The CoLaboratorio

Building Belonging in Burnaby for Racialized Newcomers and Immigrants to thrive – Understanding and Dismantling Systemic Racism

November 2023
Authored by Dr June N. P. Francis and Dr. Kristina Henriksson
The Co-Laboratorio

This final report and recommendations contain information that is sometimes difficult to hear. People have shared their truths and it should be borne in mind that these are not meant to wound, but rather to illuminate the issues in the hope for change. These truths may trigger some difficult responses; we encourage you to seek support, take the time you need and prioritize your well-being.

Table of Contents

Introduction

Building belonging in Burnaby

Burnaby is a hyperdiverse City[1] committed to 'fostering belonging and participation', making Burnaby 'affordable, accessible, and welcoming of all...' and fostering 'full participation in work, education and society...'

> "Our vision: we embrace diversity, celebrate culture and creativity, foster belonging and participation, and adapt well to a changing world"..."ensuring the city is affordable, accessible, and welcoming of all cultures, identities and abilities. In an inclusive community, all members have equal opportunities for participation in decisions that affect their lives, allowing all to improve their living standards and overall well-being. Community inclusion focuses on principles of economic and social security and justice. It fosters full participation in work, education and society by those who face economic and social barriers." (Social sustainability strategy, 2011)[2]

While many Burnaby residents feel a sense of belonging and are thriving, some groups are being left behind. Despite the considerable degree of diversity, and the City of Burnaby's (the City) commitments to making Burnaby a welcoming place for all, Indigenous, Black, and other racialized groups face racial discrimination in various spheres of public and private life. Some racialized newcomer and immigrant groups face accentuated needs and challenges based on systemic barriers, assumptions and discrimination that prevent their full participation and economic inclusion, including institutionalized racism and structural inequities. The COVID-19 pandemic laid bare the real economic and social vulnerabilities of visible minority newcomer and immigrant groups, how they have been disproportionately impacted, exacerbating their difficulties in landing meaningful employment.[3]

Immigrants[4] and newcomers are vital to Burnaby's and Canada's social and economic prospects. As is well known, immigrants represent a critical talent pool. When immigrants feel a sense of belonging and inclusion, they are best placed to contribute to the economic, social, intellectual and artistic life of Burnaby, fostering wellbeing for all. However, when immigrants fail to thrive, due to obstacles, which for racialized immigrants is often the result of structural racism, everyone loses.

This report presents the results of CoLab's extensive research that was carried out in collaboration with the Burnaby Intercultural Planning Table (BIPT) and the City of Burnaby aimed

---

[1] Hyperdiversity refers to the large number of migrants coming from a wide range of racial groups, countries, customs, traditions, languages and experiences

[2] https://www.burnaby.ca/our-city/strategies-and-plans/social-sustainability-strategy

[3] Francis, June N. P. & Henriksson, Kristina (2020) *Fostering Newcomer Economic Resilience - The Lessons of COVID-19*. In Canadian Diversity (Association for Canadian Studies), Vol. 17: 3 – Immigration in a Time of Pandemic: Confronting the Challenge.

[4] We use the term immigrant throughout the report for all groups who were not born in Canada, including all classes of immigrants and refugees. The term Newcomers is used to distinguish more recent arrives to Canada, usually those who have arrived for fewer than five years.

at "Building Belonging in Burnaby for Racialized Newcomers and Immigrants to Thrive". The goals of the research were to identify, unmask and illuminate structural inequities, institutionalized and systemic racism faced by newcomers and immigrants, particularly racialized groups, to better understand how racism is experienced in Burnaby. We focused on understanding structural forms of discrimination and inequities because these forms of exclusion are particularly detrimental to general wellbeing and social, political, and economic inclusion. Known as structural and systemic racism, these institutionalized and organizational obstacles and disparities are pervasive because they are woven into the very foundations of society. A special focus of this research is the Black/African diaspora in Burnaby to support the City's response to the International Decade of People of African Descent.

This work also aimed for practical recommendations, actioning and solutions to address the issues identified in the research findings. The report further outlines key findings and proposed recommendations/considerations that should be of relevance for organizations who are part of the immigrant, newcomer and refugee support ecosystem.

The findings and recommendations should prove valuable in propelling organizations and the City to reimagine policies, practices, programs and a culture of belonging where the full and diverse capacities of immigrants can thrive. By understanding the deep divide in the experiences of racialized families, youth, children, and seniors the process of transformation towards an equitable anti-racist Burnaby can begin. With these findings The City now has an opportunity to create flourishing for all its residents and truly live up to its self-proclaimed promise.

Key findings and recommendations

Burnaby is clearly a great place to Live, Work and Play. However, for many racialized residents, it can also be a place of isolation, dislocation and exclusion, where many feel robbed of the opportunity to reach their full potential to participate in the prosperity, wellbeing and joy that come from feeling they belong.

This research unmasks a range of areas in which racialized newcomers and immigrants to Burnaby experience consequential levels of systemic inequities and discrimination including as follows:

- Policies and programs poorly informed by the lack of disaggregated, intersectional data on the experience of and outcomes for racialized immigrants

- Underutilization of the talents, credentials and experience of newcomers, particularly racialized immigrants and newcomers

- Poorly designed or absent targeted support for economic activities on the scale and approach that best aligns with needs and aspirations

- Systemic racism embedded in workplace/employer policies, including hiring and advancement

- Settlement and immigration services misaligned with the needs and aspirations of immigrants and newcomers
- Specific challenges in social determinants of inclusion, including housing, education, healthcare etc.

The systems challenge- fixing the system not the newcomers

The results indicate that the racism experienced are primarily the result of racist systems and structural inequities and not primarily narrow 'settlement' problem *per se* .

A recurring pattern that emerged from the research was that racialized newcomers and immigrants report experiencing inequities in multiple areas including in the job market, in their daily experience in public spaces, in the receipt of government services, in the educational system, in the health system, in housing, and that these all combine to create a constellation of oppression. These not only affect the wellbeing of immigrants and their families, which of course would warrant action in and of itself, but they also impact the sociocultural, political and economic well-being of Burnaby as a whole.

These are also not about fixing the immigrant but about fixing the system. Many of the racialized structures, process, policies and programs have been so normalized and taken for granted that they are seen as normal, inevitable, benign or just the way things are. They are often invisible to those in decision making positions.

A call to action

A full reading of this report should remove the veil of invisibility by demonstrating the myriad ways in which racialized immigrants and newcomers experience obstacles. Not knowing can no longer be an excuse for inaction. Inaction is not a neutral stance but means continuing to reinforce and reproduce the very structural inequities and racism that so many immigrants have painstakingly taken the time to make transparent and illuminate. This report therefore demands urgent action.

Making Burnaby more welcoming and flourishing for racialized newcomers will enhance the well-being and prosperity of all those who are fortunate to call Burnaby home. But it will take a systems response and the courage of all actors in the system to realize the full potential that comes from creating inclusion for all residents to provide and contribute their full selves, talents, creativity and energy.

This is their Call to Action for all institutions in Burnaby to address systemic racism. Whether in private sector, public sector and social service, in health, education, City planning, the business sector, housing development, public safety social programs and importantly, the settlement sectors, all actors need to be involved if systemic change is to occur. Leadership from the City and those who steer the direction of all its social services, public and private sector organizations will be critical.

Addressing systemic racism in Burnaby also demands cross-sector and interagency collaboration recognizing that no single actor in the system, no single organization on their own can address the systemic challenges that attend racism. Removing obstacles to newcomer flourishing will require a strong ecosystem of support in Burnaby to address the compounding impacts of racism and to create a Burnaby in which all residents can thrive. A Burnaby that will act as a magnet for attracting the newcomers who will fuel the continued prosperity and well-being of the city.

Results provide clear insights for transformation

Burnaby's hyperdiversity provides a clear opportunity, but this can only be unleashed if immigrants and racialized residents can flourish. A hyperdiverse city cannot flourish without transforming its institution and the social, cultural, political and economic fabric that was built to privilege one group and to disadvantage Indigenous, and racialized communities who arrived subsequently. Within a context of increasing cultural and racial diversity, Burnaby will need to transform its institutions and normalized way of operating to provide increasingly more diverse and more targeted approaches filtered through a racial equity lens and intersecting identities. This will require new ways of working, decision making, and planning to create innovation in City services and equity in the delivery of these services. The city and its driving institutions such as universities, colleges, the board of trade, major corporations and the range of service providers that work in and from Burnaby must learn to collaborate and to address these issues using inclusive and systemic approaches.

Crucially, the City, institutions, and organizations must find equitable inclusive ways to centre the perspective, ingenuity and voice of those most impacted by systemic racism in decision-making and its transformation. Moving from colonial structures with strong senses of hierarchy to more collaborative structures that allow diverse voices is both a challenging and an exciting opportunity. Burnaby has opened its doors to the world and will we be rewarded with a thriving dynamic city that could be the envy of the world. It will take courage, willingness to change, and leadership not being afraid to share power and opportunity with Indigenous, Black and people of colour and other equity-seeking groups, It is with all of this in mind that we offer the following specific recommendations and action items.

STRENGTHEN TRANSFORMATIONAL LEADERSHIP

Recommendation 1:
Hire a chief equity officer

Recommendation 2:
Establish steering group to center racialized voice and agency in governance

CREATE & EMBED CITY-WIDE EQUITY AND ANTI-RACISM STRATEGY

Recommendation 3:
Develop a clear citywide strategic anti-racism vision

Recommendation 4:
Incorporate vision of equity and anti-racism in the Corporate Strategic Plan

Recommendation 5:
Adopt an equity and anti-racism accountability framework to provide a coordinated approach to assess gaps, set goals, actioning change, measure, and report on progress

Recommendation 6:
Develop equity- and race-based data-collection & sharing strategy aligned with legislative and regulatory requirements

BUILD ORGANIZATIONAL EQUITY AND ANTI-RACISM CAPACITY

Recommendation 7:
Train City leaders/officials on Leading institutional change to embed anti-racism and equity-sight in planning, programs, policies, and service-designs

Recommendation 8:
Fund capacity-building and support for non-profits, community-, faith-based and grassroots organizations

REVIEW AND REIMAGINE Policies, Practices and Programs

Recommendation 9:
Conduct a full internal race and intersectional disaggregated, distinctions-based equity audit of the City

Recommendation 10:
Update equity policy to embed racial equity

Recommendation 11:
Support work being done by RCMP to collect race-based data and commit to reevaluating and adjusting the community safety plan to align with the findings and implementation

Recommendation 12:
Conduct racial equity analysis of all City programming and planning that goes beyond GBA+ analysis

LEVERAGE PARTNERSHIPS For EQUITY OUTCOMES

Recommendation 13:
Leverage the City's position to diversify suppliers and support racialized business and start-ups

Recommendation 14:
Amplify impact by working through community partnership for economic and employment opportunities

Recommendation 15:
Increase funding for dedicated cultural and racial spaces/affinity groups for grass roots community-building

Recommendation 16:
Work with universities and colleges to support and connect racialized youth and newcomers with tertiary educational opportunities.

Recommendation 17:
Support immigrant-facing organization in developing and adopting leading and best practice anti-racism strategies in support of immigrants, newcomers, and refugees.

PILOT DARE-APPROACH For innovative priority programs and plans

Recommendation 18:
Support anti-racism focused collaborative, innovative, experimental multi-stakeholder space (#CoLabBurnaby style)

Recommendation 19:
Pilot Priority Programs and Plans using DARE principles and approaches

Collective shared goals — Federal, provincial Government agencies, City, Community Members, Non-profit service-providers, Private Sector, Universites

Recommendations specific to immigration and settlement service organizations and broader supporting ecosystem

1. Adopt a DARE approach for your own organization
2. Build racial equity capacity across the organization including boards and senior leadership
3. Review strategies, policies, practices and programs to identify and address systemic racism in the organization
4. Focus on structural and systemic issues - advocating and working to address systemic and structural inequities related to racism
5. Rather than focus on fixing the immigrant, reframe this to better assist in understanding and addressing the racial and systemic barriers and discrimination that shape their experiences of oppression and exclusion; assist immigrants with resisting and addressing racism in the system rather than accepting it
6. Support immigrants in achieving their aspirations - focus on assisting immigrants in reaching their full potential guided by their aspirational goals rather than on short term sub-optimal goals
7. Take a disaggregated focus in understanding the unique, distinctions-based approach of different racial and intersecting identities to create targeted programs and services
8. Support youths in particular who require both strengthening of their own racial/ethnic identities while also navigating new identity and relationships formations.

CoLab approach and research methodology

This work builds on the demonstrated approach of the Co-Laboratorio (CoLab) researcher-practitioner collaborative co-founded by Dr. June Francis and Dr. Kristina Henriksson, recognizing "universities' generative role as part of a system of knowledge creation, knowledge synthesis, mutual learning and understanding"[15]. The approach, originally applied in an initiative funded by Global Affairs Canada has since been used across sectors and institutions ready to make some radical shifts, to explore bold ideas and new ways to organize and engage for more just, equitable and inclusive sustainable outcomes.

The Co Lab oratorio

SHARE
Validating, Dialogue and Learning

STUDY
Collaborative research

Co-Laboratorio

SHAPE
Ideating, Prototyping, Testing
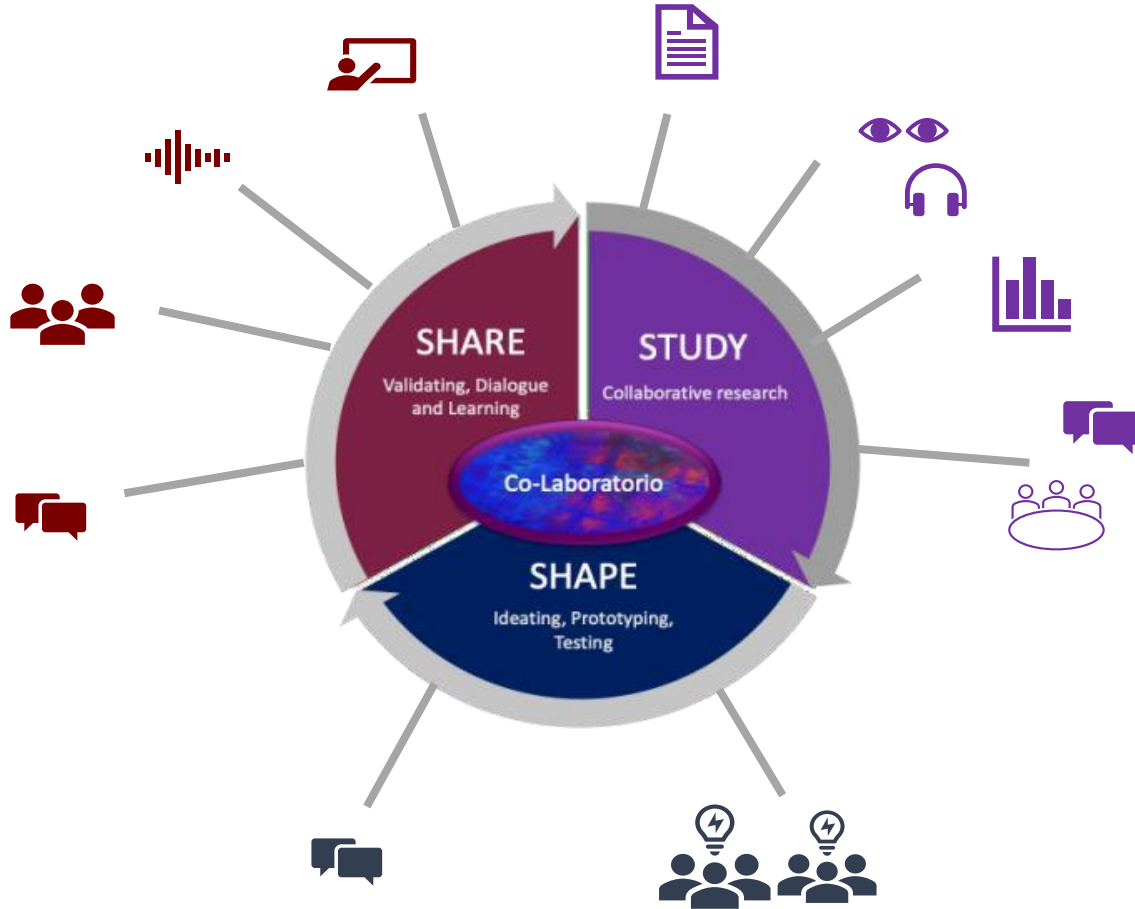
All work followed the process to

Study collaboratively the issues with stakeholders, especially with racialized Burnaby residents and local African diaspora, to gain a deep understanding of current state and experience from diverse perspectives

Shaping together research questions, identifying the challenges, and eventually actions and solutions

Sharing - in a continuous iterative cycle of learning and validation *with* racialized stakeholders

Research, Knowledge, Data Sources

- Review of latest knowledge/evidence-base from academic literature, benchmarks, leading practices, policies. 150+ documents, reports, articles
- 2016, 2021 Census and other survey-data
- Recordings, transcripts, minutes from City council and committee-meetings
- 50+ Confidential one-on-one interviews and meetings.
- Participatory focus group interviews, workshops, labs and listening-sessions (including multi-lingual) 100+ participants and collaborators.
- Presentations and dialogue (face-to-face, online)
- Triangulating with other contextual data from previous CoLab-work e.g. with Burnaby School District

©CoLab Advantage Ltd. 2023

Emergent research - as we engaged, key areas (themes and hotspots) solidified where structural barriers and racial obstacles presented most prominently. Key spaces and opportunities for actioning were also identified. Staying true to not jumping too quickly to solutions with pre-defined hypotheses, considerable emphasis was placed on deeply understanding issues from multiple perspectives, co-creating research questions in an open-ended way, also reframing in different phases of the iterative cycle. Broad initial framing included questions such as: *What are the systemic barriers to economic inclusion and belonging [in/across the various organized and institutional spaces of Burnaby – workplaces, parks, libraries, rec. centres, hospitals, transport, schools, housing etc.]? Why? What are the root causes of problems that disproportionately/differentially impact racialized newcomers and immigrants?* Pivoting later, to "reframing the issues and challenges into future-oriented change and innovation opportunities… – for which solutions could be sought." (Francis & Henriksson, 2020:23): *What might a City that is welcoming and a flourishing place for everyone look like? What does a more just, anti-racist and decolonial Burnaby look like? How can we [organizations and stakeholders] that make up the solutions ecosystem bring about structural/institutional change – in our policies, planning, community engagement processes, programming and service designs? What are some collaborative opportunities and concrete actions? What can we do inside our own organizations and what will we need to work on collaboratively?"*

In their own voices - stories, cases, examples, narratives (foregrounding counternarratives of often excluded voices) – aimed to capture differential experiences and impacts of structural racism, discrimination, exclusion – how racialized newcomers, refugees and immigrants navigate the system, their journeys' of negotiating belonging in different spheres, community-building, safety and settling in Burnaby.

Capturing **dominant discourse** through observations, text analysis and listening to recordings, presentations, dialogue – in City meetings and public hearings, news media, on web-sites

'Co-laboratories' and workshops with racialized community members to validate, identify solutions or mitigations for key findings.

Participatory focus groups, workshops and dialogues (including at the Metropolis conference), and online anti-racism conversations

Design and delivery of thematic shaping challenge-opportunity mini-labs to ensure move to drive **concrete action roadmaps** for change and inter-sectoral collaboration.

"Over the last quarter century, Burnaby has witnessed significant changes in its demographic profile. It has evolved from a suburban community to a significant urban centre that is demographically, socially, economically, [racially] and culturally diverse." [i]
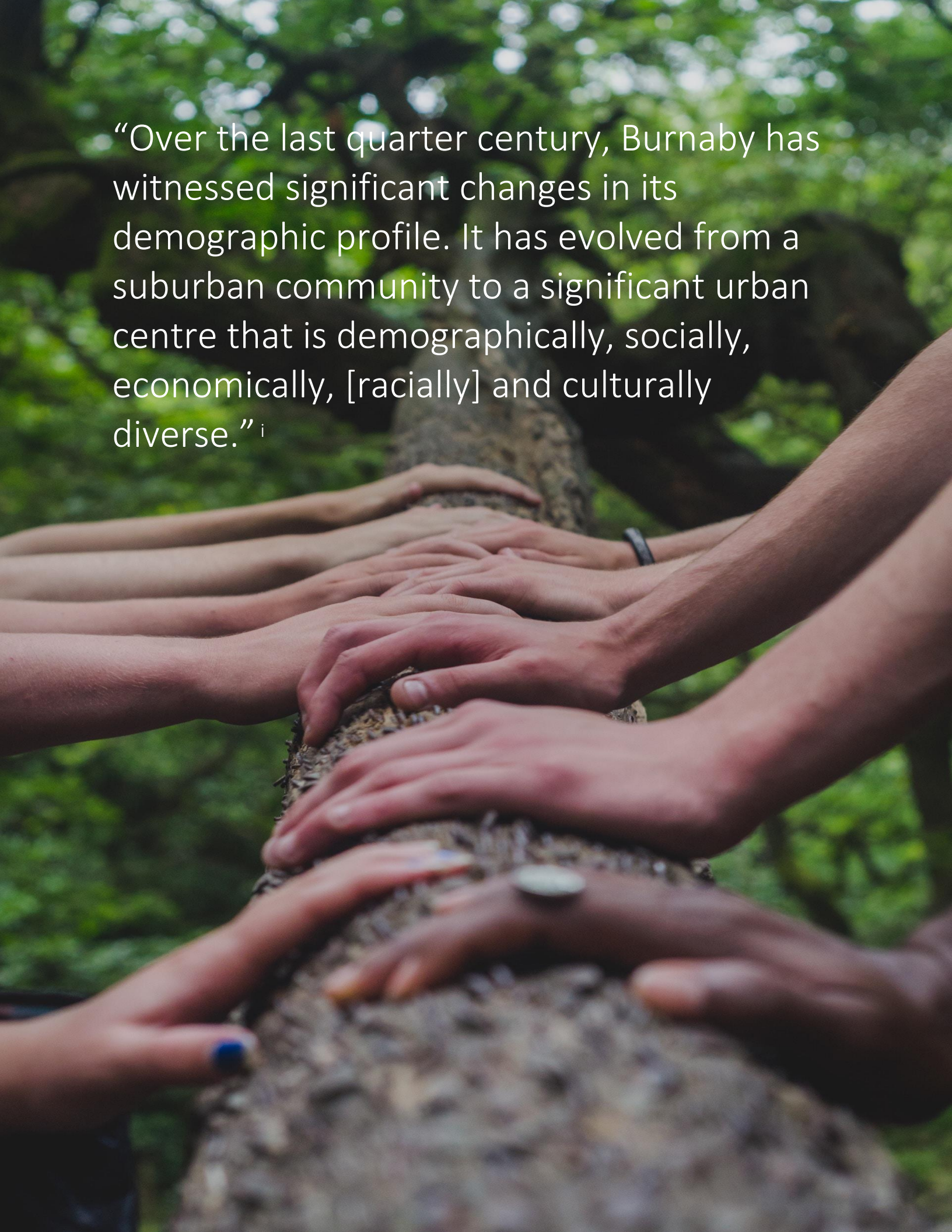
Burnaby a hyperdiverse City – the opportunity and challenge

History Matters!

> *To understand the City of Burnaby, its institutions and the economic and social development fabric of life in Burnaby today it is important to trace the history and legacy on which the city was founded.*
>
> *The City of Burnaby recognizes that we are on the ancestral and unceded homelands of the hən̓q̓əmin̓əm̓ and Sḵwx̱wú7mesh speaking peoples.*

Burnaby, like much of Canada was built from the dispossession of Indigenous lands and traditional territories and the transfer of this wealth and opportunities to white settlers, advantages that persist through today. Through a range of discriminatory white preferential laws and practices that conferred economic and social advantages only to the European descent population, Indigenous lands were appropriated, much of which fell into the hands of white owners at attractive rates[ii]. To reinforce the white advantage there were restrictions on land ownership and employment, social and political inclusion through a series of white only policies and restrictions. These included a restriction by the Municipality of Burnaby on hiring of Asian employees, a bylaw that was not repealed until 1953, a white only employment policy at the Barnet Lumber company, a major employer among other restrictions[iii]. Many of these exclusions are only recently being redressed and acknowledged. For example, the City of Burnaby's recent commitment to create an advisory council to review historical discrimination against people of Chinese descent[iv] and to apologize to people of Chinese descent for these discriminatory policies[v].

Today Burnaby is home to a hyperdiverse range of residents. However, their contemporary experience cannot be divorced from an understanding of the historical legacies that have created institutional frameworks, laws, social contracts, across a range of experiences that were built to support this white only policy. Dismantling racism will necessarily require an understanding of the systemic advantages and therefore obstacles to some that Burnaby built its economy, social structures, political and educational institutions to support.

Burnaby has grown well beyond being a bedroom community for Vancouver and other municipalities to now being an attractive site for businesses and a growing and diversified

economy. BC's economy that was once built on primary resources is now increasingly reliant on a range of industries including many high-tech and high value-added service sectors. Likewise, Burnaby "is home to a thriving cluster of businesses including information technology, wireless, biotechnology, life science, film, new media, education, environmental technology/services, tourism and professional services. Burnaby also has companies in stable industrial sectors such as light industry, warehousing/distribution, heavy industry, agriculture and not-for-profits"[vi].

Burnaby's proximity to other thriving municipalities means it also benefits from the growth of those communities. Vancouver for example had the highest job growth in the tech sectors in North America (2020 & 2021[vii]), producing high quality tech jobs (paying on average +80% of job averages). In 2021 it is estimated that the total direct spending in BC from the film sector was a record $4.8 Billion and the soon to be opened film studio Bridgewater studio - Lake City is an example of this[viii].

BC's economy has diversified – requires a range of diverse talent
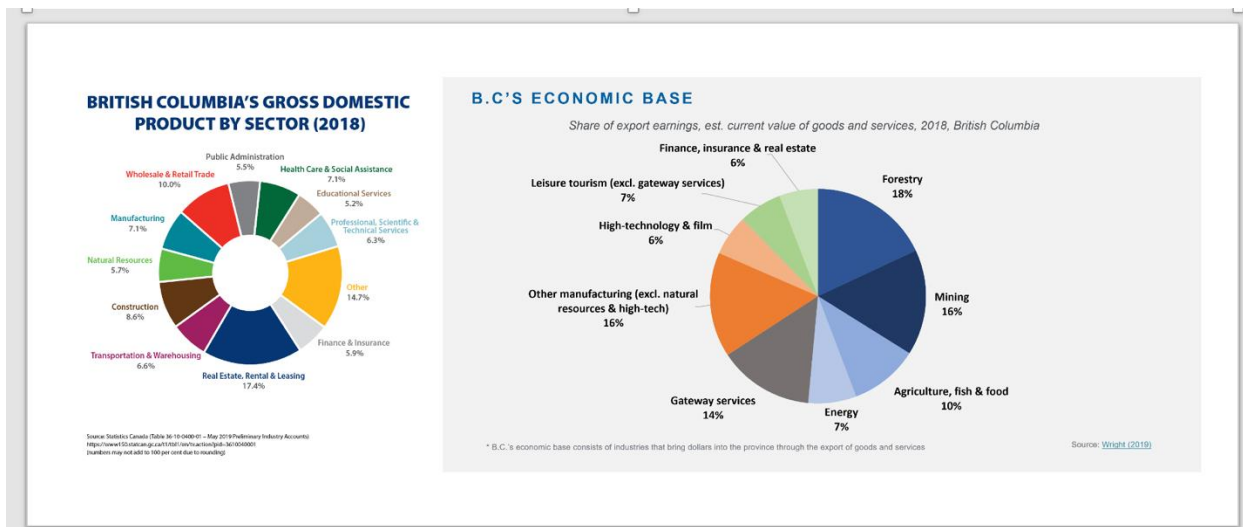
As Burnaby looks to thrive, immigrants will be critical to supplying the workforce that will be required to transform opportunities in these growing sectors into sustainable livelihoods, prosperity and well-being for the residents of Burnaby. According to Business Development Canada, while growth in the tech sector is expected to increase by 22% between 2021-24, this growth is constrained by the ability to hire employees with some 55% of entrepreneurs indicating their inability to hire the employees that they need.[ix] The ability to attract highly skilled immigrants from outside of Canada has been credited as one of the greatest boost to the Canadian economy[x]. BC Tech Association sees immigration as essential for BC tech industry as companies "rely heavily on immigrant talent to help create, launch, and maintain the products and services they sell". They conclude "Immigrants have been and will continue to be vital to the province's tech industry and will play pivotal roles in BC becoming a top ten ecosystem worldwide"[xi]. Burnaby's growing immigrant population therefore provides an enormous opportunity for social and economic growth. But as will be shown below, its hyperdiversity is its real strength.

The opportunity for a hyperdiverse city

Burnaby benefits from its "hyperdiversity" that can transform growth into economic dynamism. Research has shown that diversity of skilled immigrants, those from a range of different countries, boost economic prosperity[xii]

The percent of Burnaby that are immigrants continues to grow with immigrants making up 50.38% of Burnaby's population in 2021, signifying a 7.5% change in numbers from 2016.

	2021		2016	
	Number	%	Number	%
Total Population	245,725	100%	230,800	100%
Non-Immigrant	105,170	42.80%	102,205	44.28%
Immigrant	123,795	50.38%	115,145	49.90%
Non-permanent residents	16,760	6.82%	12,730	5.52%

Burnaby is now a hyperdiverse City, with 67% of the population identifying as visible minorities, the second highest percentage of visible minorities in metro Vancouver and these residents bring their intellectual and artistic talents, cultures, languages and worldviews from a wide range of countries.

Per cent of people identifying as a visible minority, 2021

Richmond	80.3%
Burnaby	67.8%
Electoral Area A	67.2%
Surrey	67.1%
Coquitlam	56.5%
Vancouver	54.5%
New Westminster	46.8%
Delta	45.3%
West Vancouver	43.3%
Port Coquitlam	39.7%
North Vancouver City	36.3%
Tsawwassen	36.2%
Port Moody	32.7%
North Vancouver (district)	29.1%
Anmore	28.2%
Langley (district)	26.6%
Langley City	24.7%
Pitt Meadows	24.1%
White Rock	23.7%
Maple Ridge	21.6%
Lions Bay	11.2%
Belcarra	7.8%
Bowen Island	6.6%

Source: Statistics Canada

Changes in the originating countries of more recent newcomers are increasing the racial and ethnocultural profile of Burnaby. While the top 10 countries from which immigrants arrive have not changed overall, increasing hyper diversity is occurring among more recent newcomers. Data on population trends for **recent** immigrants differs from that of the greater visible minority population. For instance, while China is still ranked 1, among recent immigrants, Brazil and Eritrea now rank 5th and 7th respectively.

Top ten places of birth of immigrants in Burnaby BC

(Statistics Canada, [2021 Census profile], 2023; Statistics Canada, [2016 Census], 2017)

Between 2016 and 2021, the top countries of origin for immigrants among Burnaby's population has not changed.

	2021			2016		
	Number	%	Rank	Number	%	Rank
Immigrant population	123,800	100		115,145	100	
China	30,855	24.9	1	28,600	24.8	1
Philippines	11,235	9.1	2	10,330	9.0	3
Hong Kong	11,010	8.9	3	10,540	9.2	2
Taiwan	7,755	6.3	4	7,660	6.7	4
India	7,535	6.1	5	6,165	5.4	5
Korea, South	6,385	5.2	6	5,770	5.0	6
Vietnam	3,380	2.7	7	2,910	2.5	8
Iran	3,210	2.6	8	3,040	2.6	7
Italy	2,290	1.8	9	2,860	2.5	9
United Kingdom	2,225	1.8	10	2,485	2.2	10

Top ten places of birth of recent immigrants in Burnaby

(Statistics Canada, [2021 Census profile], 2023)

Data on population trends for recent immigrants differs from that of the greater visible minority population. For instance, Brazil and Eritrea represent significantly among recent immigrants ranking 5th and 7th respectively.

The rates of people originating from India also demonstrate greater figures among recent immigrants at 13.4% of the total.

TOP PLACES OF BIRTH OF RECENT IMMIGRANTS		
	%	Rank
China	25.4	1
India	13.4	2
Philippines	8.3	3
South Korea	4.4	4
Brazil	4	5
Iran	3.1	6
Eritrea	3	7
Syria	2.5	8
USA	2.3	9
Afghanistan	2.1	10

INCREASING DIVERSITY
"Visible minorities" make up about 67.8% of residents in Burnaby, a rise of 4.2% in 2016. Some populations have increased from the last census data in 2016.
    For e.g., The Black population from 1.6% to 2%, Filipinos from 5.7% to 5.8%, and Latin Americans from 2% to 2.5%.
- The Chinese and Japanese population on the other hand have experienced marginal reductions, from 33.9% to 33.3%, and 1.6% to 1.5% respectively.

(Statistics Canada, 2022 [2021 Census profile])

Percentage of Visible Minorities in total population

2021

Percentage of Visible Minorities in total population
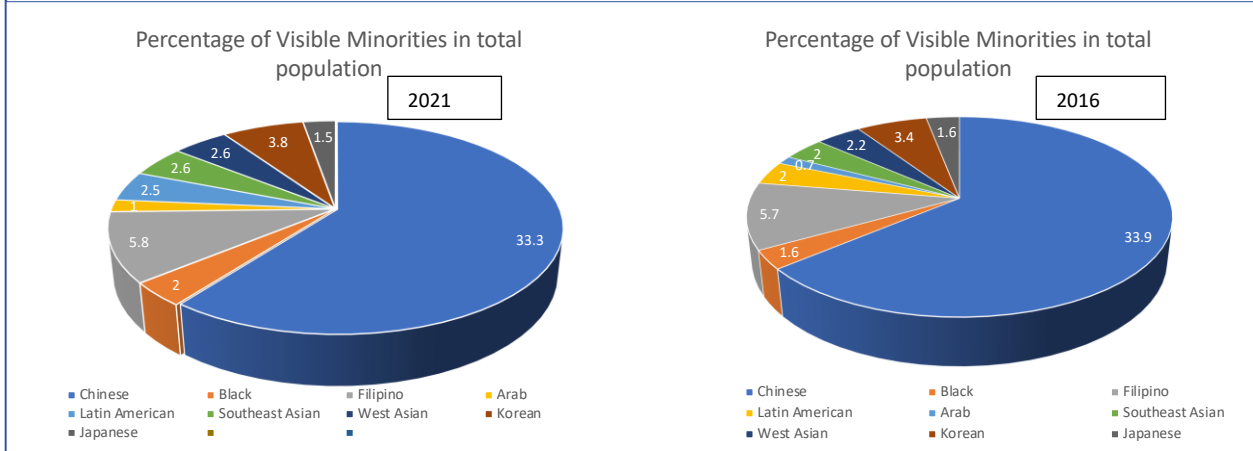
2016

Many groups are also increasing in representation, including some smaller groups. For example, between 2016 and 2021 Latin Americans increased (from 2% to 2.5%) and Black population (from 1.6% to 2%). The Chinese population on the other hand has experienced a marginal reduction, from 33.9% to 33.3%, as well as the Japanese from 1.6% to 1.5%. (Census 2021).

Selected racial ethnic or cultural origin of Visible Minorities
(Statistics Canada, 2022 [2021 Census profile])

Since 2016 there have been growth in a range of countries of origin
Since 2016, immigrants denoting Iran as their place of birth have shown a marked increase, overtaking Vietnam's position to be 8th.

Immigrants from the Philippines are the second fastest growing Asian population in Burnaby recording a 9% change since 2016.

Racial, Ethnic or cultural origin of visible minorities

Other demographic highlights (from Council report, June 8, 2020):
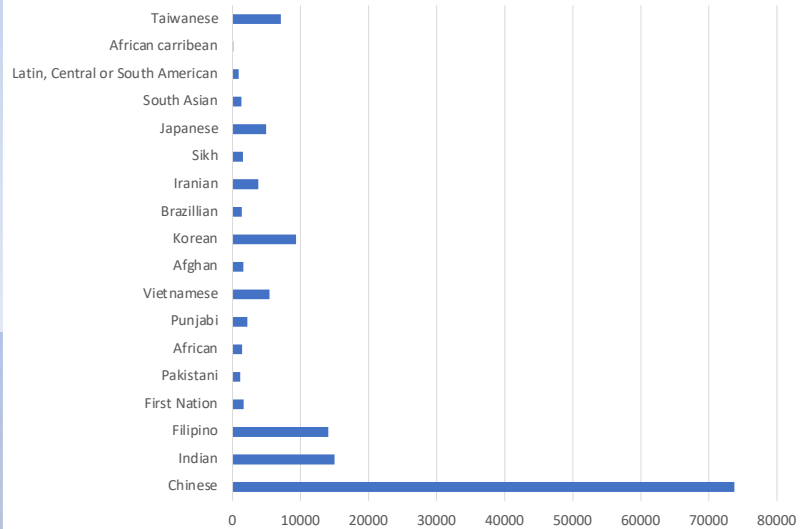
- Burnaby is only one of eight cities in Canada without a 'majority ethnic group';
- over half of those who live in Burnaby were not born in Canada;
- Burnaby is the third highest 'refugee receiving' city in BC and receives a significant number of 'refugee claimants';
- over 120 languages are spoken in Burnaby;
- the number of Indigenous persons living in Burnaby is increasing;
- approximately 11% of Burnaby's population live with an activity or health limitation;
- it is generally estimated that approximately 2-5% of the Canadian population identify as LGBTQIA2S+4, including at a municipal level. These numbers have increased over time and are higher among younger people. Approximately 10% of those aged 18 to 34 years self-report as LGBTQIA2S+;
- approximately 20% of all age-brackets of individuals living in Burnaby live with low incomes.

International students are now a major driver of growth and Burnaby is home to a wide range of educational institutions where many students transition to the workplace and Canadian residency. BC is the second most attractive province for international students and over 72% and 60% of international students plan on applying for a post study work permit and applying for permanent residency in Canada respectively[xiii]. Like other newcomer groups, there is now a more diverse range of countries from which international students are coming from.

Burnaby hosts significant numbers of international students – a significant potential talent pool!

> *International students are now a key source of diversity of talent, skills, cultures and worldviews – a significant potential talent pool*

In 2022, BC attracted almost 20,000 students from China, India and the US alone.

BC International Students, Countries of Origin,** 2022

Pie chart: Republic of Korea (924); Iran 1,617; USA (2,261); P.R. China (10,348); India (7,288)

College bar chart: India 209,930; Philippines 20,465; China 7,755; Mexico 6,885; Brazil 6,555

University bar chart: India 80,270; China 72,235; France 17,575; Iran 16,350; Nigeria 13,065
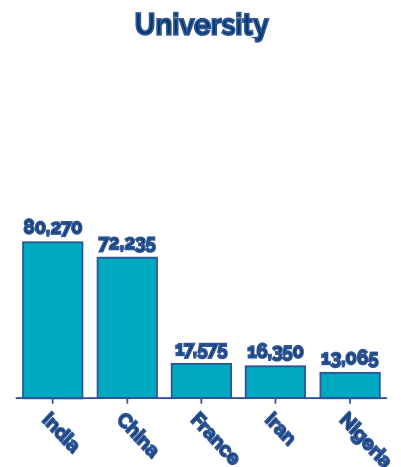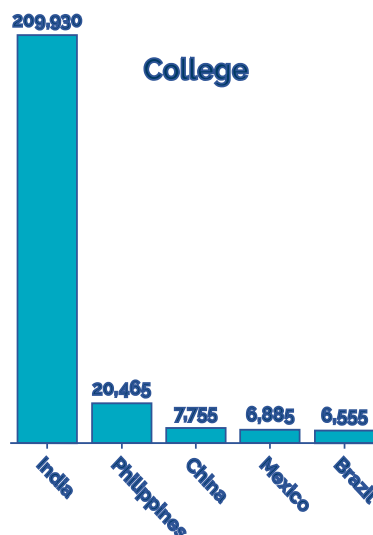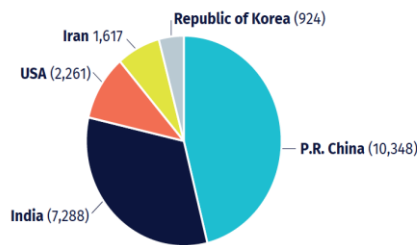
Burnaby also benefits from immigrants speaking over 120 languages while these immigrants also have a high level of speaking one of the official languages with preponderance of people speaking English (92.3%) (French at 0.7%.). However, there are still up to 6.4% of residents who speak neither English nor French.

First official language spoken
(Statistics Canada, [2016 Census], 2017)

Majority of Burnaby residents (92.3%) speak English, versus 0.7% of residents being French speakers. About 15,825 people however speak neither of the official languages of Canada, representing 6.4% of the population.

	Number	%
English	227,915	92.3
French	1,725	0.7
English and French	1,480	0.6
Neither English nor French	15,825	6.4

This multilingualism of the population is also reflected in 35% of residents speaking a non-official language at home. While often seen as a liability, research has shown multilingualism to be a strength:

"Far from being a complication, research has shown that multilingualism provides benefits to individuals at all points along the lifespan, from the youngest infants and children, to young adults, and to older adults who may be facing cognitive decline.[xiv]"

Language spoken most often at home

35% of Burnaby residents mostly speak non-official languages at home.
57.2% speak English, a 2.5% increase from the 2016 census data.

Very few people (0.2%) reported speaking French at home, demonstrating a decrease from 2016.

	2021		2016	
	Number	%	Number	%
English	141,300	57.2	128,085	55.5
French	545	0.2	605	0.3
Non-official languages	86,460	35	79,960	34
Indigenous/aboriginal languages	5	0.0	15	0
English and non-official language(s)	17,400	7.0	21,670	9.4
French and non-official language(s)	50	0.0	45	0
Multiple non-official languages	830	0.3		

Religious diversity in British Columbia shows significant disparities between immigrants and nonimmigrants religious affiliations, with nonimmigrants overwhelmingly reporting no religion/secular while immigrants report a range of religious affiliations, Christian is the highest reporting, followed by a range of religious affiliations including Sikh, Muslim, Buddhist, Hindu, Jewish and the small number of other religious and spiritual traditions. Nonetheless, even among immigrants, no religion or secular is the second highest category.

Religion by immigrant Status, British Columbia

Immigrants ■ Non-immigrants ■ Non-permanent residents

(Statistics Canada, Table 98-10-0345-01, 2023)
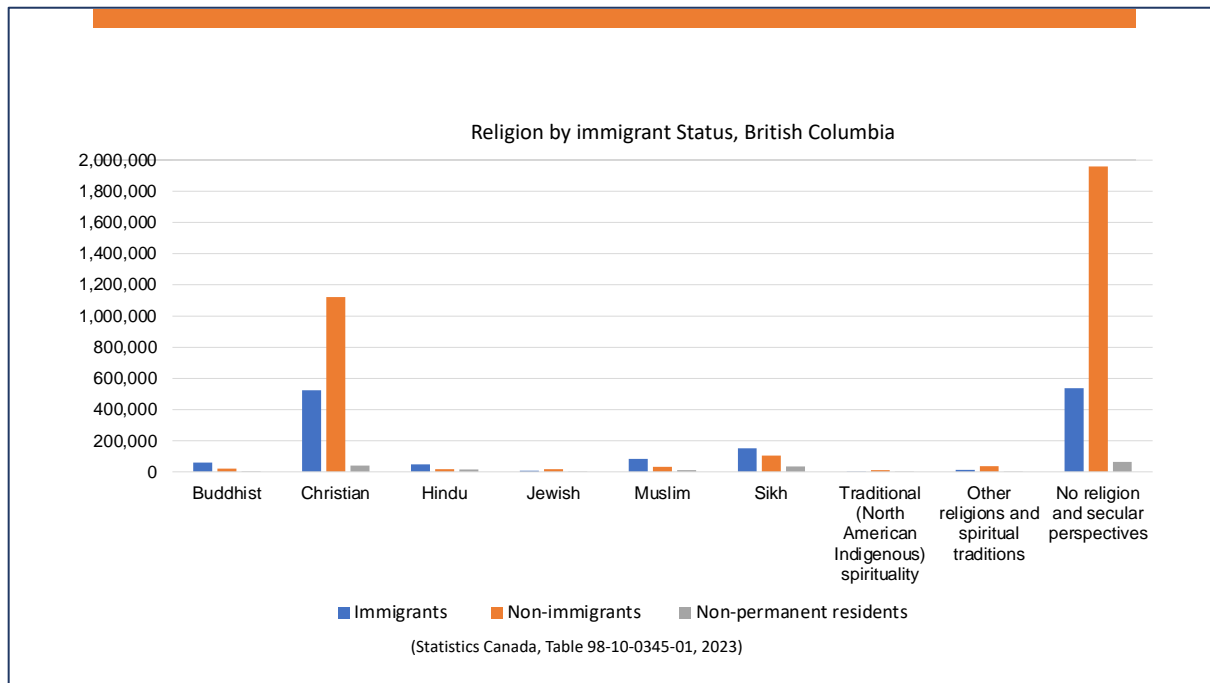
The challenge for Burnaby is how to unlock this diverse talent

Immigrants, particularly highly experienced, skilled and credentialed immigrants are seen as a vital resource for socio-economic growth in Burnaby as in Canada in general [xv]. Immigration is a major driver of workplace growth, now accounts for almost 100% of Canada's labour force growth, is a major driver of new business accounting for 33% business owners with paid staff, and is an important source of healthcare and technical skills accounting for 42% of engineers and 31% of physicians[xvi].

CHART 26 Reasons Why Firms Diversify Their Staff (Percent of Reporting Firms, Worldwide)

Reason	Percent
Fairness and Equity	42%
Enhance Innovation	23%
Reflect Customer Base	23%
Enhance Decision Making	22%
Expand Talent Pool	16%
Reputational Issues	16%
Government Regulation	10%
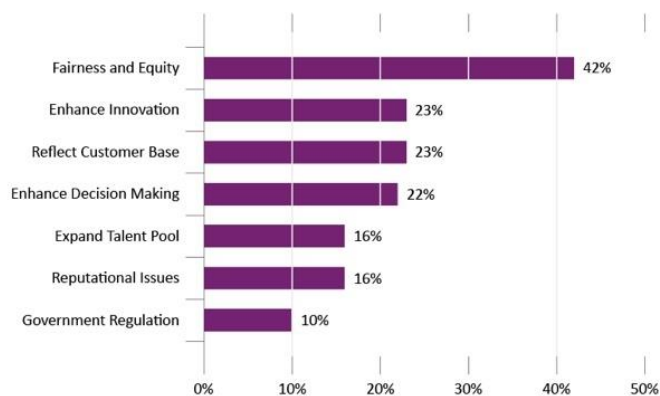
Source: World Economic Forum, *The Future of Jobs Report,* 2016

Organizations are increasingly recognizing the value of diversity. Fairness and equity are the top reasons organizations diversify (42%), but firms also recognize a range of benefits including enhancing innovation, better reflecting the clients and customer base they serve, enhancing decision-making, and expanding their talent pool.[xvii]

"Migration and resettlement can be fraught with stressful challenges, with individuals and families often encountering cultural and linguistic barriers, underemployment, credential discreditation, and discrimination[xviii]".

Unlocking diverse talents and creating a thriving Burnaby that delivers quality of life for its residents will require that Burnaby ensure that all newcomers to the city are given equitable opportunities to thrive and to contribute their full potential. Yet we know that systemic racism has been woven into the very fabric of social, political and economic life creating obstacles and challenges for racialized groups to reach their full potential. Addressing systemic, structural and institutional racism in Burnaby is critical if the city is going to optimize its potential economically, socially and enhance the quality of life for all its residents. As concluded, in a study of immigration and well-being in Canada:

> *"Official policies regarding new migrants to Canada should evolve by accounting for and working to eradicate systemic and institutionalized racism that continues to affect individuals and families throughout post-migration and into the next generations[xix]."*

Newcomer expectations vs reality

Immigrants to Canada often arrive with high expectation for equity, social cohesion and human rights and other legislative protection. These are perpetuated by a range of factors including media and perceptions of Canada fueled by Canada's official policies[xx]. For points-based migrants, the process of valuing credentials and other human capital fuels a perception that they will be able to apply these skills, education and credential commensurate with their qualifications.

For example, one of the significant reasons that international students choose to study in Canada, as well as to remain, is their perception that Canada is a tolerant and non-discriminatory society in general[xxi]. Therefore, living up to this perception becomes critical to their thriving and decisions to remain.

For many immigrants however, the reality does not live up to expectations. Particularly for racialized immigrants the reality often falls far below expectations. Racism dash hopes and dreams for many newcomers, refugees and immigrants.

> *From my outside perspective when I came to Canada was that there's no racism. This is my country of choice and I love it, but I have experienced a lot of racism in different ways.*

> *(Translated from French to English): What was shocking for her was to see that they've experienced racism. They were like so happy that they're coming to Canada where they didn't think that they can encounter any racism and the first thing that they had was adjusting to … seeing the racism around them. It was sad for them to encounter the racism that they didn't think exist in Canada.* Black Refugee female

What we learnt
Structural & Institutional racism have compounding Impacts for racialized newcomers

Through our research we have learnt that there are systemic and structural barriers to participation and belonging in all spheres of society, across different spaces and sectors – with cumulative and compounding impacts. In the coming sections, we present our findings that aim to illuminate and better understand the differential experience, challenges and obstacles that immigrants and newcomers face with the goal of eradicating these obstacles.

Economic inclusion and Employment
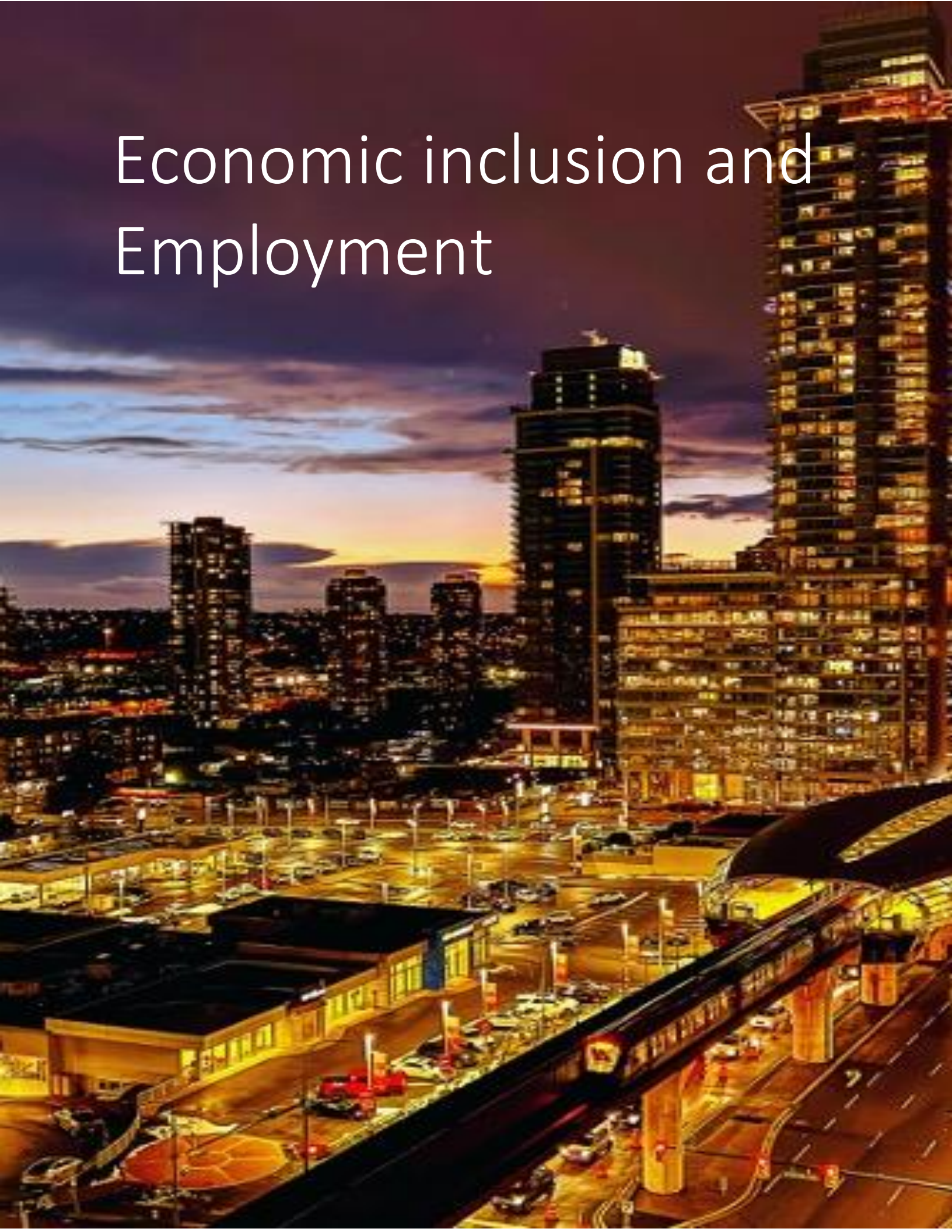
Economic Inclusion and Employment

Burnaby is gaining significant human capital through immigrants that arrive ready to enter the workforce and contribute to the social and economic fabric, bringing the fruits of investments in human and social capital, earned elsewhere, to Burnaby.

According to the 2021 census data, many visible minorities are more likely to attain a bachelor's degree or higher. The share of bachelor's degree was higher among Koreans (60%) and Chinese (56.3%). Slightly below 50% of Arabs and Japanese attained bachelor's degree or higher. Latin Americas and Black people are increasingly reporting higher levels of education in the 21st century compared to those who immigrated in early years. Of the 32% black population with a bachelor's degree or higher, over 40% were born in Africa, 19% born in the Caribbean, and 16% were Canadian born third generations. First and second-generation Africans and Caribbeans are more likely to attain a higher level of education compared to third generations (Cornelissen & Turcotte, 2020).

Percentage of education attainment among racialized population
(Visible minority groups)

Legend:
- No certificate, diploma or degree
- High school diploma or equivalency certificate
- Postsecondary certificate or diploma below bachelor level
- Bachelor's degree or higher

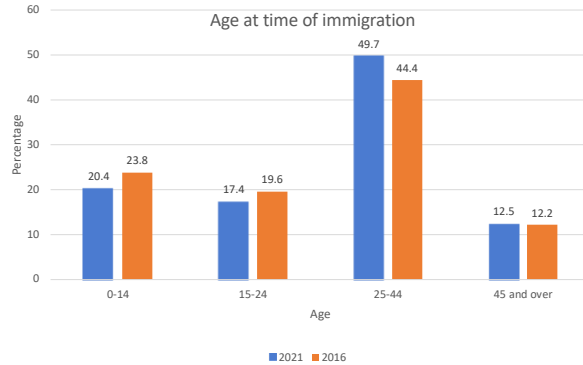Immigrants are also arriving at an age where they are ready to enter the workforce or contribute to productive activities. Almost 50% of Burnaby's immigrants were at a working age (25 to 44) when they arrived in Canada, compared to 44% recorded in the 2016 census data. The data also suggests a slightly increasing older population (45 years and over) and a decreasing younger population of school going age (0-24 years).

Almost 50% of Burnaby's immigrants were at a working age (25 to 44) when they arrived in Canada, compared to 44% recorded in the 2016 census data.

The data also suggests a slightly increasing older population (45 years and over) and a decreasing younger population of school going age (0-24 years).

(Statistics Canada 2023 [2021 Census profile]; Statistics Canada 2022; **Statistics Canada, [2016 Census], 2017**))

Age at time of immigration

Age	2021	2016
0-14	20.4	23.8
15-24	17.4	19.6
25-44	49.7	44.4
45 and over	12.5	12.2

Despite being qualified and experienced when arriving in Canada immigrants are not able to fully deploy their human capital as they are significantly overqualified for the jobs that they're able to get. Overqualification is a measure of the degree to which highly skilled immigrants with degrees end up taking jobs that require less than a university degree. Not only does this take a significant toll on immigrants who fail to thrive to their full potential, but it represents significantly underutilized human capital[xxii]. For example, looking at the rate of overqualification between immigrant and non-immigrant populations (2006 - 2016), the percentage of overqualified immigrants in the labour force in British Columbia is 24.8% in 2016 compared to 12.2% for non-immigrants.

Rate of overqualification between immigrant and non-immigrant populations
(2006 – 2016 census data) (Cornelissen & Turcotte, 2020)

Among other indicators, the percentage of overqualified immigrants in the labour force in British Columbia was 24.8% in 2016, compared to 12.2% for non-immigrants.

	Immigrants		Non-immigrants	
	2016	2006	2016	2006
Women	27.2	29.9	11.1	13.5
Men	20.7	22.1	10.5	11.5
Highest level of educational attainment				
Bachelor's degree	28.6	30.3	13.3	15.3
University certificate or diploma above bachelor level	24.7	27.2	7.3	9.6
Master's degree	16.7	19.5	5.0	6.1
Earned doctorate	5.8	6.6	2.4	4.4
Region of residence				
British Columbia	24.8	28.0	12.2	14.0

Racialized immigrants are more likely to be overqualified in the labour market and some racial groups fare worse than others even when obtaining their credentials in Canada. For example, in 2016, of those who studied in Canada, the highest overqualification rate are experienced by those, mostly Black immigrants, from the Caribbean and Bermuda (16.2%) and Sub-Saharan Africa (16.4%) compared to the overqualification rate of 9.2% and 9.7% for immigrants from Western and northern Europe respectively.

Overqualification rates and the discrepancy between groups are especially pronounced for those whose certifications are obtained outside Canada. For example, of those who study outside Canada from Western and Northern Europe, they again have the lowest overqualification rates with rates almost identical to if they had studied in Canada, (9.4% & 9.3% in 2016 respectively), while racialized immigrant groups show an alarmingly high rates of overqualification from Southeast Asia (53.6%). Southern Asia (38%), Caribbean and Bermuda (28.8%) Sub-Saharan Africa (28.7%) among other groups.

Rate of overqualification between immigrant and non-immigrant populations
(2006 –2016 census data)
(Cornelissen & Turcotte, 2020)

Racialized Immigrants are more likely to be overqualified than non-racialized immigrants from Western and Northern Europe

The data also shows that overqualification is particularly pronounced for those whose certifications are obtained outside Canada.

Place of birth	Total		Studied in Canada		Studied outside Canada	
	2006	2016	2006	2016	2006	2016
				percent		
Canada	12.6	10.9	12.7	10.9	10.5	9.0
North America	12.1	12.0	10.4	11.2	14.2	13.0
Central and South America	26.2	20.8	15.9	12.7	33.4	26.0
Caribbean and Bermuda	22.0	20.6	18.3	16.2	31.9	28.8
Western Europe	12.5	9.3	11.2	9.2	14.5	9.4
Eastern Europe	24.1	18.6	14.2	11.6	27.2	22.2
Northern Europe	10.6	9.5	11.1	9.7	9.7	9.3
Southern Europe	18.4	14.7	12.1	11.7	27.2	18.6
Sub-Saharan Africa	21.0	22.5	16.3	16.4	26.3	28.7
Northern Africa	23.9	21.3	15.1	13.0	29.1	26.1
West Central Asia	23.9	18.6	14.7	11.0	29.2	24.7
Eastern Asia	23.9	18.5	15.5	13.4	29.8	23.6
Southeast Asia	40.3	44.6	17.6	13.9	50.3	53.6
Southern Asia	39.9	32.1	16.6	13.4	46.0	38.0
Oceania	12.2	11.3	10.2	11.3	14.4	11.3

Source: Statistics Canada, data from 2006 and 2016 censuses.

People who were identified as "visible minorities", are concentrated in the lowest income employment categories. Looking specifically at senior management positions (legislative, senior management and administration occupations, BC) "visible minorities" are concentrated in the lowest **Income category-** business, finance and administration occupations with an average income of $59,000, which the lowest average income of any category. Senior managers in the public and private sectors make the highest average income of $172,000 (Census 2021, British Columbia.

Income (legislative, senior management and administration occupations, BC): Many visible minorities in British Columbia reported working in the business, finance and administration occupations with an average income of $59,000. Senior managers in the public and private sectors make the highest average income of $172,000 (Statistics Canada, Table 98-10-0586-01, 2023).

Visible minorities	Total population with employment income	Average employment income ($)
Total occupation	2,497,240	55,100
Legislative and senior managers	29,615	167,600
Legislators	1,230	67,600
Seniors managers - public and private sectors	28,385	172,000
Business, finance and administration occupations	432,880	59,000
Middle management - business, finance, administration	56,025	92,900
Administrative services managers	24,375	94,200
Financial managers	8,245	100,400
Human resources managers	6,275	94,600
Purchasing managers	3,150	96,300
Other administrative services managers	6,705	85,300
Managers in financial and business services	30,420	91,700
Insurance, real estate and financial brokerage managers	6,150	119,300

Looking at race disaggregated data indicates some immigrant groups are faring better than others in terms of occupational grouping. According to the 2021 census data, most visible minorities (32%) in B.C. work in the sales and service occupations, with the majority (57%) being south Asians and Chinese, followed by business, finance and administration occupations (18%), and trades, transport and equipment occupations (14%). Filipinos and South Asians (53%) dominate the health occupations.

In terms of senior management and legislature Chinese are overrepresented (relative to other VM) groups accounting for 42% of this category while making up 33,6% of visible minorities. This compares for example with Filipinos making up 10.3% of VM but only 2.5% of senior management and legislative .

Almost a quarter of the Black population (23.4%) are concentrated in the sales and service sectors.


Photo by Erge Mahindraon, Unsplash

Occupation by visible minority: According to the 2021 census data, most visible minorities (32%) in B.C. work in the sales and service occupations, with the majority (57%) being south Asians and Chinese, followed by business, finance and administration occupations (18%), and trades, transport and equipment occupations (14%). Filipinos and South Asians (53%) dominate the health occupations, and Chinese (40%) dominate in senior management occupations (Statistics Canada, Table 98-10-0330-01, 2023).

	Total visible minority population	South Asian	Chinese	Black	Filipino	Arab	Latin America	Southeast Asian	West Asian	Korean	Japanese	Visible minority (n.i.e)	Multiple visible minorities
Total occupation (National Occupational Classification)	1,411,125	393,895	473,860	46,630	145,825	20,770	58,360	60,340	59,990	61,465	36,215	14,810	38,970
Occupation - not applicable	416,685	100,115	182,895	9,825	27,890	7,515	11,860	16,560	16,130	18,425	11,480	4,165	9,815
All occupations	994,440	293,785	290,965	36,795	117,930	13,255	46,495	43,780	43,850	43,040	24,735	10,650	29,160
Legislative and senior management	7,730	1,940	3,275	230	195	110	315	165	470	430	265	65	265
Business, finance and administration	175,015	44,605	69,025	5,060	15,550	1,565	7,835	6,565	6,380	6,530	4,665	1,735	5,500
Natural and applied sciences and related occupations	87,270	20,630	34,870	2,460	6,115	1,445	4,450	2,830	6,165	3,340	1,675	690	2,605
Health occupations	82,215	21,320	18,195	3,395	22,080	1,115	2,145	2,665	3,240	3,085	1,785	800	2,390
Occupations in education, law and social, community and government services	94,355	24,670	28,270	4,715	9,420	1,435	4,815	2,800	5,140	5,430	3,320	1,170	3,180
Occupations in art, culture, recreation and sport	34,545	4,910	13,040	1,835	2,385	525	2,750	1,470	1,845	1,975	1,710	500	1,595
Sales and service occupations	313,660	91,505	86,255	10,895	40,045	4,240	13,080	17,320	12,355	17,625	8,190	3,200	8,950
Trades, transport and equipment operators and related occupations	141,490	61,415	26,095	6,280	13,730	2,295	8,645	5,530	6,785	3,210	2,150	1,960	3,385
Natural resources, agriculture and related production occupations	17,450	8,735	2,680	555	820	120	1,230	1,715	310	270	485	145	385
Occupations in manufacturing and utilities	40,715	14,055	9,275	1,375	7,585	400	1,225	2,725	1,165	1,145	485	375	905

While data on income from the 2021 census is still emerging, the aggregate data on income reveals some variability by racial grouping. These data should however be interpreted with caution as they refer to income and not wealth and are not further detailed by income quartiles, which can be revealing.

Average total income: visible minority
(Statistics Canada, Table 98-10-0331-01, 2023).

Visible Minority Average Total Income
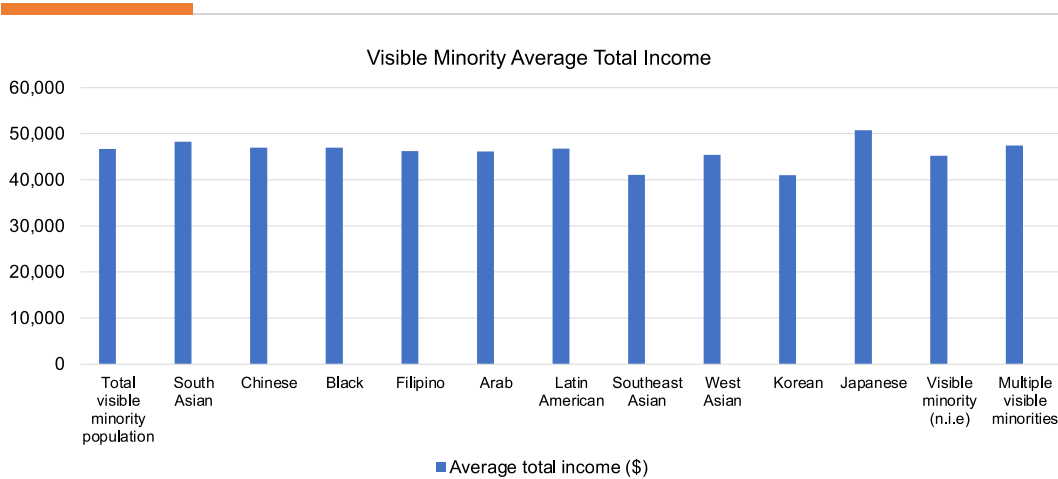
Great places to work for some groups, but challenging for many racialized job-seekers and employees

Our primary research with a range of stakeholders across different sectors and different responsibilities highlight a number of obstacles that racialized newcomers face to economic inclusion and the ability to thrive within the economic spheres and workplaces – many also well-documented in broader terms. We highlight especially critical themes that emerged from our work.

Occupational downgrading from significant decline in education–occupation match is a critical issue that is pronounced for many racialized immigrant groups despite their efforts and credentials[xxiii].

Devaluing non-Canadian experience and credentials and not finding employment matching their credentials, experience and skillsets are the most significant sources of frustration across all racialized groups interviewed.

> *""We came under the skilled workers category. I was a lawyer in my country and my husband an economist. We came hoping that you know everything will be okay. Canada accepted us and so you know thought we will find jobs right away but we were struggling and we spent all our money the first six months - all the money ….and we couldn't find even casual work. …unfortunately it didn't work for him as he wishes. He went back to school he did everything but you know till now he still struggling you know"* West Asian Immigrant with Children

Credential non-recognition

The failure of Canada to recognize the credentials of immigrants has been well recognized for decades[xxiv].

Failure to recognize credentials is particularly poignant because Canada recognize these credentials in the immigration process to allow many classes of immigrants to qualify to migrate to Canada. Immigrants feel particularly misled when they find out that the very qualifications that gained them entry into Canada would not serve to secure jobs and opportunities. This disconnect between credentials and capabilities that many newcomers bring and work attainment is one of the most criticized obstacles to newcomer well-being. Because of the

compounding impact of economic exclusion on other social and political participation, economic exclusion can have cumulative and overarching negative impact on the ability of racialized newcomers to thrive in Burnaby.

The frustration of not finding appropriate work was perhaps the most disheartening for newcomers. This narrative of an immigrant who currently has a job in a restaurant, and her husband, driving an Uber despite being highly trained and not from their career choice was all too common.

> *"And the second problem is, I am looking to find a job. No one is accepting my resume. I couldn't get a reply from them, and even my case work case worker said it is because you did not the study in Canada and you do not have Canadian work experience, you are not able to find a job. Actually, I have 13 years working experience in different departments, and I have bachelor's degree in political science from my home country, and also, I evaluated my bachelor's degree in Canada."* West Asian female

Racial bias in recruitment and career advancement

Recruitment bias was widely reported even despite enormous efforts made by immigrants to gain Canadian credentials and often being overqualified for these jobs. This interviewee quoted below was now on her second credential in Canada, both being qualification downgrades from the occupation, experience and credentials that she brought, yet still struggles to find suitable employment.

> *"They don't accept me. When I apply for a job as a pharmacy assistant. I'm looking for a job…. I finish my course last year and since that time I[am] struggling finding a place to work… I'm doing volunteer work to improve my resume, to help me to find a job for more opportunity, you know. So I don't know. Until now I didn't get any offer. I did apply in person and indeed and talk to my friends who works in a pharmacy, still I didn't find any job. I took a loan. Nobody wanna hire me"* West Asian Female

Some immigrants reported experiencing widespread recruitment discrimination not only from the dominant normative culture and of racial European decent groups, but also from other immigrant employers, suggesting an affinity bias in hiring from within racial groupings.

> *"To be honest, I notice when I go search for job. If the owner is from [country X], the majority who works there are from [country X] …. So they prefer to hire someone who has the same nationality or same culture. I don't know. Because really when I went and I searched. Even if the owner is Canadian, white Canadian, you can see the majority are Canadian [white]"*

Systemic barriers in the workplace

There was widespread recounting of discrimination in the workplace that largely went unaddressed. These stories were particularly prevalent among immigrants of African descent and among Muslim women. Immigrants recount being forced "to fit in" to the normative expectations in the workplace having to endure significant personal and even human rights violations to do so. These instances range from exclusionary organizational norms and culture to serious workplace violations including religious intolerance.

> *I got like a nice job, nice salary that I've never had in my life. But I end up resigning that job because of what we are talking about [racism]… When I started that job, it was like a nice shift. But my first day at the job, there was a guy who had to show me how, and you know you can tell like the first impression shows that you're not happy like having me there. It is later that I realized that. So, the guy was not that nice to me, … they like to put me down.* Black male

> *(Paraphrased from French) -She reported being in a hostile work environment, where she felt discriminated against all the time. Going to work became difficult as their enthusiasm and energy levels were increasingly becoming low when at work. They don't feel appreciated. They aren't motivated to work because their team didn't interact with them well, they normally wouldn't even respond to their greetings. Even when they are home, they are thinking about the stresses they experience at work (West Asian female (FG)*

> *"I removed my headscarf to be honest because I was doing home to home work….some, client they don't like to see me with this headscarf… and they reject me. So I was scared to enter the house. I don't wanna be in this situation and go complain and so I removed my headscarf." Muslim female*

> *"In Ramadan, I choose to wear hijab and I'm working in a restaurant. So they questioned me why you are wearing this now?" and she told them that it's Ramadan and she prefers to be modest in this month. And they asked her not to come. You can take it off or don't come and in… it [would be] unpaid". [paraphrased translation]*

Despite these instances of workplace discrimination and human rights violation immigrants reported significant fear in making formal complaints. Fears of losing their jobs and livelihood were the most prevalent reasons given for not reporting even the most significant violations.

"all what I want is not to feel discriminated against wherever I go. Wherever I work, I shouldn't feel that .And, I want to feel that I have the right to say no. That I can say that I'm tired or I can't carry this or express myself. But what I'm saying now that if I said all of that, they will let me go. They will ask me to leave and I'm in need for this money to pay my bills. And, you know, I, feel that they know that and they are trying to what pressure based on this weakness. All what I am looking for is to be treated as a human being. And not as a slave and for them to remember that I know the laws and I can do something. But I prefer not to. To keep my job."

Paraphrased and translated "They asked her to clean something high and she fell down at work. … on …something like nails. There were cuts in her. … and there was blood and when they came to see what happened and they saw the blood they asked her just to leave and go home. She left the workplace and the neighbors called the ambulance for her, not the employer. When she went for medical attention, she didn't even share what happened. Then they insisted … and she shared that this happened at work and they told her that it should be a Worksafe BC claim. But she refused to make a report because again she's afraid that they will, you know, terminate her, treat her even worse than before because she made the report and if she became an unemployed she can't you know she can't afford it. She's living alone here by herself, not family. No one to support so she's in need for the money" (Female)

Paraphrased and translated "They asked her to clean something high and she fell down at work.
"It's not a problem of employers not understanding the value of immigrants…it's about…racism"

Public spaces
and institutions

Public Spaces and Institutions in Burnaby

> *"Space is a tangible realisation of institutional and racial subordination, so any study of racism must include spatial dimensions in order to provide a comprehensive understanding of structural racism. … Space is not neutral but a social product where social, cultural, or economic areas of life reflect the operation of power dynamics[xxv]"*

Spatial inequities

Burnaby's history of segregation and exclusion is reflected in racial spatial disparities. Despite incoming immigration many of these historical factors continue to govern the day-to-day experience of immigrants in public spaces and the spatial concentration of racialized immigrants. For examples, areas such as Metrotown, parts of Edmonds and Lougheed Town Centres, with the high concentrations of immigrants and racialized people also have the lowest median income, while the highest median incomes were found in central Burnaby, in the Government Road, Morley-Buckingham, Douglas-Gilpin, and Oakalla neighbourhoods[xxvi]. A related factor is the distribution of infrastructure investment and the type of investments. Neighbourhoods that have the most newcomers and most immigrants are reported by residents to be the most dangerous in terms of walkability. While there have been presentations by City of Burnaby around the equity need of sidewalks it is unclear how racial equity has been applied in the frameworks used, for example, in deciding on the new sidewalk program[xxvii] and other infrastructure investments. Although Burnaby ranks third in Canada, just behind Vancouver for walkability scores[xxviii], there are no public walkability and other studies that specifically address how racial equity intersects with walkability and other factors such as transit availability, pollution, noise pollution and various infrastructure availability. Hence the city at this point is running blind in terms of its ability to address racial equity disparities in spatial and infrastructure development.

'White spaces'

Historical factors are reflected in the assumptions on a day-to-day basis as to who belongs and who does not belong. Racialized immigrants for example are constantly challenged as to their right to belong in Burnaby especially in public spaces with the constant questioning for example of "where are you from?" The inference of course is that you do not belong here and your very

presence must be questioned. These attitudes are deeply rooted in the historical settlement of Burnaby itself and Canada more generally that constituted and constructed the space as a white space. Racial segregation in the early years of white settlement as well as racial exclusion from the ownership of property therefore challenge the very right for non-white immigrants and Indigenous people to belong.

This is reflected today in the continuing sense of many racialized immigrants that they are not welcomed in the City. Of course this takes many forms but are characterized by a constant feeling of unwelcomeness and a sense in which there is over-surveillance but sometimes involves violent acts directed at racialized people including immigrants in Burnaby.

Weathering - oversurveillance and lack of safety, isolation, lack of lateral social inclusion

In Burnaby many racialized residents, especially Black and Muslim residents, report feeling under constant surveillance putting high levels of stress (or weathering[xxix]) on their health, sense of belonging and wellbeing. Black males in particular also constantly fear for their personal safety. This constant weathering and tone correction can be stressful:

> *"the manner in which you need to walk; not too fast, not too slow; pacing as to not be seen to be trailing people, especially women…trying to anticipate, always looking/analyzing the situation, is something about to happen? How will onlookers interpret the situation? Being used to 'just for your own safety'. For example 'I'm going to walk past you so that everybody knows I'm not trying to do anything and then you'll have your space and everybody will sort of calm down."* Black Male

> *As an example, I keep telling my clients it's sad because I have to kind of give them a wake up, call and say, hey, guess what, you're in Canada. … It's kind of to tell them ahead of time, so they are not shocked when it happens. You know it's the same thing that I teach my kids and say, hey you in the mall, don't have your hands in your pockets when you're in the stores, you know. … which is so sad that I have to say that. And people don't understand, but it's part of those conversation that you have to have with your own, and part of everything the way you speak. They say, hey, you're being watched more than any other person, just because who you are. So it's so sad, because there are no cautions when you come from where everybody looks like you, and then you are here.* (Black immigrant, female)

The feeling of being isolated or distanced from in public was frequently referenced especially among black interviewees many of whom encountered the identical situation describe below of sitting on buses or public transportation and people appear unwilling to sit beside them creating public humiliation a sense of social isolation and public embarrassment.

When I first came to Canada…It was like my first month in Canada. I remember I was at the bus stop, when I went into the bus, there were 2 seats available, and then I sit on one spot and the other spot near me was free. So there was a white guy who came in, and the way I was sitting on the edge, I moved because I knew behind me there was no place. Now, as soon as I moved, the guy was getting into the back, and he realized that I'm giving him space. But the guy's reaction was really weird. Black Male

Black youth are especially monitored and surveilled robbing many of the exuberance of youth

"like Black men, some [youth] seem sort of like pretty young I'd say, if not high school, maybe a bit older, and you know, mostly wearing black, which is a very common color, especially at that age, you know, Hoodie's, etc. Again, attire that isn't really exclusive to the Black community. Let's be real right, but it's like you can just kinda tell the body language [of people seeing these 4 or 5, Black men, young ones, walking around, you know, with like Hoodie's wearing all Black, you know, talking with their slang, and you can kinda read the body language of the people… [H]ow used are you to this experiences and how normalized are they for you?

A City designed for some

"Place identities are prominently demonstrated in the built environment. Cities often encourage specific architectural styles, and planners implement design and land use controls. … Architectural styles connote historic and cultural heritages, which may be constructed from standpoints and manipulated to benefit certain groups … Thus, planning and design controls can reflect local power dynamics, especially in places experiencing rapid demographic changes."xxx

A key question in analysing Burnaby's public and built spaces is whether these "respond to the cultural specificities of diverse communities or exclude certain groups' spatial claims". The design and aesthetics of most of Burnaby's public spaces and built environment including the Public Library, the universities and colleges, schools, rec centres, public art spaces and parks designs strongly reflect Eurocentric ideals and aesthetic preferences. While these may appear normative to some, they signal in not too subtle ways who the city is primarily designed for.

For example, while the Burnaby Village Museum has been a landmark of Burnaby, only recently has the museum taken steps to create representation of Indigenous cultures and more recently of Chinese presence and now the South Asian history in Burnaby and British Columbia through the "Truths Not Often Told: Being South Asian in Burnaby". These initiatives are well received. However there is strong indication that much more is needed to embed a sense of inclusion across the city. These kinds of collaboration with racialized communities are highly desirable approaches to ensuring the inclusion of visible signs of the multi-racial and hyperdiverse communities that make up Burnaby.

Public art and installations

Another example of normative cultural presumptions of what is valued or not is graffiti. In many places around the world graffiti is 'street art' and valued as culturally appropriate art expression. In Burnaby on the other hand it is historically linked almost exclusively with crime, clearly expressed in the blanket narrative "Graffiti makes our city seem unsafe" instead of providing more nuance in policies, recognizing that, for some, especially Indigenous, Black and other racialized youth, it can be an art expression.
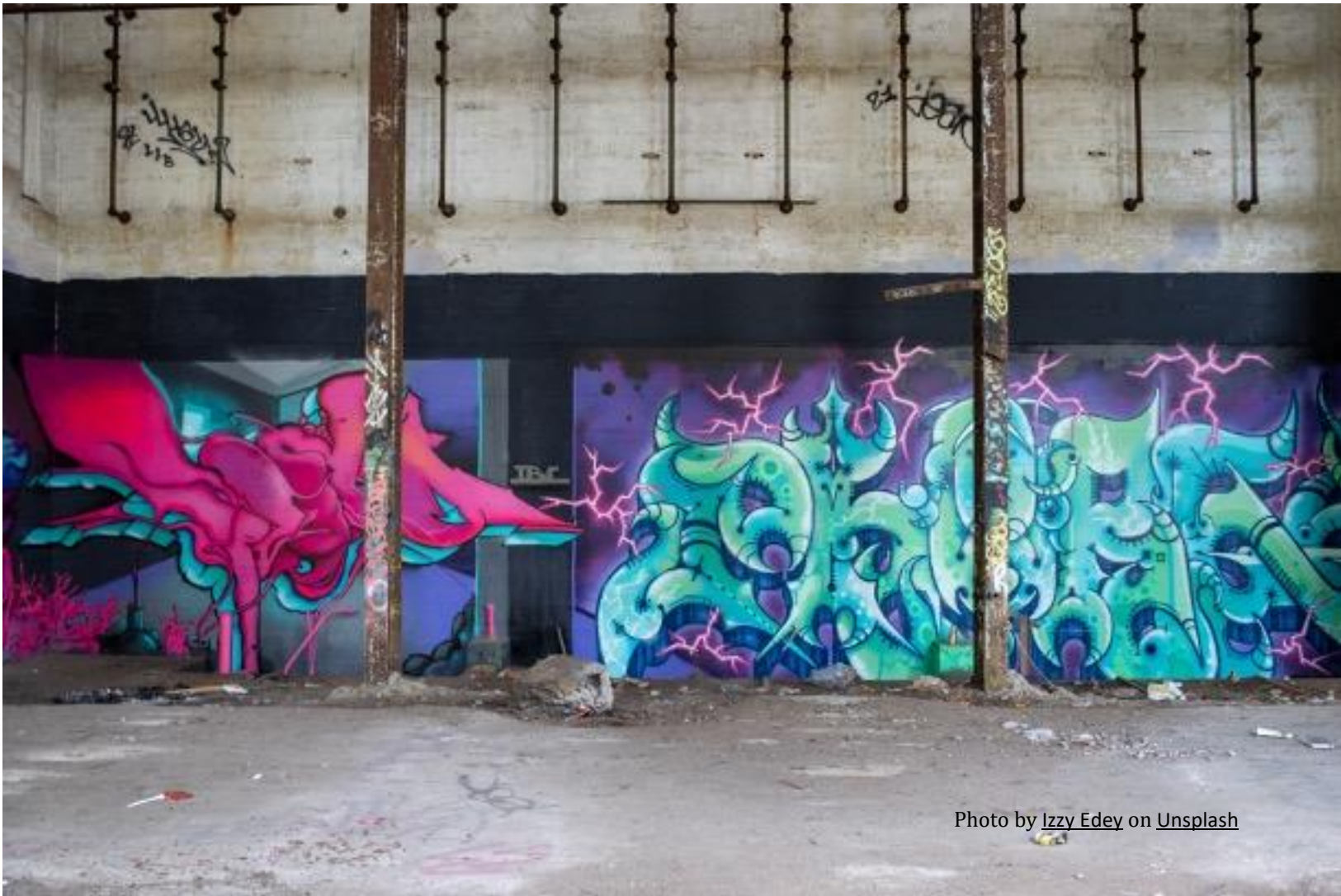
Photo by Izzy Edey on Unsplash

Promotion of Burnaby as tourism site

One indication of the way in which a city sees itself is through the way it promotes its own image to outsiders.

In evaluating the tourism Burnaby's website for example, one gets a picture of the way in which Burnaby views itself and therefore promotes itself to outsiders. As shown in the screenshot of the front page of the Tourism Burnaby website, despite using the word diversity these images strongly convey a very limited view of the aesthetics and representation of the population of Burnaby making invisible the multiracial and hyperdiverse cultures of Burnaby.
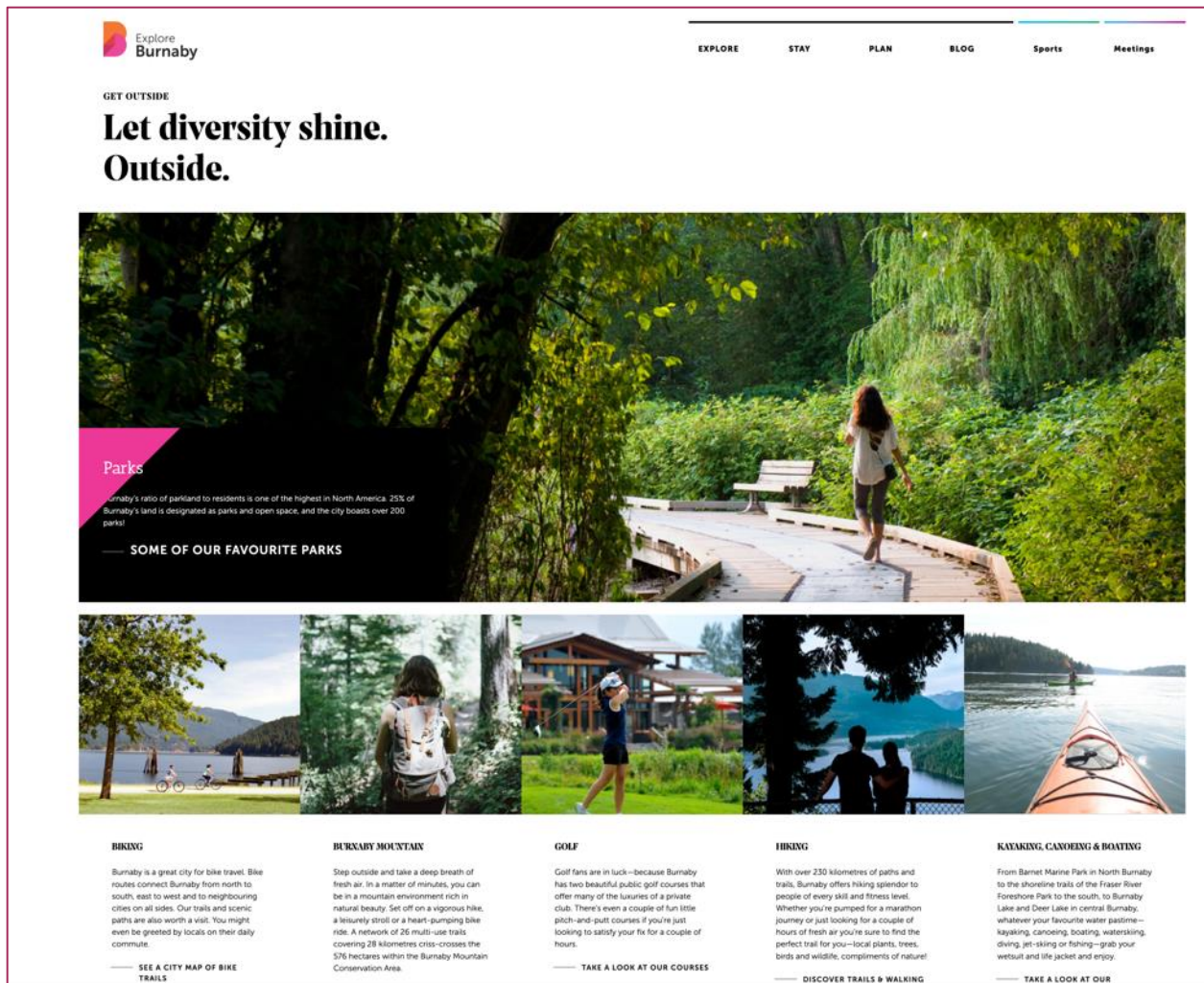
Community centers and recreational spaces and programming

"Recreation programs are not reflecting the broad communities that make up Burnaby"
(Interviewee)

Lack of targeted programming

Racialized newcomers also face significant exclusion from the programming intended to create social cohesion and well-being. City programs are often promoted with visual language of exclusion primarily highlighting the Burnaby population of European descent. See examples of pictures below taken from the landing pages of Burnaby Edmonds Community Centre recreation facilities' website.

https://www.burnaby.ca/recreation-and-arts/recreation-facilities/edmonds-community-centre

Increase in diversity of representations not been matched by diversity of programming and spaces

While some progress has been made in diversifying images, these have not been matched with structural changes to the types of programs and the delivery of these programs. Many newcomers have expressed feeling specifically excluded from the spaces. Very little programming attempt to specifically provide pathways that aim to introduce and welcome in newcomers, particularly racialized newcomers, who often feel social isolation.

Beyond, representation the actual programming reflect the sensibilities and priorities of this dominant racial group. A perusal of the range of programs suggest little inclusion of a racially diverse program schedule.

For example, the seniors' program below now shows the picture of a racialized senior. However, with the exception of Mahjong, these programming elements have not changed and still reflect the values and perspectives of the European descent sensibilities and preferences.

Most seniors who participated in our research did not expect the community centres to be able to organize culturally specific programming for all their needs, but felt that it was important for community centres and other public spaces to provide support, spaces and assistance to allow self- organizing of culturally and racially appropriate events, including recreational, entertainment and physical activities.

Community Centres are also seen as lacking a cultural distinctions-based approach and so when there are cultural programs in these spaces, many smaller communities often feel excluded. For example, while there was a sense that there is an increasing number of Chinese cultural programs, members of other Asian communities, for example the Korean community, feel their needs and language and culture are not considered at all. This leads to a strong sense of isolation and erasure.

> *When we're talking about community events … or in recreation centre when they go to recreation centre library or community events there seems to be Chinese things always right? Chinese conversation, Chinese recreation program in Chinese but it's really hard to find one in Korean … well from my research the number of the [Korean] population Burnaby it is not much different from Coquitlam*

Taken together the dominant narrative, the programming structure, the profile of those who teach and run the centres all convey a sense of racial homogeneity and exclusion. Newcomers often do not know the mechanisms to join these programs nor are familiar with the types of activities. For example, games such as ice-hockey and swimming may be unfamiliar to many new immigrants. Yet we know that by excluding newcomers from the spaces social inequities are perpetuated and reinforced.

For example, a study by the YWCA US, showed that Black youth are at a higher risk of drowning - three times higher than that for white children and that 64% of Black children are non-swimmers compared to 40% of white children. The study traces this discrepancy back to "… a history of

exclusion, [which] set the context for today's low participation rates in swim lessons. A painful legacy of racial segregation and violent strife surrounds the history of municipal swimming pools. This legacy helped to erect high barriers to swimming participation that remain in place today[xxxi]." Canada of course has its own history of racial exclusion in swimming pools. For example "in 1923, Edmonton city council passed an ordinance that prevented Black people from using public swimming pools due to fears of mixed-race bathing."[xxxii]

Public safety

For many racialized residents, especially for Indigenous and Black communities across Canada the major concern pivots around discrimination in policing and the carceral system. In a poll taken by Leger in 2021 just 42% of Black People polled indicated they feel safe in interactions with police, the lowest of any racial group polled.

Did you feel safe when you have had to interact with police officers?

	Yes	No	I don't know / I prefer not to answer
Non-Visible Minority	0.803	0.128	0.07
Indigenous Peoples	0.632	0.277	0.091
Black Canadians	0.424	0.412	0.164
Chinese Canadians	0.656	0.197	0.147
Other Visible Minority	0.614	0.275	0.111
Total	0.703	0.201	0.096
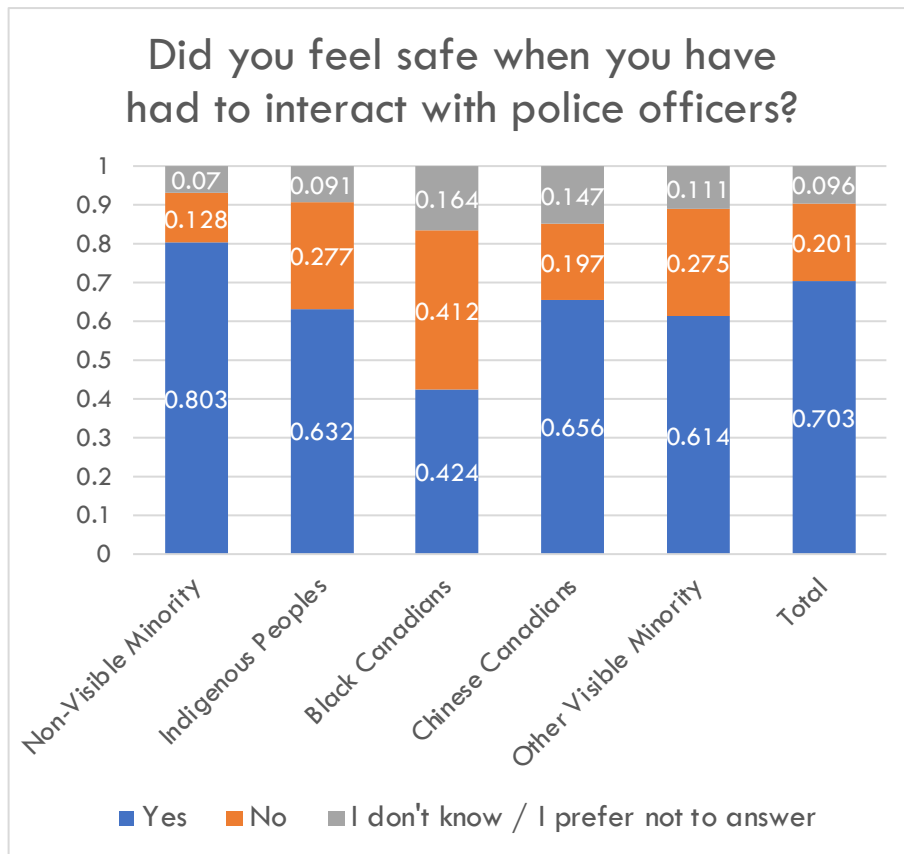
Based on 2021 Polling Data from Association of Canadian Studies/Leger

In doing this research, we tried to secure data specific to Burnaby but was met with a high degree of bureaucratic and organizational difficulties in getting data, hence we have had to rely on data from other jurisdictions. We however note that the Burnaby RCMP detachment is now going to be part of race-based data collection pilot, that the RCMP is rolling out at a national level [xxxiii]and look forward to that data being released. The office of British Columbia's human

Rights released a report which analyzed data from five police services across BC. The report found "profound racial disparities" and that "Indigenous and Black people are either grossly or significantly overrepresented in arrest/chargeable incident statistics, depending on the jurisdiction. Hispanic and Arab/West Asian people are also overrepresented in many police jurisdictions…. [and] that a great deal of police activity involves people experiencing mental health issues. Indigenous, Black and Arab/West Asian people are also significantly overrepresented in these types of police interactions in many jurisdictions.

"The time for debate about whether systemic racism exists in policing is over — particularly, but not exclusively, as it affects Indigenous and Black people in British Columbia. It is time to act."
BC Human Rights Commissioner.

Strip searches by police is one of the greatest indicators of racism in policing. This is because strip searches are usually discretionary and are not necessarily attached to criminal activities. In almost all jurisdictions (except for Prince George, where Arabs are significantly overrepresented), Black people are significantly disproportionately stopped in strip searches followed by indigenous peoples. See chart below from presentation given by the BC human Rights Commissioner.

Racial Disparities in Policing in British Columbia:
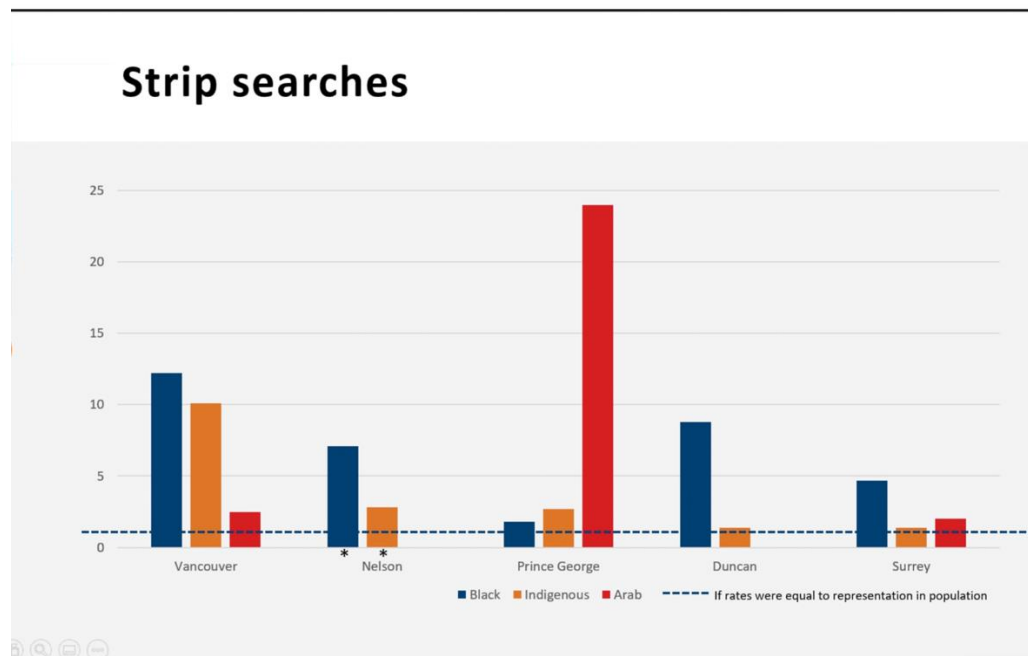
xxxiv

Health and Wellbeing
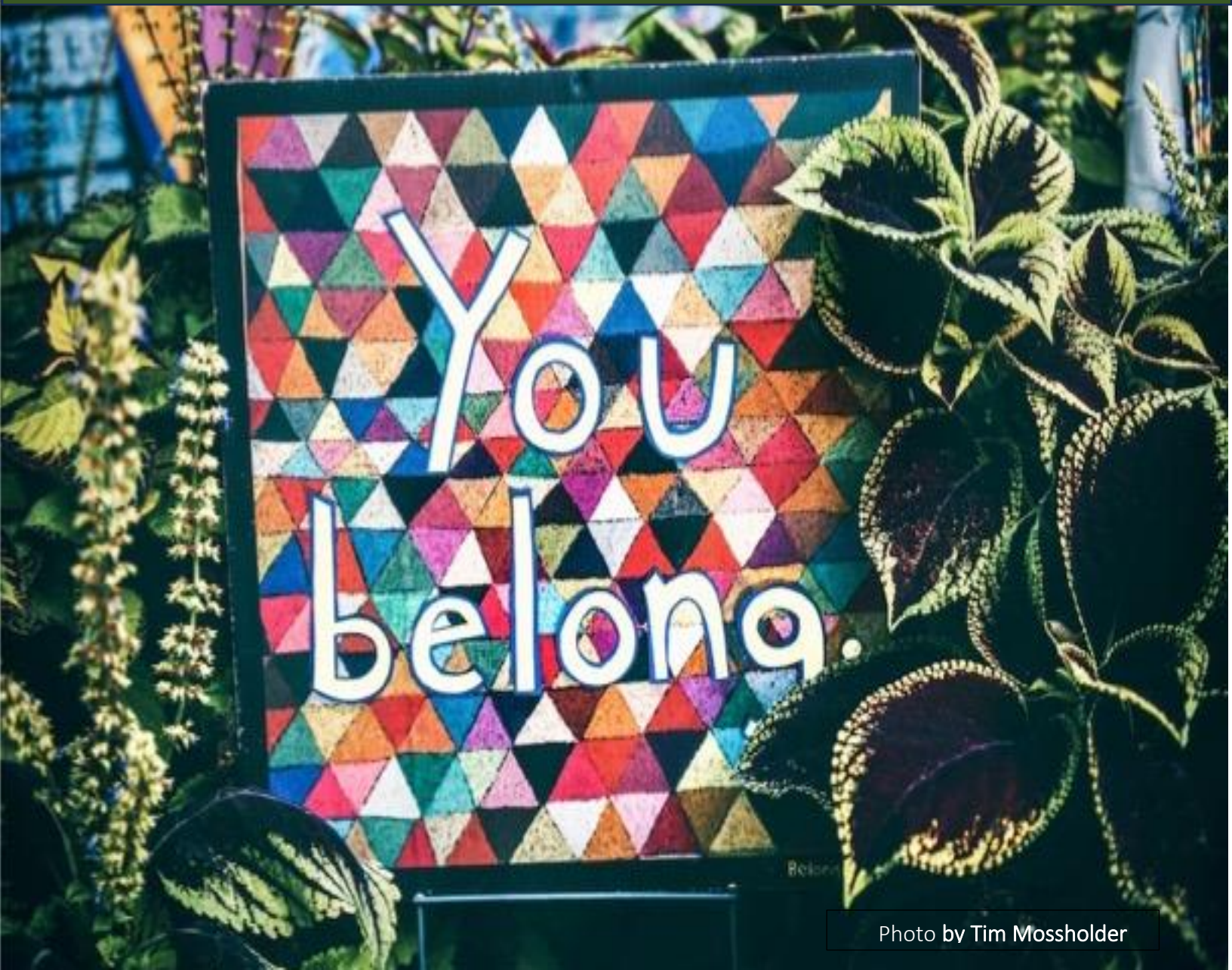
Health and Wellbeing

Social connectedness and belonging

Belonging is foundational for wellbeing. Most of us know that sense of belonging and many of these elements are reflected in a multi stakeholder event held in Burnaby where stakeholders identified the following words to communicate what was associated in their minds with a sense of belonging.

These words are reflective of what we know about belonging, defined as "a subjective feeling that one is an integral part of their surrounding systems, including family, friends, school, work environments, communities, cultural groups, and physical places "(Hagerty et al., 1992). We know that most people have a deep need to feel a sense of belonging (Allen, 2020a)." and belonging exists "because of and in connection with the systems in which we reside" (Kern et al., 2020, p. 709.

While all immigrants and newcomers we interviewed as well as a wide group of stakeholders had varying degrees of belonging, the vast majority of racialized interviewees did not feel a sense of belonging due to lack of acceptance.

Sense of social exclusion

From my experience, when White guys come to Africa, the Black people do not discriminate against them, they give them more respect than any other Black guy who is there. But I wonder why, when we come here, and all these happen. Black male

> *Okay, so just saying, like an example, that she felt so much that to a point where she had to address the person and say, is the reason of our skin color that you're not helping us, you know, if anything is that a reason because we don't understand why every time that we come to you for help you don't want to help us… they already being seen as being part of LGBTQ. And then on top of that, being Black again, it's like really something, which is sad.*
> *Black LGBTQ*

Social exclusion of even young children

Exclusion and discriminatory treatment of some racialized children were reported by parents. Black parents reported that daycare spaces that they were told on the phone were available suddenly became unavailable when they showed up in person. These parents recounted the significant hardship this presented as many were not able to work outside the home. It should be noted that some of these daycares were attached to elementary schools in the city.

Accounts by daycare workers of witnessing discriminatory treatment of some racialized children in daycares were particularly concerning.

> *structure, so it is really hard to fight against it. She has worked in many daycares run by different owners of different cultures but in many daycares, she identifies the same discriminatory practice. So, for example, let's say there are some issues or problems between kids white or kids from BIPOC community. The teachers always favor the white kids. Even though they know it is not fair, they always go with the white kids because that is the industry practice.* Asian female

Black parents in particular recounted heartrending accounts of open rejection and lack of acceptance of even young children, with no attempt by those in authority to intervene, creating steep obstacles for families to create a sense of belonging for their children and themselves.

> *(translated and paraphrased) Her daughter (7 years) is not [welcomed] to play with other kids at the playground in her neighborhood. The kid asked her to explain why she is not welcomed to play with other kids. It's the children who tell her daughter not come and play with them. She [the mother] complained a few times to the manager but the manager, instead of addressing the situation, she just told her this is not racism, invalidating her observation and concerns. How do I explain to my child who is so young that this is the reason why other kids are not playing with her? The topic of racism is not talked about there and the manager who is a lady from [Country X] denies that it is racism. Her daughter has tried to immerse herself in the many community activities in the neighborhood, but she does not feel welcome as even when she greets others, only a few people respond. In that particular neighborhood complex, there is a significant representation of people of African descent, but they stay away from community activities because they feel the rejection and prefer to stay away. She's angry and she does not understand why people are considered different because of their colour. Her* [49] *daughter experiences a lot of racism from [other non white] persons (*South American female of African descent*)*

Seniors

Racialized seniors reported feeling very high levels of social disconnection and exclusion. Except for their immediate families many do not have access to other social contacts and report not being able to find culturally or racially appropriate programs or spaces. For many seniors, language skills provide one of the greatest barriers but for others the barriers come from not feeling comfortable or interested in the types of programming available, for example in community centres. While some exceptions were noted, including Burnaby neighborhood house, this was seen as one of the greatest sources of isolation.

They also reported significant difficulty in accessing government services especially in the context of language obstacles. They noted that while some government services were available online they found it difficult to receive two-way communication but was only able to access one way communication from the city. They have little opportunity to interact when they have questions or difficulties. They further indicated that the use of other techniques such as the phone resulted in city staff and others having little patience to understand them.

Impact of racism on health

Many racialized people in our study described the exhaustion and mental anguish that accompanied racism. The negative effects of racism on health and wellbeing cannot be overstated.

> "Over the long term, racism accelerates aging and degrades key brain circuits involved in regulating emotion and cognition. "This is not an effect of race,". "It is an effect of the burdens we place on racial groups." Nathaniel Harnett, neuroscientist at McLean Hospital and an assistant professor of psychiatry at Harvard Medical School[xxxv]

The very act of coping with racism on a daily basis has significant negative impact on racialized peoples. A growing body of research show what has been termed "weathering" "where your body is eroded by the corrosive effects of being a part of an exploited, oppressed group"[xxxvi]. This combined with the efforts by racialized community to stand up and withstand structural barriers and the exhaustion produced by these daily occurrences produce long term impacts that are only now being quantified and understood.

Racialized immigrants frequently described instances of racism in the receipt of services, in the lack of access to health care services and poorer outcomes that they recognize as the impact of racism in the health care system. They also indicated either being ignored or treated with significant disrespect in healthcare settings.

> *Translated and : She was very sick, and felt harassed because a male security guard was present when she exposed her chest to a female nurse for examination. She felt angry and questioned the nurse if it was customary for a male guard to be watching her. She made her understand that she been sitting down and observing for more than half an hour and realized it wasn't the same treatment that was meted out to others and that she would like to believe that it wasn't because of her colour. <u>She also thinks it took 5 years of being sick to convince the health system to recognize that she needed surgery because she was not from the country and spoke a different language. It impacted her life and that of her daughter's because she was allowed to be sick for a long time and it affected her health, financial capacity and how she wanted to take care of her daughter.</u>* South American female (of African descent),

Racialized immigrants with language barriers reported significant access challenges in the healthcare system. Despite translation services being available, many racialized immigrants who needed languages assistance in the health care system often found it really difficult to access. Clinics and hospitals were unwilling or unable to provide translation patient services, citing their level of business as the reason for denying access to this vital service. They also reported being belittled.

> Translated and paraphrased: *Whenever she visited the Doctor, the interpreter is always changing so the quality of interpretation seems to be quite different. …. other services the interpretation program that is provided … but that interpretation arrangement needs to be initiated by the clinic not by the patient so basically the patient they need to go to clinic and explain this is the service available and they basically have to beg them to arrange it… and the most of time clinics they say they're too busy with other stuff so you know we can't really arrange it so you bring your own interpreter*. Asian female

> *Translated and paraphrased She met a doctor in the hospital and he was not really friendly and then the doctor said "oh I don't understand I don't understand your English at all" While she was in hospital she really had difficulty communicating with the doctor and then later on when she met another doctor in the clinic the doctor said bring your husband. When she brought her husband the doctor looked like a totally different person you know. When she tried to communicate with the doctors they said "I don't understand" they just you know stop communicating with her but when her husband came [who was Caucasian] he was like smiling you know like a normal person.".* Asian Female

Safeguarding health is one of the areas in which many immigrants struggle as they face obstacles to ensure their health in the face of workplace factors and a range of other social cultural factors that place enormous stresses on their physical and mental health. For example, many racialized immigrants reported not being able to take care of their health or respond to their healthcare needs for fear of losing their jobs and livelihoods even when there are regulatory protections in place such as Worksafe BC.

"I had an injury and was given permission to do like some light duties. But they try to get you to do work you were not supposed to do. Yes, the work I did was the one that got me injured. I injured my shoulder because the work was really so too much. I reported to them, and I told them my shoulder! I cannot raise my hand, again, I cannot work. The thing is that when I came, I did not even know that works safe was something that most employers do not want so when I went to the hospital, they just gave me the address to call so when I called and then explained my case, they followed me up and then I came back to work. The very first day I came to work theyl call me to the office and started telling me, oh, you're not even doing the light work correctly. The next day, as I go to the unit they are following me while I was working with eyes on me like kind of threatening me, … and yes I'm treated bad. Just to realize that this treatment I was having is because of who I am, that was so hard for me."

"

A flourishing place.....

Education & Youth

Burnaby's hyperdiverse population is reflected in an equally hyper diverse youth and school population. This student population composition is however in stark contrast to the racial and cultural makeup of Burnaby School District's staff, educators and administrators, particularly among senior leaders, principals and vice-principals. Although data on racial identity of school principals has not been collected in BC, research in Ontario indicate 87% of Ontario principal are white. From interviews and anecdotal evidence Burnaby's profile is likely to be similar[xxxvii].

Lack of diversity in school have significant negative impacts. We know that racialized students have higher achievement in schools with racialized principals, including higher grades and greater likelihood of graduating.

"[i]n California public schools with a leader of color scored 10.3 points higher in mathematics and 5.6 points higher in English Language Arts (ELA) than their counterparts in schools without a leader of color. Black high school students scored significantly higher than their counterparts; 19.1 points higher in mathematics and 16.8 points higher in ELA"[xxxviii]

Diversity in principals population also has a knock on effect in creating greater teacher diversity by attracting more racialized teachers to enter the K-12 profession.[xxxix]

> *"Burnaby student population – Indigenous, Black, Asian, South Asian…we can't not consider our kids that come from a different place…we need to find a way for them to see themselves in other people, whatever that thing is that make them connect, and representation is part of that– it has to be there."*(interviewee)

CoLab's 2022 Report to the Burnaby School Board that was conducted in 2022 revealed troubling systemic racism in schools. Specific areas identified include systemic racism and inequities in:

- Administration, leadership, policies, procedures

Administration and leadership we're see as lacking the capacity, representation and knowhow to lead a diverse body.

- Curriculum and learning experience

Significant criticism was leveled at the curriculum but also at the pedagogy and approach to learning which continued to centre Europe centric knowledge system despite the diversity of histories represented in the classroom.

- Teacher diversity, capacity and practice

Lack of diversity of teachers was seen as inherently problematic for racialized students as they were not able to see themselves represented. In addition, teachers were seen as lacking the requisite lived experience, insights and knowledge to deal with the range of curriculum and non-curriculum issues related to the diversity of their student population. There were also serious accusations of bias by teachers directed against Black and Indigenous students in particular, who were perceived to be over penalized, streamed to fail and experienced exclusions and isolation at school. Many other racialized students and parents shared similar concerns.

- Student-to-student relations

The social climate and peer to pear relationships at school mirror that in the wider society. Indigenous, Back and some racialized students reported high levels of isolation and being subjected to racism, including racial slurs. Those perpetrating these acts were perceived to be given impunity to continue with very little repercussions. Some racialized students reported not being invited to social events and being isolated in the social environment of the school.

- Teacher-parent-community partnerships, relationships

Racialized parents reported feeling disconnected from the school. Those for whom English was their second language reported experiencing the most humiliation from schools. They reported a range of racist incidents that they felt were poorly dealt with by the school. They felt teachers and the school system did not include them as partners in their childrens' education but often assumed a lack of competence, especially if they were not native English speakers or had accents that were unfamiliar to the teacher population.

- Resources & support

Resources and supports were seen as significantly lacking to deal with the level of racism and the needs of racialized students. The district was seen as quick to make commitments but did not follow up these commitments with tangible resources. Therefore, anti-racism and addressing school curriculum diversity and capacity was seen simply as performative given that very few resources were perceived to be put against the issues.

A roadmap for change – Considerations

© Colab Advantage Ltd., 2022
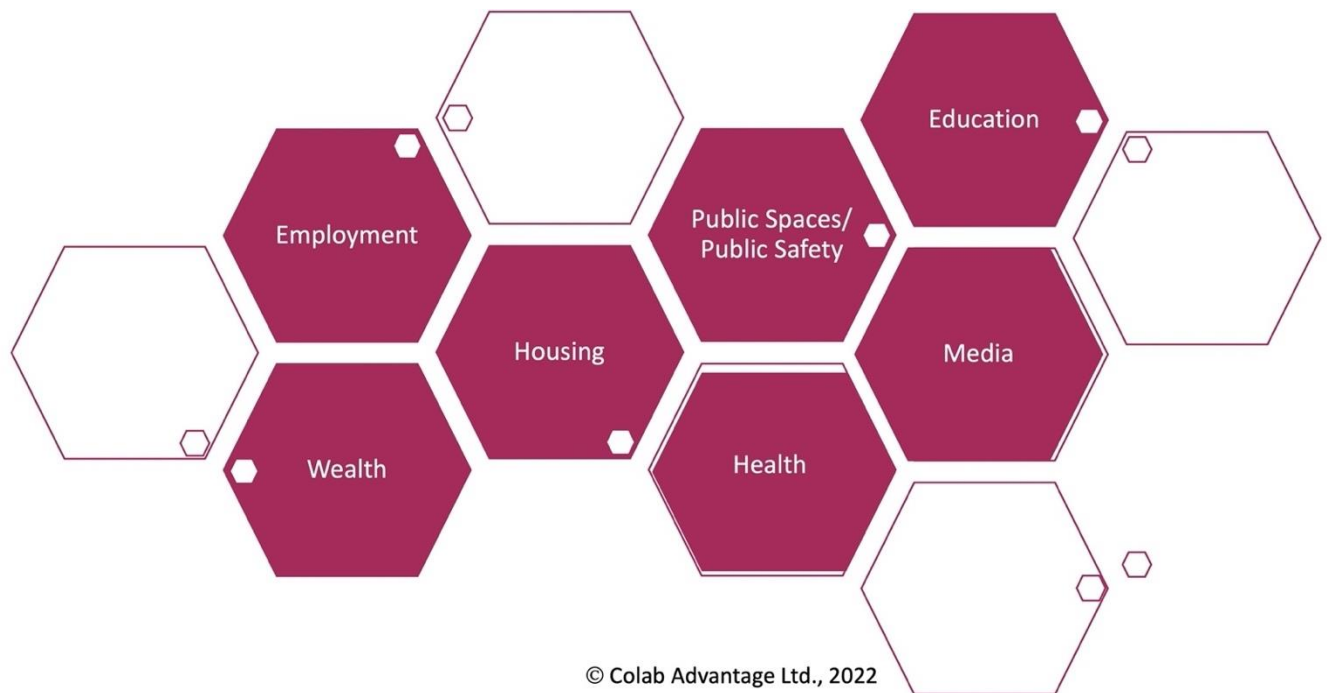
Summary – the systems challenge

Systemic racism and structural inequities are primarily the result of racist systems. As we have shown in this report many racialized newcomers and immigrants experience inequities in a range of spheres that compound to create a mountain of burdens and challenges. When newcomers experience challenges and obstacles in the job market, in their daily experience in public spaces, in the receipt of government services, in the educational system, in the health system, in housing, these all combine to create a constellation of oppression. These not only affect the wellbeing of immigrants and their families, which of course would warrant action in and of itself, but they also impact the sociocultural, political and economic well-being of the city as a whole.

These challenges should therefore not be characterized as a narrow 'settlement' problem per se but must be understood as a systems challenge. It is not about fixing the immigrant but about fixing the system. This is not an easy challenge. As shown in this report many of the racialized structures, process, policies and programs have been so normalized and taken for granted that they are seen as normal, inevitable, benign or just the way things are. They are often invisible to those in decision making positions.

This report should remove the veil of invisibility by demonstrating the myriad ways in which racialized immigrants and newcomers experience obstacles. Not knowing can no longer be an excuse for inaction. Inaction is not a neutral stance but means continuing to reinforce and reproduce the very structural inequities and racism that so many immigrants have painstakingly taken the time to make transparent and illuminate. This report therefore demands urgent action.

Making Burnaby more welcoming and flourishing for Indigenous and racialized newcomers will indeed enhance the well-being and prosperity of all those who are fortunate to call Burnaby home. But it will take a systems response and the courage of all actors in the system to realize the full potential that comes from creating inclusion for all residents to provide and contribute their full selves, talents, creativity and energy. This means addressing systemic racism in all institutions in Burnaby, in private sector public sector and social service, in health, education, City planning, the business sector, housing development, public safety social programs and importantly, the settlement sectors. This will require leadership from the City and those who steer the direction of the City and all its social services, public and private sector organizations.

Addressing systemic racism in Burnaby also demands cross-sector and interagency collaboration recognizing that no single actor in the system, no single organization on their own can address the systemic challenges of racism. Removing obstacles to newcomer flourishing will require a strong ecosystem of support to address the compounding impacts of racism – to create a Burnaby in which all residents can thrive. A Burnaby that will act as a magnet for attracting the newcomers who will fuel the continued prosperity and well-being of the city.

In the sections following, we first lay out the challenges we have identified followed by considerations and recommendations as part of a roadmap for change.

Assessing the state of anti-racism in Burnaby

Public, private as well as social services agencies across a range of sectors have all undertaken a flurry of activities, initiatives, commitments and proclamations aimed at tackling racism and fostering belonging in Burnaby. Examples include Burnaby Together; anti-racism coalitions being established; the City's strong expressed anti-hate focus in relation to all forms of oppressive systems such as racism, antisemitism and islamophobia; and organizations undertaking their own equity and anti-racism initiatives. The City has made bold commitments including proclaiming, in 2021, the UN's International Decade for People of African Descent, committing to work to better understand the local African diaspora experience including racial discrimination to action change[5].

---

[5] https://www.burnabynow.com/local-news/burnaby-seeks-ways-to-improve-experience-of-local-african-diaspora-3128581

City of Burnaby

OFFICE OF THE MAYOR

Proclamation

UNITED NATIONS INTERNATIONAL DECADE FOR PEOPLE OF AFRICAN DESCENT

Whereas The United Nations has proclaimed 2015 to 2024 as the International Decade for People of African Descent, with the theme "People of African Descent: recognition, justice, and development; and

WHEREAS People of African descent have been a fundamental part of British Columbia society since at least 1858, and have contributed greatly to the cultural, economic, political and social development of the province; and

WHEREAS Burnaby community members who are of African descent continue to experience racial discrimination; and

WHEREAS The City is developing a plan to implement the objectives of the Decade for People of African Descent in Burnaby.

NOW THEREFORE I, MIKE HURLEY, MAYOR OF BURNABY,
DO HEREBY PROCLAIM AND ENDORSE THE

"UNITED NATIONS INTERNATIONAL DECADE FOR PEOPLE OF AFRICAN DESCENT"

IN THE CITY OF BURNABY.
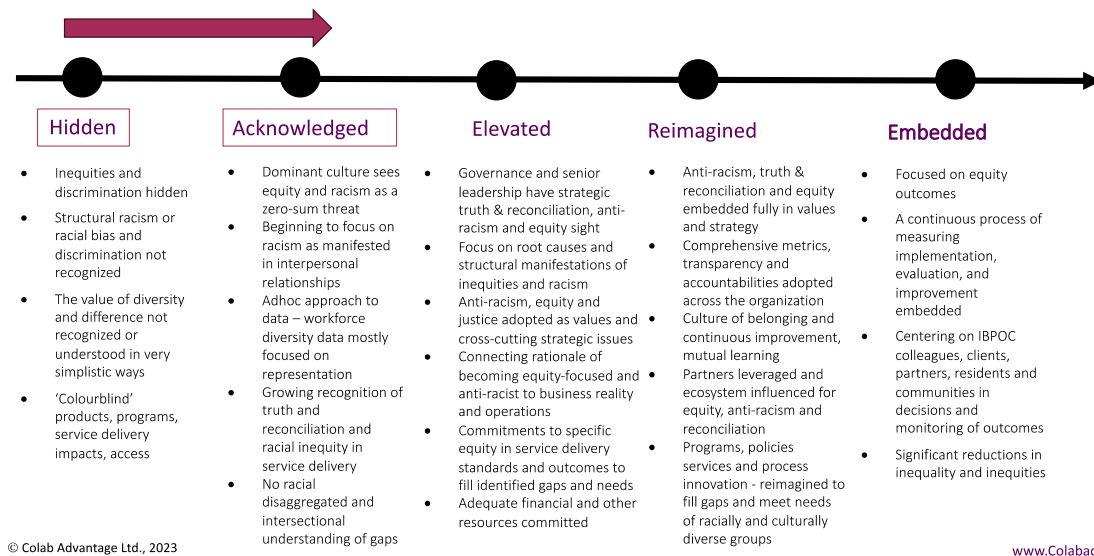
Dated this Eighth Day
of March, 2021 A.D.

Mike Hurley
MAYOR

Despite these activities, stakeholders interviewed are seeing slow progress with some believing progress may have stalled.

We utilized the CoLab equity and anti-racism Maturity Model to assess where organizations in Burnaby, including City institutions, are at in transforming towards becoming anti-racist. The model, represented below, provides a useful and practical way to assess organizations' progress towards becoming decolonial, anti-racist and equity-focused.

Where are stakeholders in the ecosystem along this process of transformation?

Hidden	Acknowledged	Elevated	Reimagined	Embedded
• Inequities and discrimination hidden • Structural racism or racial bias and discrimination not recognized • The value of diversity and difference not recognized or understood in very simplistic ways • 'Colourblind' products, programs, service delivery impacts, access	• Dominant culture sees equity and racism as a zero-sum threat • Beginning to focus on racism as manifested in interpersonal relationships • Adhoc approach to data – workforce diversity data mostly focused on representation • Growing recognition of truth and reconciliation and racial inequity in service delivery • No racial disaggregated and intersectional understanding of gaps	• Governance and senior leadership have strategic truth & reconciliation, anti-racism and equity sight • Focus on root causes and structural manifestations of inequities and racism • Anti-racism, equity and justice adopted as values and cross-cutting strategic issues • Connecting rationale of becoming equity-focused and anti-racist to business reality and operations • Commitments to specific equity in service delivery standards and outcomes to fill identified gaps and needs • Adequate financial and other resources committed	• Anti-racism, truth & reconciliation and equity embedded fully in values and strategy • Comprehensive metrics, transparency and accountabilities adopted across the organization • Culture of belonging and continuous improvement, mutual learning • Partners leveraged and ecosystem influenced for equity, anti-racism and reconciliation • Programs, policies services and process innovation - reimagined to fill gaps and meet needs of racially and culturally diverse groups	• Focused on equity outcomes • A continuous process of measuring implementation, evaluation, and improvement embedded • Centering on IBPOC colleagues, clients, partners, residents and communities in decisions and monitoring of outcomes • Significant reductions in inequality and inequities

© Colab Advantage Ltd., 2023

www.Colabadvantage.org

Hidden- The maturity model recognizes at the very early stages organizations often are unaware of the ways in which their practices, programs, policies and service delivery are discriminatory or create inequities. These remain hidden and unacknowledged both within organization and in the organization's delivery of programming services and their impact.

Acknowledgement of racism is often triggered by external factors such as regulatory changes or in many cases social movements like Black Lives Matter and organizations begin to acknowledge racism both within and outside of their organizations. At this stage organizations are focused on the lack of representation and usually engage in a variety of ad hoc activities, many of them reactive. While they are beginning to understand that inequities and racial discrimination exists within their organizations, they lack the information data and insight required to truly understand the structural issues and manifestations. Many organizations remain stuck at this stage.
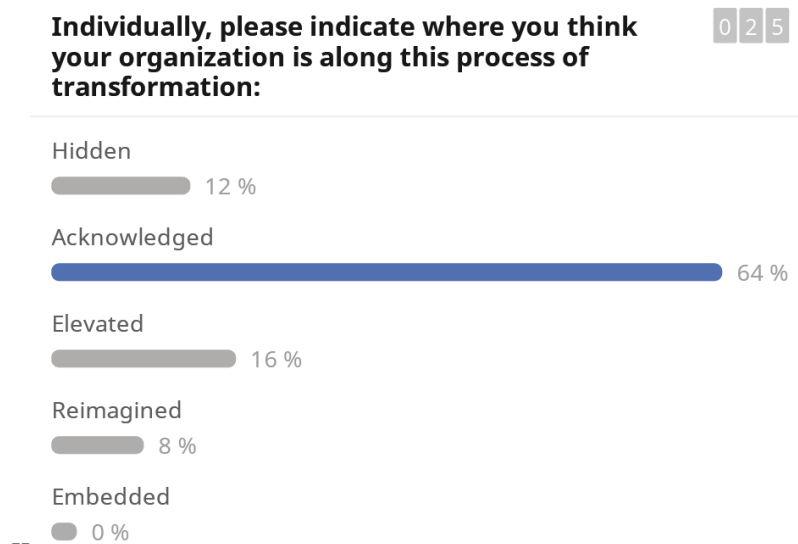
Elevate-Those organizations that move forward recognize the strategic and resource commitments that need to be made and elevate anti racism to a strategic priority. Senior leadership have truth and reconciliation and anti-racism in their equity sight.

Reimagine- The next stage involves actioning this change as a priority including transformation of the organizational culture and reimagining every aspect of their organization including recruitment and retention of racialized staff as well as addressing targeted programs and services to address racial equity service gaps. They engage and center the perspectives of IBPOC to innovate and reimagine more equitable policies, practices, programs and service delivery.

Embed- As organizations become truly anti-racist these changes are embedded in organizational practices. Racial equity analysis becomes embedded in all organizational activities, policies, programs and practices and decision-making become evidence-based with an eye on metrics and monitoring that is embedded in the organization. This is never the end point as antiracism requires constant vigilance hence these organization also have constant monitoring and iterating and changing.

Organizations who attended a CoLab in Burnaby as part of the sector analysis were asked to self-assess where they were in becoming anti-racist. As shown below, the majority (64%) felt their organization was still at the acknowledged phase. The results overall indicated that some 76% of organizations were at the very early stages with very few moving beyond these early stages. These assessments are consistent with a broader evaluation of a range of institutions in Burnaby, whether educational institutions including K to 12, Simon Fraser University and the colleges, city institutions such as libraries, the city of Burnaby as well as a range of organizations including social service and private sector organizations such as members of the BIPT which indicates that most organizations are at the very early stages of transformation.

While the City of Burnaby has acknowledged that racism currently exists throughout all its systems and processes much work is left to do if it is to be able to embed antiracism in planning in all of the work that the City does.

Individually, please indicate where you think your organization is along this process of transformation: 0 2 5

Hidden
12 %

Acknowledged
64 %

Elevated
16 %

Reimagined
8 %

Embedded
0 %
--

So what's holding back change?

Our assessment reveals a range of factors that are holding back change and that will need to be addressed to advance anti-racism and address structural and systemic racism in Burnaby.

FLURRY OF ACTIVITIES, INITIATIVES, PROCLAMATIONS WITHOUT CLEAR COORDINATION

ANTI-RACISM NOT ALIGNED/INTEGRATED WITH STRATEGIES

ORGANIZATION CONSTRAINTS - CAPACITY, COMMITMENT, FOLLOW THROUGH AND RESOURCES

"COLOUR BLIND" SERVICE DELIVERY MODEL - Lack of targeted solutions based on differential experience; one-size-fits-all

ORGANIZATIONAL CAPACITY GAPS – for meaningful engagement with Black, Indigenous and other racialized communities -Especially lack BIPOC voices

LACK CULTURALLY SAFE DECISIONING-SPACES - internally and externally & cross sector

LACK 'GENERATIVE' COLLABORATIVE CROSS-ORGANIZATIONAL SPACES - to explore new ways of working, engaging, solutioning

RACE-DISAGGREGATED INTERSECTIONAL DATA GAPS and NO COHERENT DATA COLLECTING & SHARING (federal – provincial – municipal –service providers, organizations)

NOT INTEGRATED WITH EXTERNAL LEGISLATIVE & regulatory compliance with DRIPA, Anti-racism Data Act, Accessibility act, forthcoming anti-racism legislation

ANTI-RACISM NOT ALIGNED/INTEGRATED WITH STRATEGIES

> *"…Don't know if we have any kind of anti-racist strategy..dont' think so…work may be underway, but slow – the structural stuff, policy change, strategies.."*

An evaluation of the City's strategic documents including the Official Community Plan, the new official community planning process, The Social Sustainability Strategy and The Environmental Sustainability strategy all show that racial equity has largely not yet been considered in these strategies.

The Official Community Plan is not clearly aligned with Anti-Racism and racial equity commitments:

A major planning initiative being undertaken by the city of Burnaby is the Official Community Plan Project a significant undertaking "to establish a long-range growth management framework that spatially directs where, when and how future growth will occur in the city". During summer 2022 the city undertook phase one of this process, which involved a public engagement to raise awareness about the OCP Project.

An evaluation of the report to council that was presented in February 2023 reveals that there were no references to racial equity and no specific strategic considerations given to how this engagement and subsequent processes would be viewed and considered through anti-racism and racial equity lenses.

Although Burnaby adopted an Equity Policy in 1994 (and it has since been updated) that addresses issues of discrimination related to gender, sexual orientation, religion, ethnicity and caste, it is unclear how this was translated into strategy and implemented. It does not make explicit reference to 'race'.

Burnaby 's Social Sustainability Strategy and Plan (2011), which was described as *"a comprehensive and innovative plan that builds on our goals and on Burnaby's many positive social attributes and assets. It articulates a social sustainability vision and long-term goals for Burnaby, and proposes initiatives for the City and others to move us toward our vision and goals"*. However scant reference was made in this plan for addressing systemic racism. The only references that were made were commitments to signing the Declaration of the Canadian Coalition of Municipalities Against Racism and Discrimination and developing a Plan of Action to implement its commitments to reduce racism and discrimination. Yet this plan of action does not appear to have been implemented.

A range of the City's strategies revealed a consistent pattern where racial identity, racism and intersecting equity considerations were largely ignored. Burnaby's Environmental Sustainability Strategy -A Plan for Burnaby's Green Future makes no reference to race, racism or racial equity despite the significance and importance of environmental racism. Similarly, the Burnaby Corporate Plan does not consider its strategy neither through a decolonial nor through racial equity lens. Even Burnaby's Public Safety Plan, an area that has come under immense scrutiny, indicated no reference to racial equity in its 2022 progress report and 2023 update. The same pattern was observed in Burnaby's homeless strategy that was adopted in 2021, despite the known overrepresentation of some racial groups in experiences of homelessness.

More recently (2023), the City developed anti-racism framework which acknowledged "...*racism currently exists throughout all our systems and processes and so to be able to embed antiracism in planning in our Parks and Recreation, in Housing, in all of the work that the City does is [critical]"* [6] This framework recognizes that "Belonging & Inclusion"and "Engagement &

---

[6] Jan 19 2023 Social Planning Committee/Council meeting, when framework was discussed https://pub-burnaby.escribemeetings.com/Players/ISIStandAlonePlayer.aspx?Id=a6d9dac0-7823-4fe2-957e-f1ccc1090745

Evaluation" are key elements with the purpose to center experience of racialized Burnaby residents. The real impact of this will be in the concrete steps yet to be taken to advance these.

The City has made internal strides on DEI and anti-racism efforts (including the recently developed framework, with proposed leadership focus and training), but there is still much work to be done to develop actionable plans and address obstacles to racialized residents' inclusion.

FRAMEWORK: OPPORTUNITIES FOR ACTION

Leadership & Governance	Learning & Training	Belonging & Inclusion	Engagement & Evaluation
Purpose: Set the tone and legitimize need for a/r; prioritize a/r work	Purpose: Build capacity across the City of Burnaby to sustain a/r work	Purpose: Center experiences of racialized Burnaby residents and community members	Purpose: Obtain input and experiences from BIPOC; clearly communicate and meaningfully review/ measure ongoing a/r work
Shared purpose: Model, signal and lead the way to an anti-racist Burnaby through clear, publicly communicated commitments on Burnaby's intentions and standards that take a decisive "stand" against racism			
1. Address underrepresentation 2. Acknowledge historic and contemporary realities and exclusion 3. Institutionalize and formally commit to a/r	1. Invest in a/r training across a variety of topics 2. Integrate into onboarding and throughout city communications; Review job descriptions & requirements; 3. Raise profile of a/r work	1. Audit and review public programming with a/r lens to identify barriers 2. Expand public programming options and increase access for all residents 3. Integrate diverse experiences and representation into parks redevelopment and revitalization plans to increase safety, belonging, access for racialized residents	1. Develop communications secretariat, drawing on expertise of existing advisory groups; 2. Develop reporting system for public to report on experiences of racism; 3. Develop feedback loops to ensure direct responses; aggregate, review and share data on experiences and responses, adopting feedback into city policies, bylaws, etc.; publicly acknowledge for past harm

There is currently a lack of clarity on the concrete Strategy and action plans including a clear understanding of how the City can work in partnership to trigger systems-level change. Questions such as what should be City-led or led by other partners?"; how will the City work in new ways and differently with community and service providers?; how and who will drive change in different areas?; what will be the accountability; how will these be resourced? will all need to be answered. The resourcing issue is of course of prime importance given there has so far been no clear indication that the resources will be available to reflect the stated priorities and the transformation that will be required to yield transformative change. As one systems stakeholder observed:

> *"the community engagement and building on what's already happening in the community and groups that are already there I just want to say that something like this you know … to do it right needs to be resourced…and then having somebody kind of own it to push it to move it forward"*

ORGANIZATION CONSTRAINTS - CAPACITY, COMMITMENT, FOLLOW THROUGH AND RESOURCES

Delivering on equity and anti-racism requires organizational transformation as outlined in the equity model described above. Following are some of the key challenges that organizations, including City institutions indicate as their greatest internal challenges to making progress.

- Lack of long-term sustainment, time and investment to make change which can be slow and organic
- Leadership education, awareness, funding to train everyone
- Funders expectations
- Having cultural humility
- Culture of fear, fear of backlash
- Inherently colonial legislation/laws that many organizations have to comply with
- Over-reliance on quantitative data

- Lack of commitment of resources
- Lip service: goal without strategy or measurement, ad hoc approach
- Lack of centering safety and comfort of racialized individuals
- Our organizations are at different stages depending on different initiatives being prioritized
- Actioning the talks, more talk than action, or superficial action
- Just talk and no money

- Collaboration is key and essential, but carving out time for collaboration is challenging
- Lack of follow-through
- White fragility
- Data gaps
- Lack of intersectionality
- Inability to value partnerships without metrics
- Pursuit of perfection, fear of public fallout from making a mistake

These challenges indicate the capacity needs of organizations that need to be addressed if they are to effectively deliver on anti-racism. While organizations have largely focused on interpersonal racism (through unconscious bias training for example), much more emphasis must be placed on addressing the structural /systemic barriers and inequities that are embedded throughout the organized institutional and public spaces (as identified by this project).

City organizations are particularly challenged in understanding how to link or bridge the internal workings of the City including its policies, programs, practices with delivering on its service mandate to racial equity. CoLab's work which unmasked systemic and structural barriers to racialized Burnaby residents' participation, exclusions and equity gaps in city services clearly point to the need for changes in the way these programs and services are delivered. This can only be done with the right people, processes and practices. The City therefore needs to turn a spotlight on itself to ensure internal racial equity if it is to deliver on commensurate racial equity to its residents. The internal and external equity are therefore two side of the same anti-racism coin, yet this connection still evades much of the planning the City does.

"COLOUR BLIND" SERVICE DELIVERY MODEL - Lack of targeted solutions based on differential experience

The results presented in this report clearly pointed to the need for targeted programs to address the needs, challenges and opportunities of specific racialized communities. Equity-considerations point to the need to create strategies that disproportionately target groups who are facing the greatest obstacles and challenges. We know:

- Universal programs are not able to address these varying experiences and realities
- Different groups are situated differently and negotiate belonging differently – particularly challenging for some groups
- Anti-Black and Anti-Indigenous racism are particularly pervasive and pernicious.

Yet as indicated in the responses shown below (1=not at all…5=fully), organizations in Burnaby report that their organizations do not usually take a targeted approach to service delivery often using a 'colourblind' service delivery-model- one size fits all approach.

It also indicates that their organizations may lack the capacity on how to access data and knowledge to implement such approach.

To what extent does your organization take intersectional and targeted approach in program delivery?

Score: 2.8

0%	50%	20%	30%
1	2	3	4
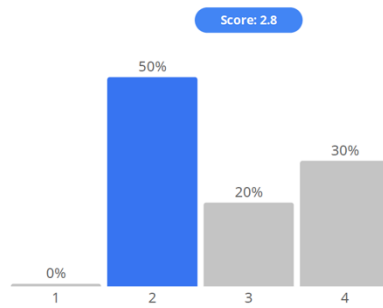
To what extent does your organization have the racial equity capacity to implement a targeted approach?

Score: 3.3

4%	22%	37%	19%	19%
1	2	3	4	5
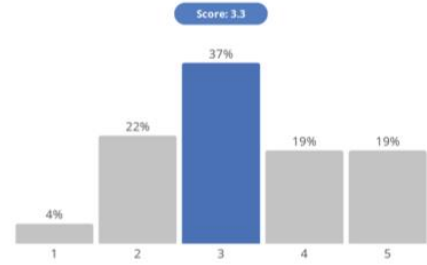
To what extent does your organization have the data and knowledge to gain an intersectional understanding?
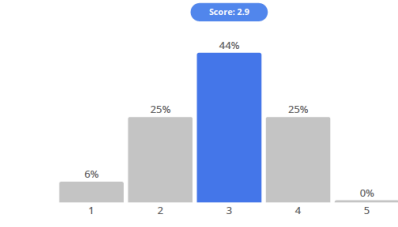
Score: 2.9

6%	25%	44%	25%	0%
1	2	3	4	5

ORGANIZATIONAL CAPACITY GAPS – for meaningful engagement with Black, Indigenous, and other racialized communities

Organizations in Burnaby, including the City lack the connections, cultural knowledge and understanding of inclusive engagement practices necessary to engage with racialized communities. Organizations continue to adopt many of the practices with the attendant inequities that are built into normative colonial structures and processes. Organizations and the city are grappling with what it will mean to engage with the public in new ways given the dominant cultural norms and assumptions that pervade engagement processes. Assumptions about what the typical City-resident, mentor-mentee, client service/member- or patient-doctor relationships looks like still reflect the dominant worldview and approaches. Yet we know that equity and inclusion require giving agency to racialized residents in decisions throughout creation/design, planning, to implementation and evaluation of initiatives.

FEW CULTURALLY SAFE DECISIONING SPACES - internally and externally & cross-sector

Inclusive decision-making and consultation spaces are critical to advancing racial equity in Burnaby. Colonial style hierarchical power dynamics and processes are poorly suited to inclusive decision making. Institutional power-dynamics and processes present large barriers. The city, as do many organizations that operate in the city, lack safe places to truly and ensure inclusive decision making.

> *"[council meetings]…they are really colonial and stilted and puts a lot of power, speaking from the chair, being granted permission or not..even if they go through all of the rigmarole of applying to be part of a city committee or coming to speak to council, it can be very stilted and very difficult to ask questions and to press further…missed opportunities* (City official)

Lack of capacity to centre racialized residents in decisioning was frequently mentioned in our engagement with systems stakeholders and racialized residents.

CoLab's work across a range of spaces clearly point to need to foster more inclusive decision making by employing processes and providing decision-making spaces that specifically address asymmetries in levels of interest, power, capacity and values to reduce barriers to effective collaboration and participation in decision-making. One critical process to address power asymmetry is to intentionally centre and include systemically excluded voices. CoLab experience also point to the need to adopt Beninger and Francis's[xl] participatory principles for community involvement – which involves addressing consent issues, capacity, worldviews and community impact and perspectives. There is recognition therefore of a need for different approaches.

> *"[We need to be able to] 'offer different spaces and different ways of belonging" (City official)*

There is also a clear need for more inclusive engagement processes. Our analysis of widely used public consultation process, for example, the approach used in the OCP so far, show they are typically implemented with resident feedback-loops being conducted and mediated by City staff and others based on the normative cultural presumptions of how feedback is elicited and received. For example, current public consultations by the City primarily are conducted in non-targeted ways, usually with universal public processes and events without consideration as to whether or not these spaces are culturally safe spaces or even spaces that are frequented by racialized residents and those with other intersecting identities that are often the most marginalized from decision making. These spaces can be culturally unsafe for many racialized people and those with intersecting identities but whose opinions and perspectives are most critical for inclusive decision-making. Many assumptions around availability to participate, consultations questions and approaches are ill suited for the kinds of inputs that are required to truly understand and incorporate the perspectives of racialized communities. Not only are current processes opaque to most immigrants, newcomers and racialized residents but they are often conducted in the presence of others who may not share similar worldviews and understandings making these culturally unsafe venues. Given the sort of experiences that have been included in this report are often traumatic, these consultations that are usually not trauma-informed, can create risks and stresses on racialized residents. Even when racialized communities are specifically targeted for consultation, the current uncoordinated approaches and poorly structured extractive engagements can create burdens with a range of organizations including different City departments constantly asking similar questions in similar ways without embedding these learnings across the City.

RACE-DISAGGREGATED INTERSECTIONAL DATA GAPS and NO COHERENT DATA COLLECTING & SHARING

As this report indicates, race-disaggregated data and insights are necessary to address racial equity disparities in Burnaby. The ways in which structural and systemic racism needs to be tackled by simultaneously universal and tailored/targeted approaches, there is a critical need to access and analyse disaggregated and intersectional data that is reflective of all intersecting identities – *race-based,* gender, faith, sexual orientation, caste among other dimensions. As has been made clear through the introduction at the provincial level of the Ant-racism Data Legislation, collecting data is a critical step to ensuring racial equity. Without data on the differential experience and impact on racialized communities it is impossible to address the root causes and outcomes that are necessary to fill the racial equity gap. By data we do not necessarily only mean quantitative data. Data has been shown to refer to the broad knowledge systems that are necessary to understand not only the current impact on racialized communities but also to monitor and measure progress against goals.

The effect of this failure to collect race-based disaggregated data is significant. It means that despite the evidence showing the differential needs and experiences of different racial and intersecting identities, the City and organizations lack the specific data they need to respond to these differences and are therefore "flying blind". As covered above, there is a lack of planning, policies, programming, services based on disaggregated intersectional demographic data approach to specifically identify differential needs and to correct course and ensure equitable outcomes and inclusive solutions.

> *"Data is such a problem, making it very difficult to target initiatives. We're trying to reach Everyone because we're not quite sure who to reach*. (interviewee)

Interviewees also referenced a lack of sharing or 'disjointed data' between the federal-municipal-local provider-levels: For example, in BIPT's case, immigrant projections discrepancies between data from IRCC to service providers' reporting, and the reality on the ground, i.e. the real picture makes it difficult to use data in meaningful ways to aid decisions.

There is also a lack of full integrating into and drawing on a range provincial legislative and other initiatives directed related to anti-racism and racial equity. These include among others:

- Anti-racism data act
- Anti-racism legislation
- DRIPA
- Accessibility act
- forthcoming Anti-Racism legislation

LACK IN 'GENERATIVE' COLLABORATIVE CROSS-ORGANIZATIONAL SPACES - to explore new ways of working, engaging, solutioning

Systems stakeholders and CoLab's analysis point to the need for more space not just to dialogue and share information but to help drive transformative systems level change that intentionally bring typically excluded voices into to the core of decision making.

Stakeholder and CoLab's own analysis indicate a lack of truly collaborative cross-organizational spaces for stakeholders in the ecosystem to work together. Although there are Lots of tables, committees, networks etc. and although participants find them very helpful for sharing/learning, these spaces are not well tooled for decision making or to pilot and explore new ways of working and organizing. These spaces are also especially ill-suited for interorganizational and system wide collaborating which requires interstitial space that exist outside organizational structures but have effective process to allow true collaboration.

CoLab has documented elsewhere[xli] that "Collaborative and innovative approaches have been accepted as necessary to address complex challenges ….Problems such as poverty alleviation, inclusive development, environmental degradation and gender and racial inequalities cannot be easily solved by single actors and require that a vast array of knowledge, skills and resources be amassed and orchestrated". Facilitating collaborative spaces will be critical for addressing these complex and overlapping issues of racial and intersecting exclusions in Burnaby.

The goal (documented by CoLab) is to move towards "intentionally more people-centred collaborative governance models – as learning-oriented and adaptive …This means entering into a space of mutual learning among actors – with accompanying operations and organising principles geared toward inclusivity and equity – in planning, prioritising, decisions and designs while allowing for more open-ended and negotiated meanings about roles and "collaborative agency."

We also see a recognized need by stakeholders for safe spaces to hold challenging, uncomfortable and self-reflective tough conversations around structural racism in the system and how the sector and ecosystem itself operate in perpetuating risk or in how stakeholders can improve on opportunities to reimagine service-models or advocate for shifts.

For example in commenting on immigrant employment programs:

> *"…we keep going around in circles…not naming the underlying problem of racism…*

Settlement service provision - racism not addressed & restrictive funding context

The funding model for immigration settlement service provision also came under important criticisms from racialized immigrants and service providers who question Canada's approach that fails to address racism in the provision of services despite this being a major obstacle to their "integration" into Canadian societies. "Canadian Experience" is a paradox for many immigrants in Canada and contributes to their exclusion from the labour market. …discourse places the responsibility of immigrant labour market integration on immigrants themselves and constructs their experiences of exclusion as non-racial… This … "post-racial" strategy that relies on anti-racialism (avoidance of racial references) to deny the existence and effects of racism and promotes a de-racialized neoliberal model for immigrant inclusion. This has implications for anti-racism and settlement service provision"[xlii]

Specific critique include:

- The tendency for the sector to focus on overcoming immigrant deficits especially for racialized immigrants instead of the systemic issues that create obstacles for immigrants. For example, racialized newcomer and immigrants described the ways in which racism and racial bias manifest in the ways others "hear" their accents and language including employees and others in the community. They did not see this so much as a problem of their own speaking ability or accent but of the way in which people perceive and interpret what they are saying simply because of their race or colour. They recounted many instances of people failing to understand them because they came from racialized communities while these same people were perfectly comfortable with equally strong accents of immigrants who came from European or white societies. Hence, they felt that language programs need to consider the wider context of racism in the system and perhaps implement programs to address as a systems problem, in the way in which they are received and in the way in which the wider community receive their accents, rather than simply individual-level deficits to address, so placing all the onus on immigrants themselves.

- A focus by settlement agencies on conveying the expectations that "producing ideal immigrant citizens that are those with enough stamina (wealth, time, social resources, youth, independence, right attitude, etc.) to withstand periods of unpaid work and underemployment, and to invest in additional education ."[xliii] Thus adding additional stressors that often do not pay off in light of not addressing the real culprit - systemic racism.

- The tendency to or lack of capacity that often distance racism from the real immigrant labour market difficulties, as already covered in this report.

- Failure to fully support immigrants and newcomers aspirations, including their expertise, goals and experience in favor of promoting short term fixes that jeopardizes the long term possibilities for immigrants. There were widespread reports of settlement service providers suggesting that immigrants "dumb down" their resumes, including erasing credentials, or suppress their own ambitions and goals in favor of adopting low wage, employment characterizing this as the realistic and sensible option. These practices came

in for strong criticism. The pain and long-term impacts were seen by many racialized immigrants as the ultimate racism they experienced. The idea that those who were charged with protecting and supporting them were responsible in the end for dashing their hopes and aspiration.

- Language programs came under significant criticism for what was seen as one-size-fits-all approach that did not meet the needs of immigrants and their intersecting identities. For example, source country language should often determine the best method to be used for language acquisition. There were numerous accounts of having taken language courses and feeling that even after several months or even years their language had not improved despite arriving in Canada with a fairly high degree of language competence in reading and writing.

- The funding, regulatory and wider ecosystem also came in for criticism. For example, the common practice of categorizing newcomers into separate groups and creating different programs and deliverable create difficulties for service providers to provide appropriate responses and therefore ultimately creating ineffectiveness and inefficiency for immigrants. Despite how they got here many immigrants are aiming for the same goal- to be able to 'live, work, play, learn, thrive and belong. Whether they are economic migrants coming to Burnaby hoping for a good life, international students, or who come as refugees to avoid conflict, they are all hoping to participate in the prosperity as residents of Burnaby. Likewise, the separation between newcomers versus immigrants, or between naturalized citizens and permanent residents are not always helpful.

- The City of Burnaby not considering the full range of "all commers" to Burnaby. For example, the City's official community planning underway and its Insights reports only reference 'immigrant vs. Canadian-born' in rather bi-nary terms, which does not offer any nuanced understanding to help inform decisions – an issue for a hyperdiverse Burnaby.

"If you are naturalized you [no longer] have no access to services, language training and so on" (settlement service provider)

A roadmap for change – Recommended Actions

*Transformative change
demands innovation, collaboration and new
ways of working, organizing, decision-
making and planning together*

Transforming into a Burnaby where we all belong

This report unmasks the systemic inequities and discrimination experienced by racialized newcomers, immigrants and residents of Burnaby. By revealing the deep divide in the experiences of racialized families, youth, children, and seniors the process of transformation towards an equitable City can be intensified. With these findings The City of Burnaby now has an opportunity to create flourishing for all its residents and truly live up to its self-proclaimed promise.

Burnaby's hyperdiversity provides a clear opportunity but this can only be unleashed if immigrants and racialized residents can flourish. A hyperdiverse city cannot flourish without transforming its institution and the social, cultural, political and economic fabric that was built to privilege one group and to disadvantage Indigenous and other racialized communities who arrived subsequently. Within a context of increasing racial and cultural diversity, Burnaby will need to transform its institutions and normalized way of operating to provide increasingly, more diverse and more targeted approaches filtered through a racial equity lens and intersecting identities. This will therefore require new ways of working, decision making, and planning to create innovation in city services and equity in the delivery of these services. The city and its driving institutions such as universities, colleges, the board of trade, major corporations and the range of service providers that work in and from Burnaby must increase their capacity and processes to collaborate and to address these issues using systemic approaches.

Crucially, the City, institutions, and organizations must find equitable inclusive ways to centre in decision-making and its transformation the perspective, ingenuity and voice, of those most impacted by systemic racism. Moving from colonial structures with strong senses of hierarchy to more collaborative structures that allow diverse voices is both a challenging and an exciting opportunity. Burnaby has opened its doors on the world and will we be rewarded with an exciting dynamic city that could be the envy of the world. However, it will take courage, willingness to change, and leadership not being afraid to share power and opportunity with Indigenous, Black and people of colour. It is with all of this in mind that we offer the following specific recommendations and action items.

Commit to DARE

We propose the city and partners commit to using a decolonial anti-racist equity (DARE) approach and analytical lens in all its work ahead to address racism and achieving belonging, and equitable and just outcomes for all.

Becoming a decolonial and anti-racist Burnaby requires challenging the taken for granted norms, values, policies, processes and practices that permeate all areas of City planning, operation, budgeting and partnerships. The dismantling of the deep colonial heritage and becoming a more equitable City will require a cultural shift through strategic realignment, elevating anti-racism, organizational governance, changes in decision-making and addressing internal practices, structures and processes. Transforming the City culture also means adopting new ways of working based on collaboration, creativity, unlearning, undoing, disrupting, reimagining and innovating. It will also require ensuring worldviews, values and perspectives from those who have been most excluded be elevated, amplified and centered. Courage and openness to change is fundamental to this transformation.

To accomplish this, we therefore recommend adopting a Decolonial and Anti-racist Equity (DARE) approach to guide this transformation:

A Decolonial Anti-Racist Equity approach (the big DARE©)

Define collective shared aspirational goals	Disaggregated and intersectional analytics – race-based, distinctions-based and other intersecting identities	Focus on achieving equity outcomes, not fixing deficit gaps
Intervene/action that target systemic and structural barriers, especially racialized obstacles	Solutions will not look the same for everyone	*Co-design and Collaborate – Nothing for us, about us, without us*

- Developing collective shared understanding and goals is always where it needs to start - whether in the City's work to develop strategic vision, aligning and reimagining plans, programs, policy considerations. The city is well placed to lead in developing a shared anti-racist vision for Burnaby.
- Research and data and understanding utilizing multiple ways of knowing, including storytelling and qualitative understanding and from multiple worldviews is key to address the differential experience of racialized communities
- Shifting away from viewing newcomers, foreign born residents, and racialized communities with deficit gaps to applying equity considerations to addressing structural gaps.
- Focus on structural barriers and the underlying power differential that support the pillars of racism and all oppressive systems
- Move away from "colourblind" service delivery to targeted programs aligned with differences in aspirations and needs
- Center those impacted "nothing for us, about us, without us" and leverage the system to work collaboratively. DARE requires fundamentally new ways of working and safe spaces as part of that very process - including co-designing, innovating, gaining consensus and validating through broader engagement with stakeholders and racialized and non-racialized residents, staff and partners.

*DARE goes beyond approaches and analytical lenses such as GBA+ by shifting the focus beyond just identity factors of individuals (e.g gender) to addressing the very context and core of racism, which is about power structures including who make decisions, whose world view defines the norms and whose issues are prioritized. The DARE approach upends systems of oppression - racism, colonialism, islamophobia, antisemitism etc. by not just observing but by **correcting these institutionally embedded power imbalances.** The DARE-process itself shifts power, by creating greater inclusion in who get to define the issues and challenges assumptions of 'how we do things around here' embedded in institutions, based on dominant cultural norms and worldview.

Strengthen transformational leadership

STRENGTHEN TRANSFORMATIONAL LEADERSHIP

Recommendation 1:
Hire a chief equity officer

Recommendation 2:
Establish steering group to center racialized voice and agency in governance

Advancing towards becoming an anti-racist and equity-results focused City will demand deliberate strategic choices, coordination and high-level championship. Governance and leadership therefore need to be elevated and boundary-spanning, across departments, to reflect the magnitude of the transformation.

Recommendation 1 Hire a chief equity officer

We strongly recommend the hiring of a chief equity officer as part of the City's leadership team, with a cross-functional mandate and with the levers to position the City in leading the actions – ensure this work receives the highest level of sustained support and appropriate resources.

Recommendation 2: Establish steering group

We recommend an equity and anti-racism steering group also be established on a permanent basis as part pf an inclusive governance model. Unlike the City's previous anti-racism subcommittee, we propose that this body be constituted as an internal city staff based cross-departmental steering group lead by the chief equity officer. In carrying out its work such a group needs to be able to work in boundary-spanning ways with all administrative and decision-making units within the City. Membership should prioritize Black, Indigenous and racialized voices.

Create and embed a City-wide equity and anti-racism strategy

CREATE & EMBED CITY-WIDE EQUITY AND ANTI-RACISM STRATEGY

Recommendation 3:
Develop a clear citywide strategic anti-racism vision

Recommendation 4:
Incorporate vision of equity and anti-racism in the Corporate Strategic Plan

Recommendation 5:
Adopt an equity and anti-racism accountability framework to provide a coordinated approach to assess gaps, set goals, actioning change, measure, and report on progress

Recommendation 6:
Develop equity- and race-based data-collection & sharing strategy aligned with legislative and regulatory requirements

Developing a clear citywide strategic equity and anti-racism strategy articulates the goals, opportunities and objectives of addressing systemic barriers and structural racism. This is an important start but one that will take courage and leadership. A clear strategic vision creates a guiding light to ground city institutions as well as all other organizations that make Burnaby home.

Recommendation 3: Develop a shared vision with aspirational goals of what an anti-racist city looks like (e.g a city where we are all free to bring and be our true selves, to thrive together and participate in all benefits and responsibilities of living in Burnaby), and within the City e.g. a place where all City staff are able to achieve their fullest potential, with equitable opportunity to grow and advance based on their unique knowledge and experience

Recommendation 4: Incorporate vision of equity and anti-racism into the Corporate Strategic Plan to embed strategically and to demonstrate visible (public) commitment.

Recommendation 5: Adopt an equity and anti-racism accountability framework

This framework would complement the current work on the City's anti-racism initiative and goes further to guide both internal as well as external facing activities in linked but distinct ways. Utilizing such a framework can assist the City with this alignment through helping all departments establish concrete goals and developing measures and accountability essential to achieving these goals. It helps coordinate an all-of-City change plan as both internal-facing and external-facing functions will set annual strategic priorities, actions, targets, indicators and approaches to engaging and collecting the necessary data.

Recommendation 6: Develop equity- and race-based data collection & sharing strategy

Develop a disaggregated race-based and distinctions-based data-collection and sharing strategy that complies with and draws on legislative and regulative requirements, such as DRIPA (Declaration on the Rights of Indigenous Peoples Act) and new ARDA (Anti-Racism Data Act, 2022), while reflecting Burnaby's priorities and context, also in anticipation of forthcoming anti-racism legislation in 2024.

The opportunity for leading at the municipal level

There is an opportunity here for Burnaby as municipality to be leading the way.[7]

Continued collaboration with Indigenous Peoples in a way that recognizes the unique identity of First Nations and Métis communities in B.C.

Working with racialized communities in implementing the legislation. This includes the creation of a provincial anti-racism data committee to collaborate with government on how data is collected and used

Increasing transparency and accountability while preventing and reducing harms to Indigenous Peoples and racialized communities

Requiring government to release data on an annual basis, and to periodically review the act

Research priorities from the Anti-Racism Data Committee

The Anti-Racism Data Committee recommended seven priority areas:

- Racial diversity within the BC Public Service and equity in hiring and career development
- Interactions with the justice system and analysis of 'complaints' model
- Health outcomes, building upon the health system performance framework to understand how the system is performing for different demographic groups
- Understanding how students across demographic groups access and use education supports and their outcomes (from early childhood through to post-secondary education)
- Children, youth, and family wellness in home and away from home
- Economic inclusion, including analysis of unpaid work and foreign credential recognition
- Homelessness, housing supply and security

---

[7] https://antiracism.gov.bc.ca/data-act/

Example of an accountability framework: CoLab Strategic Equity and Anti-Racism Accountability Framework

The framework is based on five principles:

I. The employee is at the heart of racial equity within organizations. To walk the talk, assessment and transformation must start with understanding and transforming the employee journey and workplace experience — all from a racial and diverse identities intersectional perspective.

II. The service experience of Indigenous and racialized residents and communities are the true test of the translation of equity and anti-racism within the organization into impact.

III. Collaboration with the right partners in the ecosystem is critical to achieving systemic and structural change.

IV. The drivers that set change in motion and allows for monitoring, evaluation and self-correction of progress include, at a minimum, senior leadership, governance, organizational culture and data.

V. Change is an iterative process in a culture of continuous learning from one planning cycle to the next
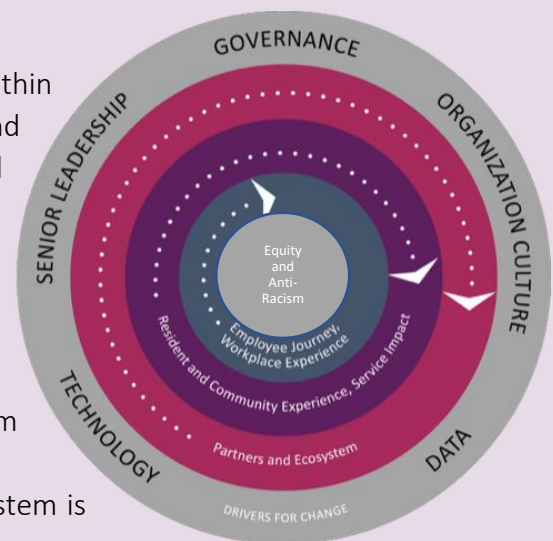
The framework's reporting tool help set baseline metrics, targets, indicators for monitoring, evaluation and self-correction

CITIZEN EXPERIENCE AND SERVICE DELIVERY
Overall Objective: 'to create equitable inclusive services for everyone'
Achieving wellbeing, connectedness and belonging in all sheres of society as citizens and members of community

Goals	Indicators	Metrics	Data -sources	Baseline data	Short term targets	Long term targets	Tracking plan
Ministry-level							
Apply anti-racist and equity-lens in review of policy, programs and services	Comprehensive demographic profile of citizens served	Race and intersectional disaggregated data of citizens in service area	Stats Canada census data, surveys, focus groups, community engagement	BC Stats demographic-survey completed, program-level data sets, frameworks (UNDRIP, GBA+, IDPAD etc.)	Data used to prioritize policy, programs for review based on racial equity analysis	Racial equity analysis used to inform all new policy, programs and services	Annual and periodic tracking
Progam- Service Level							
The Ministry or Crown Corporation tracks and measures progress on anti-racist- and equity goals in service quality	Satisfaction-levels, trust, transparency, access, feeling of belonging, culturally and racially appropriate programs	%-satisfaction, belongingness index impact	community-engaged studies and outreach activities, impact studies	establish baselines	Reduce racial equity gaps - specific time frames established; 10%/year	Closed racial equity gaps by 2028	Annual tracking

EMPLOYEE EXPERIENCE
Overall Objective: BCPS is an inclusive place where employees can thrive and belong irrespective of their racial identity
Achieving their fullest potential as employees - being recognized for, and provided equitable opportunity to grow and advance based on their unique knowledge and experience

Talent - hire, attract, advance							
There is targeted management and senior leadership recruitment and outreach to Indigenous, Black and other racialized employees and communities (for example there is a deliberate strategy to grow a racially diverse talent pool and talent pipelines)	Employee racial representation, belongingness	%/Proportion of employees in management positions who identify as Indigenous, Black or other racialized employees	WES , Equity BeMe-survey	2023	plus 10% increase	Racial equity gap reduced, belongingness	Bi-annual tracking

Build organizational equity and anti-racism capacity

BUILD ORGANIZATIONAL EQUITY AND ANTI-RACISM CAPACITY

Recommendation 7:
Train City leaders/officials on Leading institutional change to embed anti-racism and equity-sight in planning, programs, policies, and service-designs

Recommendation 8:
Fund capacity-building and support for non-profits, community-, faith-based and grassroots organizations

Recommendation 7: Train City leaders/officials to lead change

Support city leaders through training and other experiences to gain the capacity to lead systemic and structural change and transformation to becoming an anti-racist and equity-results focused organization.

Recommendation 8: Fund capacity-building

Fund capacity-building and support for non-profits and community, faith based and grassroots organizations who are best placed to connect with communities. This will require a review of funding approaches including contracting and administrative burdens to ensure that a more decentralized delivery of service as well as greater targeted capacity to address the specific needs of racialized communities are supported for both large and small partner organizations. The City can use its leverage to ensure that organizations that are funded by the city all have anti-racism strategies and that funding becomes contingent on implementing these strategies and learning.

Review and reimagine policies, practices and programs

Recommendation 9:
Conduct a full internal race and intersectional disaggregated, distinctions-based equity audit of the City

Recommendation 10:
Update equity policy to embed racial equity

Recommendation 11:
Support work being done by RCMP to collect race-based data and commit to reevaluating and adjusting the community safety plan to align with the findings and implementation

Recommendation 12:
Conduct racial equity analysis of all City programming and planning that goes beyond GBA+ analysis

Recommendation 9: Conduct a full internal racial equity audit of the City

Audit should include review of policies and practices including organizational culture, and racial and equity seeking groups representation. Review of HR/People policies and practice, taking an intersectional, race- disaggregated distinctions-based approach, should be prioritized – to understand and addressing structural obstacles to recruitment, advancement and retention of racial staff and other equity seeing groups. Commit to taking steps to address the findings of the audit to ensure the city is broadly reflective of the community it serves, but also that it has the capacity to deliver on its equity- and anti-racism mandate.

Recommendation 10: Update equity policy to embed racial equity

Update equity policy to reflect the inclusion of race and provide clarity as to how this policy is reflected in strategy and is being implemented in practice.

Recommendation 11: Support RCMP's national anti-racism race-based date initiative and re-imagine the community safety plan

With Burnaby being chosen as one of the detachments and site for the RCMP national pilot of race-based data collection, Burnaby has an opportunity to support this work and to commit to using the data to address the findings.

Recommendation 12: Conduct racial equity analysis all City programs, department plans and related funding, for example: Arts (including graffiti policy), Parks redevelopment & revitalization, Burnaby Village, Museum, library, support for non-profits and community, faith based and grassroots organizations.

Leverage partnerships for equity outcomes

LEVERAGE PARTNERSHIPS For EQUITY OUTCOMES

Recommendation 13:
Leverage the City's position to diversify suppliers and support racialized business and start-ups

Recommendation 14:
Amplify impact by working through community partnership for economic and employment opportunities

Recommendation 15:
Increase funding for dedicated cultural and racial spaces/affinity groups for grass roots community-building

Recommendation 16:
Work with universities and colleges to support and connect racialized youth and newcomers with tertiary educational opportunities.

Recommendation 17:
Support immigrant-facing organization in developing and adopting leading and best practice anti-racism strategies in support of immigrants, newcomers, and refugees.

Recommendation 13: Leverage The City's position to diversify suppliers and support racialized businesses and start-ups.
Strategies to consider include: Implement race disaggregated targets and requirements targets for doing business with the City e.g, revised procurement policies – calls for suppliers, requirements, reporting scaling to create opportunities for IBPOC businesses and prioritize racialized hiring. Ensure all service providers have appropriate anti-racism strategies

Recommendation 14: Amplify impact by working with community partners, to expand on economic and employment opportunities for racialized newcomer/immigrant talent

Work with community partners and Burnaby Board of Trade to develop targeted programs for business with anti-racism initiatives, capacity building and to explore opportunities to build on existing programming/services to targeting specific racialized newcomer/immigrant talent…e.g. 'Bridging the Employment Gap-program

Recommendation 15: Increase funding for dedicated cultural spaces/affinity groups for community-building, including informal organizations, faith based, racial & cultural groups, specifically for Black/People of African Descent (PAD) and other racialized newcomers/immigrants for community-building, including for youth, seniors and family

Recommendation 16: Work with universities and colleges to support outreach, summer programs, bridging programs, leadership academies, in collaboration with communities to connect racialized youth and newcomers with tertiary educational opportunities.

Recommendation 17: Support immigrant support ecosystem to address racial equity gaps in organizations' service approach and delivery identified in this report. This includes supporting a City collaboration and innovation space and approach described below - in piloting the DARE approach.

Pilot DARE-approach for innovative priority programs and plans

PILOT DARE-APPROACH
For innovative priority programs and plans

Recommendation 18:
Support anti-racism focused collaborative, innovative, experimental multi-stakeholder space (#CoLabBurnaby style)

Recommendation 19:
Pilot Priority Programs and Plans using DARE principles and approaches

Recommendation 19: Support collaborative, innovative, experimental multi-stakeholder space (CoLabBurnaby style) for community partners and immigrant-facing organizations to use DARE approach to explore leading practices, generate, test and share innovative ideas to increase racial equity-sight, adopting accountability frameworks, data-collection and engagement designs and to expand a community of practice.

Recommendation 20: Pilot priority programs and plans, for example:

• Programs to support racialized businesses including micro-businesses and create easier pathways to access procurement opportunities

• More innovative racially and culturally diverse community activities such as street dances, Fusion Festivals (cf. festival in Surrey), Youth oriented spaces, expand on initiatives such festival of learning, Public Art, media Initiatives

• Specific Action Plan to fully implement IDPAD with the Black Community

• Co-designs of how to embed DARE accountability mechanisms (*nothing for us, about us, without us…*) – in all stages of programming, operations and strategic plans – from engagement to evaluation.

i https://www.burnabynow.com/local-news/burnaby-staff-propose-1st-new-equity-policy-since-1994-3123377

ii https://www.burnabyvillagemuseum.ca/assets/Resources/History%20of%20Burnaby%20Resource%20Guide.pdf

iii https://www.burnabyvillagemuseum.ca/assets/Resources/History%20of%20Burnaby%20Resource%20Guide.pdf

iv https://www.cbc.ca/news/canada/british-columbia/burnaby-historical-discrimination-review-1.6762841

v https://www.burnabynow.com/local-news/long-overdue-burnaby-to-officially-apologize-for-anti-chinese-discrimination-6633304

vi Burnaby Board of Trade. http://bbot.ca/economic_development/economic-plans-strategies/

vii https://techcouver.com/2022/11/04/vancouver-sees-highest-tech-job-growth-in-north-america/

viii https://biv.com/article/2022/09/pent-demand-pandemic-pushes-bc-film-sector-expand-14b

ix https://www.bdc.ca/en/about/mediaroom/news-releases/canada-tech-sector-fuels-growth-across-economy

x Lawrence, Daina. "These Three Sectors Are Poised for the Biggest Growth as Canada's Population Booms." The Globe and Mail (Online), 2022.

xi https://wearebctech.com/why-immigration-is-essential-for-the-bc-tech-industry/

xii Docquier, Frédéric, et al. "Birthplace Diversity and Economic Growth: Evidence from the US States in the Post-World War II Period." Journal of Economic Geography, vol. 20, no. 2, 2020, pp. 321–54, https://doi.org/10.1093/jeg/lbz016.

xiii https://cbie.ca/infographic/

xiv Kroll, Judith F., and Paola E. Dussias. "The Benefits of Multilingualism to the Personal and Professional Development of Residents of the US." Foreign Language Annals, vol. 50, no. 2, 2017, pp. 248–59, https://doi.org/10.1111/flan.12271.pg 248-9.

xv Sidney, Mara S. "Settling In: A Comparison of Local Immigrant Organizations in the United States and Canada." International Journal of Canadian Studies, vol. 49, no. 49, 2014, pp. 105–33, https://doi.org/10.3138/ijcs.49.105.

xvi https://www.canada.ca/en/immigration-refugees-citizenship/news/2022/12/canada-welcomes-historic-number-of-newcomers-in-2022.html

xvii https://www.canada.ca/en/employment-social-development/corporate/portfolio/labour/programs/employment-equity/reports/2016-annual.html#h2.3

xviii Lorenzetti, Liza, et al. "Immigrant Men and Racism in Canada: Impacts on Well-Being and Family Wellness." Canadian Ethnic Studies, vol. 55, no. 1, 2023, pp. 1–23, https://doi.org/10.1353/ces.2023.0000. Pg 1

xix Ibid pg 17

xx Hardwick, S. W., & Mansfield, G. (2009). Discourse, identity and 'homeland as other' at the borderlands. *Annals of the Association of American Geographers, 99*(2), 383–405.

xxi https://cbie.ca/infographic/

xxii

xxiii Feng Hou, Yao Lu and Christoph Schimmele. Recent Trends in Over-education by Immigration Status. https://www150.statcan.gc.ca/n1/pub/11f0019m/11f0019m2019024-eng.htm

xxiv Raihan, Mohammad M. H., Nashit Chowdhury, and Tanvir C. Turin. "Low Job Market Integration of Skilled Immigrants in Canada: The Implication for Social Integration and Mental Well-being." Societies 13.3 (2023): 75. ProQuest. Web. 27 July 2023.

xxv June N. P. Francis & Joshua Tecumseh F. Robertson (2021): White spaces: how marketing actors (re)produce marketplace inequities for Black consumers, Journal of Marketing Management, DOI: 10.1080/0267257X.2020.1863447 pg 6.

xxvi

https://pubburnaby.escribemeetings.com/filestream.ashx?DocumentId=63953&utm_source=burnaby%20now&utm_campaign=burnaby%20now%3A%20outbound&utm_medium=referral

xxvii https://www.burnaby.ca/our-city/projects/new-sidewalks

xxviii

xxix Geronimus A. T. (2023) Weathering: The Extraordinary Stress of Ordinary Life in an Unjust Society.

xxx Ding, Hao, and Anastasia Loukaitou-Sideris. "Racism by Design?" Journal of the American Planning Association, vol. 89, no. 1, 2023, pp. 120–33, https://doi.org/10.1080/01944363.2022.2058065.

xxxi https://www.ymca.org/blog/why-are-black-youth-highest-risk-drownin

xxxii Works Cited

Wright, Angela. "Yes, remnants of discriminatory urban planning remain: From zoning bylaws to public housing, city policies can exacerbate racism. But advocates across the country are working for change." May 25 2021. Web. *ProQuest.* 27 July 2023.

xxxiii https://www.rcmp-grc.gc.ca/en/change-the-rcmp/address-systemic-racism/collect-and-analyze-race-based-data

xxxiv Slide:BC Human Rights Commissioners Presentation, Feb 9, 2022

xxxv https://www.washingtonpost.com/wellness/2023/02/16/racism-brain-mental-health-impact/

xxxvii CoLab Report to Burnaby School Board, September, 2022. https://burnabyschools.ca/wp-content/uploads/2022/11/22-09-27-CoLab-Final-Report.pdf

xxxviiiHuchting, K., & McGowan-Robinson, L. (2022). The California Equity Coalition: Advocating for Racial Equity in California's Public School Leadership. Educational Studies, 58(3), 404–419. Page 408. https://doi.org/10.1080/00131946.2022.2033753 s

xxxix Bartanen, B., & Grissom, J. A. (2023). School Principal Race, Teacher Racial Diversity, and Student Achievement. The Journal of Human Resources, 58(2), 666–712. https://doi.org/10.3368/jhr.58.4.0218-9328R2

xl Beninger, Stefanie, and June N. P. Francis. "Appropriation of Community Knowledge." Journal of Macromarketing, vol. 36, no. 2, 2016, pp. 183–97, https://doi.org/10.1177/0276146715592929.

xli Francis, June N. P., et al. "Collaborating for Transformation: Applying the Co-Laboratorio Approach to Bridge Research, Pedagogy and Practice." Revue Canadienne D'études Du Développement, vol. 42, no. 3, 2021, pp. 416–39, https://doi.org/10.1080/02255189.2020.1797650.

xlii Jane Ku, Rupaleem Bhuyan, Izumi Sakamoto, Daphne Jeyapal & Lin Fang (2019) "Canadian Experience" discourse and anti-racialism in a "post-racial" society, Ethnic and Racial Studies, 42:2, 291-310, DOI: 10.1080/01419870.2018.1432872

xliii Ibid, pg 292.