
SOCIAL PLANNING COMMITTEE

TO: MAYOR AND COUNCILLORS

SUBJECT: BURNABY ANTI-RACISM FRAMEWORK

RECOMMENDATION:

THAT “Seeking Ways of Belonging: Burnaby Anti-Racism Framework,” provided as Attachment 1 to the report titled “Burnaby Anti-Racism Framework” dated May 22, 2024, be received for information;

THAT staff be authorized to undertake the development of an Anti-Racism Implementation Plan; and

THAT the report and Attachment 1 be referred back to staff and revised for Council to include the feedback provided by the Social Planning Committee, including a focus on the anti-racism framework, included as Attachment 1, over general hate, and work within the jurisdiction and influence of the City.

REPORT

The Social Planning Committee, at its meeting held on May 22, 2024, received and adopted the attached report presenting the proposed Burnaby Anti-Racism Framework and seeking approval to develop an implementation plan for the City.

Arising from discussion, the Committee **AMENDED** the recommendation to refer the report and Attachment 1 back to staff to focus on the anti-racism framework over general hate, and work within the jurisdiction and influence of the City.

On behalf of the Social Planning
Committee,

Councillor A. Gu
Chair

Councillor M. Santiago
Vice Chair

TO: SOCIAL PLANNING COMMITTEE (SPC)
FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT
SUBJECT: **BURNABY ANTI-RACISM FRAMEWORK**
PURPOSE: To present the proposed Burnaby Anti-Racism Framework and seek approval to develop an implementation plan for the City.

RECOMMENDATION

THAT “Seeking Ways of Belonging: Burnaby Anti-Racism Framework,” provided as Attachment 1 to the report titled “Burnaby Anti-Racism Framework” dated May 22, 2024, be received for information; and

THAT staff be authorized to undertake the development of an Anti-Racism Implementation Plan.

1.0 POLICY SECTION

The development and implementation of a Burnaby Anti-Racism Framework is aligned and supported by the following Council-adopted policies, plans and strategies:

- *Corporate Strategic Plan (2022)*;
- *Equity Policy (2020)*; and,
- *Social Sustainability Strategy (2011)*.

In addition, the proposed Burnaby Anti-Racism Framework is intended to align with and support the Province’s *Anti-Racism Data Act*, as well as supplement anti-racism initiatives currently underway within the broader Burnaby community. The Province also introduced Bill 23 – 2024 *Anti-Racism Act*, which as of, April 24, 2024, has been given first reading. The proposed Anti-Racism Framework will align with and support Bill 23 (if given Royal Assent in its current form).

2.0 BACKGROUND

As a City, Burnaby is notable for the ethno-cultural diversity of its residents. For example, Burnaby is a hyper-diverse¹ community and is only one of a handful of Canadian cities without a majority ethnic group.² Over half of those who live in Burnaby

¹ Hyper-diversity, also known as superdiversity, refers to the unusually high mix of ethnic groups in certain cities and countries. It refers to situations where migrants and ethnic minority groups constitute a high percentage of population; their national origins are highly diverse; and there is a mix of migration status and associated rights (Oxford University Press 2013).

² Phrasing used by Statistics Canada which indicates that no particular ethno-cultural group accounts for more than 40% of the total municipal population.

were not born in Canada and over 120 languages are spoken by community members. Burnaby is the third highest 'refugee receiving' city in BC and receives a significant number of 'refugee claimants'³ each year. The City continues to evolve from a historically suburban community to a significant urban centre that is demographically, socially, economically and culturally diverse.

While Burnaby is a hyper-diverse community today, historically it, along with other communities including Burnaby itself, has experienced racial inequities, exclusion, and discrimination within laws and policies often based on ethno-cultural origin. For example, in many other BC and Canadian communities, land ownership in the early days of the City was largely restricted to European residents through a series of discriminatory laws and practices. Workers of Chinese, Japanese, South Asian, and Indigenous origin were largely restricted to working in very low-paying industries through 'white only' labour policies in place at early local employers, such as sawmills and industrial sites⁴.

During the COVID-19 pandemic, there was an increase in incidents of police-reported hate crimes,⁵ with race or ethnicity accounting for the majority of the incidents. In Burnaby, at the onset of the COVID-19 pandemic, the RCMP reported that the number of hate-motivated crimes increased from 20 in 2019 to 43 in 2020.⁶ Of these, 63% were targeted towards people of Asian descent. British Columbia had the second highest increase in hate crimes reported from 2019 to 2020 with an increase of 198 incidents, or a 60% increase (10 incidents per 100,000 people).⁷ Across Canada, police-reported hate crimes increased by 36% from 2019 to 2020, with ones that related to race or ethnicity accounting for approximately half of the incidents (the highest amongst the motivation categories). Also, across Canada, following three years of decline, police reported hate crimes motivated by religion peaked in 2021 (up 67% from 2020 – from 530 to 884), including up 47% against Jewish persons (accounting for nearly 50% of the total), up 71% against Muslim persons, and up 260% against Catholic persons. With the increase in incidents of hate-motivated crimes across the nation, there are deep concerns by some around safety and belonging within many communities, including Burnaby.

At its meeting on May 4, 2021, the Social Planning Committee (SPC) passed a motion calling for a report on the feasibility and advisability of creating a special task force on anti-racism. The motion was made in the context of the localized and sharp increase in racism and hate crimes directed towards Asian community members at the onset of the

³ A 'refugee claimant' is defined as a person who is seeking Canada's protection at the borders (arriving via air, over the border with the United States, via boat, etc.) or within the country, rather than those who arrive in Canada already being recognized by the federal government as a refugee.

⁴ For more information, please see the [History of Burnaby Resource Guide](#)

⁵ Hate crime is understood in this context as a criminal offence targeting an identifiable group – that is any section of the public distinguished by race, national or ethnic origin, language, colour, religion, sex, age, mental or physical disability, sexual orientation, or gender identity or expression, or on any other similar factor.

⁶ The following year in 2021, there was a decrease in hate crimes reported to the Burnaby RCMP. However, it should be noted that not all hate crimes are reported to police due to language barriers and not feeling comfortable calling the police as commented in the [Burnaby Now](#).

⁷ See Police-report hate crime in Canada, 2020 [here](#)

COVID-19 pandemic. During this time, the City was providing funding support for two community-based anti-racism projects led by the Burnaby Together Coalition Against Racism and Hate, a coalition of Burnaby-based community service providers, faith groups, and public agencies.

Subsequently, Council, at its meeting on November 8, 2021, approved a recommendation from the SPC to create an Anti-Racism Sub-Committee to:

- 1) Review the results of two City-supported, community-based research projects in the area of anti-racism;
- 2) Determine a framework or model for a City-led process to address the research findings that pertained to the City; and,
- 3) Recommend safe and inclusive avenues for direct community member participation in the above process, as appropriate.

The SPC’s Anti-Racism Sub-Committee completed its work in November 2022 and received a draft framework presentation for at its SPC meeting on January 18, 2023. The purpose of this report is to present a proposed Burnaby Anti-Racism Framework developed by the Sub-Committee to meaningfully move forward on this work. The proposed framework incorporates initiatives already underway through the City’s Equity, Diversity, and Inclusion (EDI) processes, as well as identifies further actions to advance this work in the City and the broader community. The report also proposes the development of an Anti-Racism Implementation Plan to help prioritize and identify appropriate resourcing and timelines for the action items.

3.0 GENERAL INFORMATION

3.1 Anti-Racism Sub-Committee Process

The SPC’s Anti-Racism Sub-Committee reviewed the following two community-based research projects:

- 1. *Environmental Scan of Community Supports: Addressing Hate in Burnaby*, led by Sangeeta Subramanian; and
- 2. *Building Belonging in Burnaby for Racialized Newcomers and Immigrants to Thrive – Understanding and Dismantling Systemic Racism*, led by Dr. June Francis and Dr. Kristina Henriksson.

Throughout 2022, the Sub-Committee members attended a series of training sessions, meetings, and guest presentations. The members also participated in one-on-one interviews and utilized the knowledge and insights gained from the process to develop the framework.

At its meeting on January 18, 2023, the SPC received a presentation on a draft framework to provide feedback to the Sub-Committee. In this meeting, there was general agreement with the directions presented in the framework. Since then, staff

have conducted internal workshops and sessions on the framework across City departments. These discussions have resulted in the creation of an internal EDI Oversight Committee, composed of representatives from various City departments, to effectively review and collaborate on City-wide EDI initiatives, including this framework.

3.2 Proposed Burnaby Anti-Racism Framework

As a result of the Sub-Committee’s process and staff input, a proposed Burnaby Anti-Racism Framework has been developed (Attachment 1). The key areas of focus with related actions include:

- A. **Leadership and Governance** – Setting the tone and legitimizing/prioritizing the need for anti-racism work;
- B. **Learning and Training** – Building capacity across the City of Burnaby to sustain anti-racism work;
- C. **Belonging and Inclusion** – Centering the experiences of racialized Burnaby residents and community members; and
- D. **Engagement and Evaluation** – Obtaining input, feedback and learning from the experiences of Indigenous, Black and Persons of Colour (IBPOC) community members; clearly communicating and meaningfully reviewing and measuring ongoing anti-racism work.

Under each key area, staff have identified actions that are either underway at the City or that could be considered as a future action. In Attachment 1, staff have also commented on actions that may have opportunities for public participation, if applicable. The table below summarizes the general number of actions under each key area. There are a total of 29 actions, of which 10 actions are underway and 19 actions are for future consideration.

Key Area	# of Actions Already Underway at the City	# of Actions for Future Consideration	Total # of Actions
A. Leadership and Governance	4	4	8
B. Learning and Training	3	3	6
C. Belonging and Inclusion	2	3	5
D. Engagement and Evaluation	1	9	10
Total	10	19	29

Should Council receive the proposed Anti-Racism Framework as presented in Attachment 1, staff propose to develop an Implementation Plan to better understand the scope of work in relation to existing and ongoing priorities at the City, help prioritize actions, and identify appropriate resources and monitoring over the short, medium and long term. This Implementation Plan would also look to align and support the newly tabled provincial *Anti-Racism Act* as noted in Section 1.0 of this report.

The City alone cannot accomplish addressing and combatting systemic racism. It will require the collaboration and support of well-established partnerships with the Burnaby Together Coalition, the Burnaby RCMP, other relevant agencies, and the broader Burnaby community.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

Should Council approve the proposed Anti-Racism Framework and the development of an Implementation Plan, an appropriate internal and external communications plan would be required to accompany this work. In the interim, this report and attachment would be made available on the City’s website. A copy of the report be forwarded to the Community Heritage Commission, Public Safety Committee, Parks Recreation and Culture Committee and the Burnaby Public Library Board for information.

5.0 FINANCIAL CONSIDERATIONS

The implementation of the proposed Anti-Racism Framework would have operational impacts. The development of the Implementation Plan would identify the phasing and resourcing required to implement the actions in the Framework.

\$50,000 has been approved in the 2024-2028 Financial Plan to support community-based anti-racism, equity, diversity and inclusion projects.

Respectfully submitted,

E.W. Kozak, General Manager Planning and Development

ATTACHMENTS

Attachment 1 – Seeking Ways of Belonging: A Proposed Burnaby Anti-Racism Framework

REPORT CONTRIBUTORS

This report was prepared by Kai Okazaki, Planner 2 and reviewed by Margaret Manifold, Planner 3, Anita Bhandari, Chief Human Resources Officer, Juli Halliwell, General Manager Corporate Services, Wendy Tse, Director Community Planning and Lee-Ann Garnett, Deputy General Manager Planning and Development