources Branch of the Corporate Services Department, and individual departments work to make their services reflective of and responsive to the diverse needs of the community. The departments have the power to respond independently to internal diversity issues, but the response must be consistent with general standards, for which the Diversity Consultant serves as an advisor.

Community Services has taken a leadership role at the departmental level. Its Diversity Leadership Team, created in 2002, “supports opportunities for staff training, recognition and resources that encourage its business units to ensure community services are diversity sensitive and inclusive.”⁶ The team was derived from the previously existing Special Needs Leadership Team, which had been created in 1997 to ensure access for persons with disabilities to parks, recreation programs, services and facilities. The creation of the Diversity Leadership Team marked the expansion of the previous team’s mandate, which now includes aboriginal, multicultural, and special needs populations, still from a staff training, resource, service provision and access perspective.

Edmonton is a strong example of the organizational or ‘corporate’ model of diversity programs. Originally conceived as a means to ensure business efficiency, the program has now spread throughout the organization as a whole, with an emphasis on social inclusion. When interviewed, the Chair of the Diversity Leadership Initiative Team indicated that the city hopes to eventually extend the Diversity Leadership Team initiative to cover all of the Departments within the City.

Halifax Regional Municipality

Population: 395,940; 0.9% Aboriginal; 6.3% visible minority.

The Halifax Regional Municipality’s diversity program is primarily concerned with the city as an organization. Their program is, however, extensive – covering a range from employment practices to partnerships with private companies.

Halifax adopted its Community & Race Relations Policy in 1997. The purpose of the policy is to “ensure that residents from all of the Municipality’s Diverse Communities have an equitable

⁶ Email correspondence with the Chair of the Diversity Leadership Team.

opportunity to develop their individual potential.” The four specific goals of the policy are: the establishment of equality of opportunity for everyone; education and sensitization of the public to diversity issues; the promotion of anti-racism initiatives; and the promotion of cultural diversity. The Policy was developed and authored by the City’s Community & Race Relations Advisory Committee, which acts as an advisory body to City Council, but is not directly related to the City’s diversity program. It is currently being restructured to improve its efficacy.

The City’s internal diversity program is wide-ranging, covering all four categories identified in the ‘city as an organization’ set listed above (employment practices; employee training; service provision; and business practices). Halifax identifies its goal as “becoming an organization which is inclusive and supportive of all aspects of diversity. We address both who works for [the Halifax Regional Municipality] and the services and programs we provide to all of our diverse communities, in the broadest sense of the word. We integrate diversity wherever we can, and offer training, both standard and specific, on diversity related issues.”⁷

Halifax’s diversity program bears similarities to Edmonton’s model, but it extends more into the community. With a policy that specifically emphasises the education of the public on diversity issues, and the promotion of cultural diversity, Halifax has laid the foundation for establishing a community program as developed as the one it now practices as an organization.

⁷ Email correspondence with the Halifax Regional Municipality’s Diversity Programs Coordinator.

THE CITY AS A COMMUNITY

Diversity initiatives that relate to cities as communities can be divided into six categories:

- Events
- Community liaisons
- Funding programs
- Community services
- Awards
- Partnerships

Events

The most common community initiative that cities take on diversity issues is the support and promotion of public events. Many municipalities support the International Day for the Elimination of Racial Discrimination on March 21 (some have declared the entire month of March to be 'Race Relations Month'), and several cities support a wide variety of other events, including other national or international observances (e.g. Martin Luther King Jr. Day, Louis Riel Day, National Aboriginal Day), celebrations of specific heritages (e.g. South Asian History Month, Asian Heritage Month, Black History Month), awareness campaigns (e.g. Refugee Rights Awareness Week), and multicultural festivals that showcase the community's diversity, usually in the form of the arts or cuisine.

Community liaisons

Several cities have opened community liaison offices, or instituted liaison positions in existing offices, to deal with diversity issues. The role of these liaisons can be anything from a community information centre, to a coordinating body between the city and community organizations, to an individual who acts as a community liaison for a particular division of the municipal government (e.g., police services). Advisory committees, which usually include both city officials and community representatives, belong in this category as well.

Funding programs

Some municipalities have developed grant programs to help fund community-based diversity initiatives. Toronto, for example, established its Access and Equity Grant Program in 1980, with the objective of strengthening a positive race relations environment in the city, promoting respect and value for Toronto's multicultural and multiracial character, and to maintain a community infrastructure that addresses racism and racial inequality.

Vancouver also has a funding program, the Community Services Grant Program, which provides financial support to about one hundred non-profit organizations that serve Vancouver residents.

In 1999, more than \$500,000, or 18.5%, of the Community Services Grants budget went to organizations that serve immigrants, refugees, and culturally distinct communities.

Community services

Many cities have a variety of different community services in place in response to the needs generated by social diversity. In Ottawa, a citywide Multicultural Health program has been developed, with the intention of promoting and providing equitable and improved access for ethnic, racial and cultural groups who may experience barriers to health care services.

Awards

Several cities present annual awards for community service related to diversity issues. These range from awards for schoolchildren who have produced artwork, poetry, *etc.* that expresses a respect and celebration of diversity, to businesses that have contributed to in some way to the city's diversity initiatives, to private individuals for outstanding service in some regard. Most of these awards are framed as human rights awards, but some cities specifically recognize anti-racism efforts and achievements.

Partnerships

Some cities have begun to organize their diversity efforts in conjunction with partners from other sectors. The Diversity Calgary initiative, which is independent from, but heavily supported by the City of Calgary, bases its work on 'inter-sectoral partnerships' between the public sector, private sector, community groups, and non-profit organizations. In Prince George, the Intercultural Committee has a longstanding partnership with the Multicultural Heritage Society, which has resulted in several jointly developed City initiatives.

Focus cities

The following illustrations are examples of cities that have strong diversity programs that emphasise the city as a community. It is important to remember that these illustrations are not intended to be comprehensive case studies. Each illustration highlights those features of the program that are well developed and/or innovative from a community perspective, and is therefore not necessarily a complete representation of the city's program.

Calgary

Population: 943,310; 2.3% Aboriginal; 17.5% visible minority

Calgary has a diversity program internal to the city, but it is the effort of the Calgary community that is especially innovative. A major initiative, called Diversity Calgary, was launched in early 2003 after several years of planning. It is intended to bring together 'champions of diversity' from each of its four target sectors: public, private, community, and non-profit. These champions form the membership of both the Diversity Calgary Leadership Council, and the initiative's 'inter-sectoral teams'. One notable characteristic of Diversity Calgary is that, even though the City has played a significant role in its development and funding, the initiative is nevertheless an independent, non-profit organization, with a mandate to serve the community as a whole.

In 1992, a coalition of concerned citizens, city officials, and community groups created Calgary's Committee on Race Relations and Cross-Cultural Understanding. Though backed by the City, the Committee was, and remains, a community initiative. In 1999, with the help of the City of Calgary, the Committee created a Cultural and Racial Diversity Task Force, "aimed at creating a community that is free of cultural and racial barriers, where all people are valued and respected."⁸

After conducting some basic research, the Task Force contracted with a consulting firm to design and manage the project. It was completed in July 2002, with a report titled "Diversity Calgary: Moving Forward" as its end product. The report is thorough, carefully detailing each of the five phases of the project, which included in-depth community consultations, and a conference that brought together the project's four target sectors. It concludes with a set of recommendations for the creation of a new organization, called Diversity Calgary, designed to bring all four sectors together in a 'distinctly Calgary' approach to diversity, headed by a leadership council.⁹

In early 2003, Diversity Calgary became a functional organization. The Diversity Calgary Leadership Council is comprised of members from all four sectors and, because it sets the

⁸ "Diversity Calgary, Moving Forward: Project Report" Prepared by Springboard Consulting Inc., July 2002.

⁹ The Task Force wanted its work to be useful not only to Calgary, but to other cities as well. As a result, a stand-alone workbook derived from the project, titled "Moving Forward", is now available from Diversity Calgary as a guide for other cities interested in developing an initiative similar to their own.

agenda, it is at the heart of the initiative. Equally important are Diversity Calgary's 'Inter-Sectoral Teams', which initially numbered 12 (to match the 12 diversity strategies identified by the Task Force), but which have now been consolidated into six. These teams, again comprised of members from all four sectors, are intended to "provide forums for considering diversity issues and developing plans to advance the 12 strategies that have been endorsed for achieving Diversity Calgary's aims."¹⁰ The teams are as follows: Diversity Training; Employment; Improved Access; Organizational Policies & Practices; Partnerships & Stakeholder Involvement; and Teaching Resources. The most active at this time are the Teaching, Partnerships, and Employment teams. Two consultants, a Project Coordinator and an Assistant Coordinator, have been hired to assist the Leadership Council, its committees and the Inter-sectoral Teams.

At present, the Diversity Calgary initiative is still at an early stage of growth, but it is nevertheless one of the most innovative community approaches in Canada. Its current goals include the development of a social infrastructure in Calgary that ensures that the benefits of cultural and racial diversity are fully realized, the provision of anti-racism education and the reduction of systemic discrimination, and the removal of barriers to full participation in work and community, by promoting best practices and policies of inclusiveness in organizations, institutions and the community. The fact that so many different interests have been successfully brought together to work towards a common goal is impressive in itself, but it will be particularly interesting to see where Diversity Calgary is a few years from now, when it has firmly established its place in the community.

Prince George

Population: 72,406; 11.8% Aboriginal; 6.0% visible minority.

Prince George's diversity program is driven by an active and influential Intercultural Committee, which frequently partners with community organizations in the research and development of new initiatives. The City places equal emphasis on the city as an organization and as a community, but it is the community activities of the Intercultural Committee that are of particular interest.

The City's Intercultural Committee is an advisory body to the Mayor and City Council. Membership consists of individuals of various ethnic backgrounds, who are appointed based on their own merits, and do not represent any outside organizations in their capacity as committee members. The Committee itself does not deliver projects or events, but it can partner with other groups if the project fits the committee's mandate.

In the past, the Committee has partnered closely with the Multicultural Heritage Society, the mandate of which is to promote multiculturalism, diversity and anti-racism education. The partnership started in 2000 with a project titled "Creating Community Awareness of Hate Activities in Prince George." As part of this project, the Committee requested that Council create a task force to investigate issues surrounding hate activities, an initiative that went on to

¹⁰ "Our DiverseCity," Diversity Calgary (Volume 1, Number 1, Page 3).

win the 2001 End Racism Award from Multiculturalism BC. One particularly interesting initiative that came out of a later collaboration with the Multicultural Heritage Society is a rental clause that states that “The licensee will not use or allow others to use [public facilities] in any manner that is contrary to the applicable laws, statutes, bylaws, ordinances, regulations or other lawful requirements of any government authority having jurisdiction.”¹¹ This clause applies, for example, to groups that would propagate hate speech.

The Committee’s current focus is to work with the local manager from Immigration Canada to establish who the new immigrants to the City and area are, what their needs are, and how the City can be promoted as a destination point to attract entrepreneurial or highly skilled immigrants.

Prince George has a particularly active Committee for a city of its size, and it has been obviously beneficial to the community. The Committee successfully partnered with community organizations to address specific issues of concern, and has won several awards for its efforts. One unusual benefit is that the existence and work of the Committee helped to refute a suggestion made recently by a Member of Parliament, that there were ‘crosses burning’ in Prince George.

Saskatoon

Population: 222,630; 9.2% Aboriginal; 5.6% visible minority.

Saskatoon has a highly developed Race Relations Program, and is the only city that we came across that emphasises anti-racism over other diversity issues (though, of course, not to their exclusion). Since its inception, the Race Relations Program has had both an organizational and community focus, with a recent expansion of its efforts in the community. The city is currently revitalizing its 15 year-old program, following the recommendations of an external audit conducted in 2001, and a related community consultation held in 2002.

Saskatoon’s Race Relations Committee was created in 1989, as an advisory body for City Council. The mandate of the Race Relations Committee “includes the review of policies, practices and programs of the City to recommend amendments and/or new action with respect to: Personnel, Law Enforcement, Leisure Services, Housing and Community Services, Education and Training, Use of municipal facilities, and Planning and Zoning.”¹² It was recently renamed as the Cultural Diversity and Race Relations Committee.

An Equity and Anti-Racism Policy, ratified in 1999, was intended to serve as a framework for the development of measures to deal with the issues of equity and anti-racism. Following the audit and consultations conducted in 2001-02, however, it was decided that a new policy should

¹¹ Email correspondence with the a representative of the City of Prince George.

¹² “Ten Years in Review: Tenth Anniversary Report of the City of Saskatoon Race Relations Committee.” City of Saskatoon, 1999.

be drafted. In early February 2004, City Council resolved to adopt the Cultural Diversity and Race Relations Policy, which maintains the character of the former policy, but expands its purpose to include more community-based initiatives. The City has identified four community goals, and the means through which they hope to achieve them. The goals are: a workforce that is representative of the population of Saskatoon; zero tolerance for racism and discrimination; community decision-making bodies that are representative of the whole community; and the establishment of awareness and understanding in the community regarding diversity issues, and the acceptance of the various cultures that make up Saskatoon. To achieve these goals, the City plans to be: a leader in the community by communicating the City's vision and role with regard to diversity issues; a leader in the community by achieving its goals within its own organization; a facilitator to bring other agencies together to work jointly towards its goals; a coordinator or clearing house for information sharing; and a granting agency through existing grant programs.¹³

Several of Saskatoon's programs are innovative, and many are designed to address the needs of the city's Aboriginal community specifically. A good example is the Peacekeepers Youth Camp, an initiative of the Saskatoon Police Service, which pairs Aboriginal youth with members of the police force on a camping trip, with the intention of creating trust between the two groups. Another initiative related to, but not restricted to, the Aboriginal community, is a new program to address the specific needs of minority women, who face multiple fronts of discrimination, which is funded by the Status of Women Canada, and administered by Federation of Canadian Municipalities. The Federal Department of Indian Affairs, through its Aboriginal Workforce Participation Initiative, has provided additional funding. Research findings from the project will be used to help develop a national toolkit designed to increase the participation rates of marginalized women of all backgrounds.

Saskatoon is the only city we found that has a developed program intended to address race relations above all other diversity issues. While most cities have begun to move toward more general 'diversity' programs, Saskatoon has identified racism as a particular problem for its community, and has recently reaffirmed its commitment to an anti-racist agenda.

¹³ "What's New in Race Relations?" Saskatoon Race Relations Office, March 2004.

THE BENEFITS OF ANTI-RACISM PROGRAMS TO MUNICIPALITIES

The city as an organization

The most basic benefit of anti-racism programs to municipal government is compliance with the law. The past half-century has seen dramatic changes in the law with regard to racism, at the international, federal, and provincial levels. As the most common point of contact between citizens and government, it is particularly important that municipal governments ensure that they are in full compliance with the law, including the International Convention on the Elimination of All Forms of Racism (to which Canada is a signatory), the Canadian Charter of Rights and Freedoms, the Canadian Human Rights Act, the Human Rights Code of British Columbia, and the federal and provincial Multiculturalism acts. This imperative has both practical and moral significance.

There are many pragmatic, economic benefits to establishing an anti-racism program as well. The simplest is efficiency. With a program in place, there is no confusion about what actions to take, or who is responsible for taking them, in the event of an incidence of racism. Further, from a workplace perspective, city employees are less likely to become mired in issues arising from discrimination, and are therefore better able to avoid the drop in productivity that such problems can encourage. Finally, a municipality can earn the trust, loyalty, and respect of its employees by demonstrating that it takes the matters of diversity seriously, and deals with them fairly.

The city as a community

The other side of the economic benefits of an effective anti-racism program is that it encourages people to remain, move to, and invest in your community. By creating a safe, welcoming environment that explicitly forbids and punishes harmful discrimination on any basis, a municipality will become more inclusive and much more inviting to minorities, their families, and their businesses. Aside from the obvious advantage of an increase in population growth, minorities and immigrants can create jobs, both through entrepreneurial ventures and through the expansion of the local consumer base. Some cities have also seen an increase in exports following new immigration.¹⁴

There are significant social benefits to having an anti-racism program as well. Many cities have begun to see ‘social inclusion’ as an important part of their infrastructure. Clearly, it is in the interests of a municipality to include all of its citizenry, whether that inclusion be through civic participation, or by simply accessing a service that the city is responsible for. The reality of immigration, which brings with it a host of challenges that make ‘inclusion’ mean much more than just a welcoming attitude, makes it the political, economic, and moral obligation of city officials to have a plan and practice for dealing with diversity issues, and racism in particular.

¹⁴Roslyn Kunin, “The Economic and Social Benefits of Cultural Diversity,” in Forum on Multiculturalism in Municipalities: A Collaborative Approach. Multiculturalism BC, 1994.

CONCLUSION

For more than thirty years, many cities across Canada have been developing diversity and anti-racism programs. Most of these began as corporate initiatives, approaching diversity from the perspective of the city as an organization but, increasingly, municipalities are trying to include the entire community in their efforts. The particular character of each program varies in each circumstance, reflecting local needs and political context, but there is an underlying consistency of intent.

Recently, cities have begun to move towards a social inclusion model for their diversity programs. They have been focussing their energies on ensuring that all citizens feel able to participate in the community, and to benefit from its services, without fear of discrimination. A social infrastructure plan, of which inclusion is a part, has become as essential for the survival, growth, and prosperity of a city as its physical infrastructure has always been known to be.

More and more, municipal governments and city officials are recognizing the benefits of having diversity and anti-racism programs in place. Cities have an interest in ensuring that their workplace environment is inclusive of all of its employees, and that its service clients feel that they are treated with respect and equality. If this philosophy of inclusion is successfully extended to the community as a whole, the social, economic, and political benefits can be substantial.

**FEDERATION OF CANADIAN MUNICIPALITIES
POLICY STATEMENT ON RACE RELATIONS**

<http://www.fcm.ca>

STATEMENT OF PRINCIPLES

The Federation of Canadian Municipalities (FCM) unequivocally rejects racism and discrimination. FCM is committed to the federal and provincial governments' multiculturalism policies and the Canadian Charter of Rights and Freedoms. FCM will work with its membership to ensure full inclusion and participation of citizens from diverse communities in municipal government and in all aspects of community life. Municipal governments must make equity and equality the cornerstone of the way they work, do business and govern to enjoy the full benefits of future growth and productivity.

ISSUES AND ACTIVITIES

Immigration and Diversity

In 2001, 18.4% of the total population were born outside the country. Ninety-four percent of all immigrants who arrived during the 1990s lived in Canada's 25 Census Metropolitan areas (CMAs), with nearly three-quarters living in Toronto, Vancouver and Montreal. Of these immigrants, almost 3 out of 4 were visible minorities. Municipalities have to reconcile the way they can work best with the new realities of diversity and attend to the rapid changes in communities. As well, municipal governments do not have input into federal and provincial government areas of jurisdiction that impact municipalities such as immigration, labour, immigrant settlement, second language training, recognition of foreign credentials, education, etc. Municipal governments have to deal with these issues in addition to filling the increasing vacuum left by the devolution of services and costs from the federal and provincial governments.

Anti-Racism

Racial minorities experience racism in their environment and daily lives, as seen by:

- the high levels of poverty of visible minorities, recent immigrants and refugees;
- the consistently lower income and employment rates of visible minorities and immigrants;
- the disproportionate incarceration of African-Canadians and Aboriginal people; and
- racial and sexual harassment in the workplace.

Sadly, racism and discrimination have become more overt and visible since September 11, 2001, the "war against terrorism" and the threat of a war against Iraq.

Human Rights

With the growing diversity in Canada, it is increasingly urgent to ensure the protection of human rights through the removal of barriers to full participation in municipal and community life.

A major set back for human rights is the perpetuation of hate crimes. A 1995 Department of Justice study found that most hate crimes in Canada were directed toward racial minorities (61%), followed by those of a certain religion (mostly anti-Semitic), then by sexual orientation and ethnicity. It also estimated that there were over 60,000 incidents of hate crime in 1994.

Employment

Immigrants are an increasing source of skills and knowledge for Canada, and will likely account for all the labour force growth by 2011. Immigrants, many in highly skilled occupations, had an unemployment rate (12.1%) almost twice that of the general population (6.4%) over the last decade. The income of recent immigrants was 28%, and visible minorities about 15% below the national average. Many immigrants and visible minorities face under-employment or precarious employment (temporary, part-time, contractual or self-employment) and are concentrated in low-wage sectors. A study on employment equity concluded that the under-utilisation of women and visible minorities costs the economy about \$40 billion a year in GNP (Gross Domestic Product).

STRATEGIES

INSTITUTIONAL STRATEGY

FCM, the national voice of municipal governments, will:

- demonstrate leadership by promoting and implementing inclusive and non-discriminatory policies and practices within the organization;

- be a national facilitator, co-ordinator and network for race relations efforts for its members; and
- ensure that the intersectionality of racial minorities and gender and racial minorities and youth is considered in policy development.

INTER-GOVERNMENTAL AND OTHER STAKEHOLDER STRATEGY

FCM, the national voice of municipal governments, will:

- advocate for formal input and consultation with the federal government on immigration planning and policy development that impact municipalities;
- facilitate dialogue and collaborative action with the federal and provincial governments to develop an integrated framework on:
 - immigration, refugee and diversity issues; and
 - urban policy issues.
- urge the federal government to create a national hate crime data collection strategy;
- advocate for federal hate crime legislation and anti-racism policy; and
- develop partnerships with the federal and provincial governments on immigration and diversity related initiatives such as housing, employment, economic development, etc.

MUNICIPAL GOVERNMENTS STRATEGY

FCM will encourage and work with member municipal governments to:

- ensure the coherent integration of equity and equality in their corporate planning and operations, and in all aspects of policy, program and service provision;
- develop and implement outcomes-based planning (targets/ plans/ performance indicators) and annual evaluation of diversity performance and progress;
- develop, adopt and implement a comprehensive set of equity and access policies including employment equity, anti-racism, hate and bias activities, human rights, workplace harassment, access to services, multi-lingual services, etc.;
- require applicants for municipal grants and procurement to demonstrate diversity, access and/ or equity measures in their proposals;
- promote year-long anti-racism activities and mark annual municipal achievements on key dates such as March 21st, the United Nations International Day for the Elimination of Racism, and December 10th International Human Rights Day;
- provide funding support to diverse communities to address racism and discrimination (e.g. identification of needs, formulation of action strategies and building networks);
- provide municipal government support, including funding, for cultural development;
- increase representation of diverse communities on municipal boards, commissions and committees;
- call on municipal police commissions and services to continually increase staff competencies in anti-racism to better work with and serve diverse communities;
- call on police services to proactively recruit members of the diverse communities; and
- develop and implement a conflict management/ mediation/ resolution mechanism in the municipal structure to address any grievances related to human rights and discrimination.

SECTOR STRENGTHENING STRATEGY

FCM, the national voice of municipal governments, will:

- monitor and analyze the impact and implementation federal and provincial legislation and policies that affect the diverse communities at the municipal level;
- work with key stakeholders to increase research that looks at the impact of diversity and immigration on municipalities (e.g. the Metropolis Project, Canadian Race Relation Foundation, B'nai Brith of Canada, key federal departments);
- use public education and outreach in urban and rural municipalities to promote understanding between different cultures, and strategies to address racism and discrimination; and
- build partnerships with educational facilities, policing agencies, and the Canadian and provincial human rights commissions.

Revised March 2003
Standing Committee on Race Relations
Adopted June 2003
FCM Annual Conference

DOCUMENT LIST AND SELECTED WEB LINKS
For Municipal Policies and Programs, Anti-Racism, Aboriginal, Immigration, Cultural and Multi-Ethnic Issues

CALGARY

www.calgary.ca

Aboriginal Programs and Services Guide
Calgary Cultural and Racial Diversity Task Force
City of Calgary Information for Immigrants
City of Calgary, Public Service Announcement
Diversity Calgary, Forum 2003 Report
Diversity Calgary, Moving Forward Project Report
Diversity Calgary, Moving Forward Project Report Appendix
Listening Circle Final Report
Moving Forward Workbook
Our DiverseCity, Volume 1, Numbers 1-4
Perception of Racism and Hate, Activities Among Youth in Calgary
Respecting our Youth
Twelve Strategies for Moving Forward the Diversity Calgary Initiative

Diversity Calgary

<http://content.calgary.ca/CCA/City+Hall/Business+Units/Community+and+Neighbourhood+Services/Community+Development+Projects+and+Initiatives/Diversity+Calgary/Diversity+Calgary.htm>

EDMONTON

<http://www.gov.edmonton.ab.ca>

Edmonton Police Commission, Mission Statement
Safer Cities Initiative, Advisory Committee

HALIFAX REGIONAL MUNICIPALITY

<http://www.region.halifax.ns.ca>

Community and Race Relations Advisory Committee Minutes
HRM 2020 What's New
HRM Library Mission Statement
Human Resources, Core Services
Human Resources Diversity
International Day for Elimination of Racism
Policy – Community and Race Relations
HRM Press Release

HRM Diversity Program
http://www.region.halifax.ns.ca/hr/OD_Diversity.html

PRINCE GEORGE
<http://www.city.pg.bc.ca>

Multiculturalism Policy

SASKATOON
<http://www.city.saskatoon.sk.ca>

Council Proclamation
Cultural Diversity and Race Relations Policy
Equity and Anti-Racism Policy
News Release
Saskatoon Police Services Core Values
Saskatoon Police Services Race Relations Month
Saskatoon Police Services Race Relations Program
Ten Years in Review, Race Relations Committee

Race Relations Program
http://www.city.saskatoon.sk.ca/org/city_planning/race_relations/index.asp

OTHER

Clutterbuck, Peter and Marvyn Novick, "Building Inclusive Communities: Cross-Canada Perspectives and Strategies." Prepared for The Federation of Canadian Municipalities and The Laidlaw Foundation, April 2003.

"Forum on Multiculturalism in Municipalities: A Collaborative Approach."
Multiculturalism BC, 1994.

Penner, Paul R. "Multicultural Policies & Practices in Selected BC Municipalities: Eight Case Studies." City of North Vancouver, September 2000.

"Responding to Incidents of Racism and Hate: A Handbook for Service Providers."
British Columbia Human Rights Coalition *et al.*, February 2003.