

Addressing anti-Black racism: Black and African diaspora community recommendations

Detailed summary

ACKNOWLEDGING ANTI-BLACK RACISM & THE COLONIAL CONTEXT IN VANCOUVER

Colonialism in Canada, like in other global contexts, relies on racist beliefs and prejudices that people of European descent were superior to other 'races' of people in order to justify racist acts. While race is a social construct, it carries real consequences for people who are racialized, including dispossession of Indigenous Nations' lands, enslavement of African peoples, racial segregation, and denial of personhood and political governance. These racist beliefs, ideologies, assumptions, values, and acts were not rare or accidental, but were oppressive foundations of colonial nations, including Canada, and its cities. Together, racist beliefs and acts became systems of structural racism that maintained control by White people over Indigenous people, Black people and other racialized peoples. Structural anti-Black racism includes specific practices of social control, economic disinvestment, political marginalization and cultural erasure targeted at Black communities of the African diaspora which are related to, but distinct from, broader patterns of racism.

White supremacist, anti-Black racist beliefs informed the anti-Indigenous racism that shaped the practices of colonial settlement in what is now known as Vancouver, located on the traditional, unceded territories of the xwmə@kwəỷ əm (Musqueam), Skwxwú7mesh (Squamish) and səİ ilwəta?ł (Tsleil-Waututh) Nations, who have lived throughout this region for thousands of years. The dispossession of Indigenous lands, denial of rights and title of Indigenous Nations, as well as the trauma of residential schools, acts of cultural erasure, and chronic underfunding of basic human services resulted in pervasive, ongoing harm to Indigenous communities.

White supremacy places people within the White 'race' at the top of a ladder of racial hierarchy and Black people and people of African descent at the bottom of this ladder. This places non-Black racialized people in the middle of the ladder and positioned to 'climb the ladder' by distancing themselves from Black people and Blackness in order to gain access to the advantage and privileges associated with White people and Whiteness. This has led to anti-Black racism within non-Black racialized communities, as well as 'colourism' where people prefer lighter skinned complexions to darker complexions. Anti-Black racist stereotypes ignore the realities, diversity, and contributions of Black communities and reinforce myths that enable governments to employ stricter enforcement of racist policies and practices against Black communities.

White supremacy uplifts Whiteness as 'normal' and morally superior, and pathologizes Blackness as 'other', abnormal, or suspect. This creates and maintains cultures and systems of white privilege, or the cultural, social, political, and economic advantages offered to White people. While this is obvious to Black people, it can hide in plain sight for non-Black people. People often look to place anti-Black racism elsewhere – 'it was a long time ago', or 'look at eastern Canada or south of the border' or 'anti-Black racism isn't any different from other forms of racism'. As white supremacy has shifted, the majority of Vancouverites would no longer hold conscious beliefs that White people are inherently superior, but many people do not question how we design cities with White communities as the 'norm' to be accommodated and Black communities as 'other' to be ignored, displaced, or policed. This prevents non-Black people and institutions from taking action to address who we design cities for, who we work to keep safe, hire and promote, invest in, and equip to lead.

The consequences of racism are evident in our City and have significant impacts on racialized communities. The City of Vancouver created and enforced land use codes and practices such as: racial segregation rules that limited racialized people to certain neighbourhoods; racial covenants that denied ownership to racialized people; urban renewal projects aimed at displacing residents; and dispossessing racialized owners. Other impacts of racism include chronic underfunding and appropriation of cultural work by racialized people, barriers to hiring and promotion in the City workplace, and the over policing and incarceration of racialized people. Each of these practices has specific ways in which they were used against Black communities, including more frequent and forceful underfunding, gate-keeping, over-policing, and institutionally racist "slum clearance" and later "urban renewal" efforts to displace the residents, businesses, and social and cultural institutions of Hogan's Alley.

These racist actions contributed to benefit for White people by creating generations of wealth, privilege, ownership, access to power, and positive social, cultural and economic outcomes. On the other hand, these racist practices resulted in negative consequences for Black people, such as, generations of underpaid work and limited avenues for economic advancement, disadvantage, precarious and substandard housing with significant barriers to ownership, limited opportunities to influence decisions, and underfunded and appropriated cultural works. These negative impacts are pervasive and are evident in social, cultural, health, political and economic outcomes for generations of Black Canadians and African diasporic newcomers. Despite centuries of efforts to oppress and erase Black life, the resiliency and strength of the Black and African diaspora communities have sustained diverse dreams, cultural practices, and traditions across generations. This leadership, community building, art, scholarship and innovation that has sustained generations is evident in the ability to galvanize the wider public reawakening to see and address anti-Black racism today.

ACKNOWLEDGEMENT

As outlined in an <u>Open Letter</u> to the City Manager, the City has benefited from decades of volunteer and unpaid labour by local Black Canadians and people of African descent in Vancouver to daylight oppressive systems, their impacts, and the ways that we can address anti-Black racism within the City of Vancouver's present day policies, practices, and decision-making processes. Members of Black Canadian communities & communities of the African diaspora have invested extensive time and energy to contribute critical context, analysis, recommendations, and <u>Calls for Action</u> to improve social conditions, address policing funding and practices, and redress targeted displacement of Black communities.

The City of Vancouver recognizes that we have not yet undertaken the work of addressing recommendations provided through a range of City research and engagement initiatives with the necessary resources, focus, or coordination to advance significant change. This lack of action is a reflection of the anti-Black racism within the City, not the clarity or value of the recommendations offered by Black communities and communities of the African diaspora and supported by research. Our relative inaction and lack of coordination to take up the recommendations is another form of gate-keeping that results in harm.

We also recognize that we have not engaged with the full spectrum of Black communities and communities of the African diaspora. Our hope is that during this moment in the global Black Lives Matters movement, we can accept the challenge offered to us in the prior recommendations by local leaders of Black Canadian and African diasporic communities, the open letter, and the Black Lives Matters calls to action while building opportunities for Black community members who have yet to participate to join the dialogue.

SUMMARY OF RECENT ENGAGEMENT, RESEARCH, & PROGRAMMING INITIATIVES

STRATEGIES/PLANS Departments	DESCRIPTION
Northeast False Creek Plan (NEFC) Planning; Arts, Culture, & Community Services	The Hogan's Alley block is identified in the NEFC Plan as a place to "daylight" Blackness in Vancouver and re-establish the heart of the Black Community in Vancouver with a cultural centre and a location that we are committed to exploring – with the involvement of the Black community – for land trusts and long-term leases.
Northeast False Creek (NEFC) Park Design (underway) Vancouver Park Board*	The park space within NEFC aims to design for Black life in public space, including culturally relevant design principles, the inclusion of heritage elements to represent the relationship to Hogan's Alley, and address hyper-surveillance of Black bodies.
Culture Shift, Making Space for Arts & Culture, & Vancouver Music Strategy Arts, Culture, & Community Services	Focused community-led and City-led engagements with Black communities identified ways to address anti-Black racism in cultural policy, heritage frameworks, the music ecology, and investments in grants and cultural spaces.
VanPlay Vancouver Park Board*	VanPlay; Parks and Recreation Services Master Plan, is the Vancouver Park Board's decision making guide. Its priorities, tools and policies support the pursuit of equity, connectivity and access to parks and recreation for all. The VanPlay Equity Initiative Zones tool helps to direct resources to historically underserved areas of the city and to implement Black-centered actions and services.
Equity Framework (underway) Arts, Culture, & Community Services	An Indigenous-centred, race-forward, intersectional equity approach identifies and addresses various forms of systemic discrimination, including structural anti-Black racism. Tools such as an Equity Reference Guide and Intersectionality Toolkit will be used to identify how City practices benefit and burden communities.
Poverty Reduction Framework (underway) Arts, Culture, & Community Services	Black communities hosted an engagement session that recommended the need to address anti-Black racism and prioritize land, housing and amenities for the Black community. Additional engagement with Black residents with diverse, intersectional experiences will inform action prioritization.
REPORTS	DESCRIPTION
Towards a Healthy City: Addressing Anti-Black Racism in Vancouver	The City hired Oludolapo Makinde as a Healthy City Scholar to review existing policies, look at best practices and develop recommendations of strategies the City can adopt to address anti-Black racism in Vancouver.
INITIATIVES	DESCRIPTION
Black History Month Protocol Office	The City works closely with the Black History Month Planning Committee to organize annual Black History Month events that recognize African Canadian history, futures and achievements.
Hogan's Alley Summer Block Party Series 2019 Engineering, Planning, Arts, Culture, & Community Services	Programs of Black and Indigenous artists to daylight Black experience, artistic works, cuisines, and cultural expressions to host cross-cultural and intergenerational exchange.
Nora Hendrix Place Temporary Modular Housing & Homeless Counts Arts, Culture, & Community Services	The development of the temporary modular housing building piloted a new community-based partnership development and operations model to reflect and advance the long-term vision for Hogan's Alley developed by Black communities in the NEFC Plan. The unveiling included programming to recognize its historical significance and Black community leadership, and connected experiences of Indigenous community members who are also over-represented in homelessness. The project highlighted the need for ethical race-based data collection and analysis related to unique Black and African diasporic experiences of homelessness and service needs.
Hogan's Alley Mural Engineering	Ejiwa "Edge" Ebenebe was commissioned to create a site-specific mural to reflect and raise awareness of the historical and cultural significance of Hogan's Alley, enrich resident and visitor experience, and centre Black culture, aesthetic and inclusion.
Anti-Black racism & white privilege	An external team of experts with lived and technical expertise piloted staff training in 2019 to name and address the realities and consequences of individual and institutional racism.
awareness training pilots Arts, Culture, & Community Services	
• ·	Collections and programming spotlights included: 450+ titles, almost 40 title book lists, children's storytime programming, teen programming including the Afro Futurism Trading Card Workshop, and 20 adult Black History Month programs with more than 1,000 attendees in partnership with Black Lives Matter Vancouver, Hogan's Alley Society, African Descent Society of BC, Black Dot Roots and Culture Collective among others.

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ADVISORY COMMITTEES	DESCRIPTION
Racial and Ethno-Cultural Equity Advisory Committee	The Racial and Ethno-Cultural Equity Advisory Committee advises Council on enhancing access and inclusion for Vancouver's diverse cultural communities to fully participate in City services and civic life, including Black communities.
Planning Commission	The Commission hosted an event on "How can we create a post-pandemic Vancouver that is just, equitable, decolonized, and inclusive for all?" which explored ways anti-Black and anti-Indigenous racism have shaped the City, its COVID response, and potential for designing cities and pandemic responses that address anti-Black racism.

COMMUNITY RECOMMENDATIONS - THEMES

The City of Vancouver is committed to improving the ways in which it listens and acts to address anti-Black racism within its own institutional practices. As part of this, we have undertaken the first phase of a review of engagement, research, and programming with Black Canadian and African diasporic communities that has been done in the last five years. We recognize that summaries cannot do justice to the nuance offered in more extensive formats and that the high-level summary is neither comprehensive nor exhaustive. Our hope is that this high-level summary of previous findings on community recommendations offers us a more informed foundation to begin and resume dialogue, and reduces the burden on members to further share their trauma or provide emotional labour.

Across the engagement, research, and programming findings core themes emerged that could shape a resourced, coordinate City-wide action plan to address anti-Black racism include:

1. Anti-Black racism action plan: Holistic action plans with resources, dedicated staff, connections to leadership, and work programs integrated across departments have been identified as critical to advancing meaningful action to address anti-Black racism in City policies, practices, programs, and investments.

2. Cultural redress: Cultural redress initiatives attempt to repair the harms of systemic anti-Black exclusion, displacement, and discrimination. Communities have recommended that key forms of cultural redress are needed to remedy City-led urban renewal projects that targeted displacement of Black life from Hogan's Alley and address how historic and contemporary forms of anti-Black racism shape Vancouver's cultural landscape including a land trust, cultural centre, formal apology, culturally-informed and safe park design, monuments and public art, and heritage program initiatives that uplift black life.

3. City services delivery: Anti-Black racism operates in all facets of city service delivery, burdening Black and African diasporic communities and restricting equitable access to City services. Community recommendations highlighted the importance of addressing anti-Black inequities in urban development, land and land use, housing, homelessness services, amenities, urban design, parks and recreation, infrastructure, economic development, arts and culture, library collections and programs, and the need for public education.

4. Public engagement: Recommendations include work to consistently invest in culturally relevant, socially safe design, engagement, and participatory budgeting processes led by Black and African diasporic leaders, that reflect diverse experiences and the spectrum of complex intersectional identities, as well as mechanisms to catalogue and connect engagement across departments.

5. Data: The historic use of race data to oppress Black people should be considered when developing ethically sound ways to collect and analyze qualitative and quantitative data on race in ways that offer Black people agency, choice, and a transparent explanation of benefits and risks. Disaggregated racial data analysis should inform budget, grants and investment processes, human resources practices and leadership diversity, and the development and delivery of services including urban development, housing access, and economic initiatives.

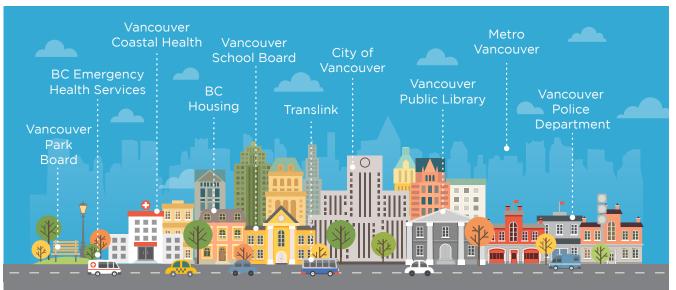
6. Human Resources: Community recommendations include reviews of the current employment equity programs compared with leading hiring, retention, promotion, performance evaluation, and workplace culture initiatives on culturally competent processes that address unconscious bias. As well as advancement programs with professional development, networking, and mentor sponsorship; tailored supports that account for additional intellectual and emotional labour staff perform to illuminate Black experience and address anti-Black racism in their roles; training on anti-Black racism in the workplace, including both overt forms of harassment and micro-aggressions.

7. Community recommendations: Advocacy to agencies and partners: Community recommendations regarding delivery of services outside the scope of the City administration are outlined in this section. The development and implementation of such requests is at the will and discretion of the independent agencies and partners, the City administration can only play an advocacy role.

Policing: Shift police department funding and practices, including diverting funds from armed policing towards child care support, education, comprehensive mental health intervention and social support, local restorative justice services, employment programs, access to recreational facilities, community-directed public investment, peer-based programming, culturally-led policies and more. As well as changes to data collection and reporting, demilitarization and reduction of fire arms, and a ban on street checks.

Schools: Calls to action asked for acknowledgement of dismissal of several incidents of blatant anti-Black racism including hate speech and systemic practices in Vancouver schools. The community also recommended the Vancouver School Board do work to increase resources, policies, and programs related to anti-racism work to address anti-Black racism in collaboration with Black and Indigenous community organizations. Prior work has outlined the need for protocols to address racist incidents, educational resources and updated curriculum, Black student/ family supports, and human resources, training, and leadership that reflect Black and African diasporic communities.

Health: Prior policy work recommended formalizing work with Vancouver Coastal Health to address health disparities for Black and African diasporic communities, with tools that include race-disaggregated data, training, and public engagement to identify barriers and necessary programmatic adjustments.



THE CITY & OTHER GOVERNMENTAL BODIES



CITY OF VANCOUVER

The City is responsible for overseeing the implementation of strategic policies to create a better city. We do this by working day-to-day on projects that help keep Vancouver operating, such as coordinating and planning for the development of housing. funding social and community services, undertaking maintenance and improvements of the city's public works and licensing businesses.



METRO VANCOUVER

Metro Vancouver is a federation of 21 municipalities one Electoral Area and one Treaty First Nation. Their core services are drinking water, wastewater treatment and solid waste management. Metro Vancouver also regulates air quality, plans for urban growth, manages a regional parks system and provides affordable housing. The regional district is governed by a Board of Directors of elected officials from each local authority.



VANCOUVER POLICE DEPARTMENT

The Vancouver Police Board is the employer and governing body of the Vancouver Police Department, and a separate legal entity from the City. City Council provides funding for the VPD through the annual budget, under the BC Police Act which mandates how municipal police departments are funded. The Act is currently undergoing review with the Province.



VANCOUVER COASTAL HEALTH

Vancouver Coastal Health is a regional health authority that provides healthcare through hospitals, primary care clinics, community health centres and long-term care and is provincially mandated. The City works closely with VCH on the Healthy City Strategy which includes responding to the opioid crisis, enhancing our collaborative efforts around a healthy environment, and food security.



VANCOUVER SCHOOL BOARD

The Vancouver School Board is the school district that Vancouver's K-12 schools and is governed by the Vancouver Board of Education of nine-elected trustees and one student trustee. The VSB curriculum is set by the Ministry of Education.



VANCOUVER PUBLIC LIBRARY

The Vancouver Public Library (VPL) is separate legal entity from the City and is governed by the provincial Library Act. The VPL Board is made up of 13 trustees appointed by City Council and develops library policy and service strategy, provides financial oversight and works with the Chief Librarian to oversee the provision of services



VANCOUVER PARK BOARD

The Vancouver Park Board is the only elected body of its kind in Canada and has jurisdiction, and control over more than 240 public parks in Vancouver and a large public recreation system of community centres, pools, rinks, fitness centres, golf courses, street trees, marinas, playing fields, and more.



TRANSI INK

Translink delivers and plan the region's transportation system through its subsidiaries: Coast Mountain Bus Company Ltd., BC Rapid Transit Company (SkyTrain) and West Coast Express Limited, and its contractors. Translink is governed by the Board of Directors and Mayor Council, which Vancouver Mayor Kennedy Stewarts sits on, and they approve transportation plans and strategies - including pricing and routes - for the region.



BC Emergency Health Services provides emergency services and patient transfers and oversees the BC Ambulance Services and BC Patient Transfer Services. The BCEHS is part of the Provincial Health Authority and works closely with Vancouver's Fire and Rescue Services calls.

BC HOUSING



BC Housing develops, manages and administers a wide range of subsidized housing options across BC. They are accountable to the Minister of Municipal Services and Housing and are governed by a Board of Commissioners appointed by the Lieutenant Governor. The City works to advocate for Vancouver residents, advance housing priorities, and partner with them on the development of affordable housing in Vancouver, but cannot intervene in their decision-making.

COMMUNITY RECOMMENDATIONS - SUMMARY

1. Addressing anti-Black racism action plan - resourcing, staffing & work-plan integration

In order to create real and meaningful systems change, a holistic, resourced approach is necessary. Recommendations from *Addressing Anti-Black Racism in Vancouver* and findings from engagement and programming show intersecting recommendations to create an action plan to address anti-Black racism in Vancouver. In order to develop the plan and staffing, further review of engagement materials to date and ongoing active engagement with Black City staff, Black community organizations, and the wider Black community to design an action plan to be aligned with the equity framework, resourced with dedicated budget and staff, and connected to City leadership.

2. Cultural redress

Cultural redress initiatives attempt to repair the harms of systemic exclusion and discrimination.

Issue a formal apology and commit to address systemic anti-Black racism in the City of Vancouver

To date, a formal apology has not been offered by the City of Vancouver to redress harms. As part of the report on Addressing Anti-Black Racism in Vancouver, a recommendation was made to issue a formal apology that would:

- Formally acknowledge that people of African descent represent a distinct group whose rights must be promoted and protected
- Acknowledge that equity and diversity principles targeted at protecting visible minorities are grossly insufficient to effectively erase the years of discrimination and racism faced by Black people in Vancouver
- Issue a formal public apology to the Black Community for the historical discrimination, slavery and injustices meted out to the them over the course of history and also for the urban renewal drive which led to the displacement of Black people, communities and businesses
- Take specific actions that will give life and sustenance to this apology, not simply to repair past wrongs, but to prevent injustice from ever occurring again
- Recognize the contributions made by African Canadians to the country's growth and development [including Vancouver]
- Commemorate the cultural significance of the cultural and living heritage of the Black community by pursuing a UNESCO designation of World Heritage site

Re-establish Hogan's Alley as centre for Black life and leadership

During dedicated engagement activities with Black communities for the NEFC Plan and park development process, Culture Shift and the Vancouver Music Strategy, and within programming for Black History Month, the Hogan's Alley Summer Block Party Series and the opening for Nora Hendrix Place, Black communities highlighted the central place to pursue redress must be Hogan's Alley. Hogan's Alley was a flourishing geographic, cultural, artistic, social, intellectual and economic centre for Black life prior to government-led urban renewal projects that displaced Black residents, businesses, and cultural and social spaces. According to Wayde Compton, as part of the Hogan's Alley Working Group, the nucleus of the Black community was Hogan's Alley: "Forming a 'T' out of two intersecting alleys, Park Lane and one that was unnamed Hogan's Alley lay behind a series of houses, cabins and storefronts that faced Main, Union and Prior streets, and extended on to Jackson Avenue.". As part of the NEFC Plan, the City currently owns the land used for the viaducts and therefore has designated the 898 Main Street block as the Hogan's Alley Block, however it is not the only land that would have made up Hogan's Alley prior to urban renewal projects. Engagement findings highlighted that the return of community-led Black spaces in this block and the surrounding area in the form of a cultural centre and housing supported by a community-owned land trust, vibrant Black commercial enterprises, and explicitly Black elements of public space and park design are critical forms of cultural redress.

"There is a longing and real need for a place of identity, a geographic centre, 'a place where we can share our stories and be unapologetic in my joy, my sorrow' 'where no one will question my blackness'," NEFC - Hogan's Alley Working Group Workshop Report 2017-07-21 - Legacy Remembrances

"The same institutionalized racism that created and demolished Hogan's Alley continues to put people of African descent at a disadvantage in accessing housing and economic opportunities. It will be important that this space generate meaningful and substantive opportunities for social and economic inclusion, driven and led by the community. It will be a space that creates access by unlocking resources, reshaping markets, and generating equitable opportunities for all people and provides the necessary stability to build assets in community." NEFC -Hogan's Alley Working Group Workshop Report 2017-07-21 - Legacy Remembrances

"Open spaces are always surveilled. They are spaces of exclusion. We need a space where we can feel together. The City has an obsession with privacy, but not everyone wants to be alone: solitude is born out of individualistic social parameters. What I want for you to hear is that we have continued to be excluded. The design has to be intentional (to the Black experience of public space and social life): diverse and with different kinds of spaces. Places that can be seen as representative of Black culture: that is equity. A lawn is a colonial space of exclusion and symbolic and representative of other types of spaces that historically excluded Black people. We are often treated as invisible until we reach open space where we become very visible." NEFC Parks - Black Community Check In - July 2, 2019

Engagement findings to date prioritize re-establishment of Hogan's Alley as the most significant way to invest in and connect Black social, cultural, and economic assets that will provide a geographic centre to commemorate and uplift Black experience, explore Black cultural heritage, elevate Black excellence, confront anti-Black racism, network Black expertise, and design for Black visibility and sensibilities. The focal point is envisioned to be a cultural centre of approximately 27,000 sq.ft. on the 898 Main Street block and includes flexible space for cultural, artistic, and social activities with streets, plazas, and public spaces that point to the historic heritage uses and connect to the interior block with spaces that focus on "small scale local businesses, music, oasis, a safe place and community. Emphasize culturally-centred retail, food/ market (African Diaspora specific), social enterprise, live/work/sell, co-working spaces, and maker space."

The avenues to achieve such a bold vision include actions to develop a memorandum of understanding with the Hogan's Alley Society to engage broader Black communities in the development of a land trust and cultural centre.

3. Service delivery

As articulated in the reset for the NEFC park, "The report details the process and learnings, such as invalidating the notion of 'cultural neutrality' in designing parks and the need to purposefully design for and with racialized communities in order for them to feel welcome in public spaces."

There are no culturally neutral spaces, design processes, or plans for urban development. Within each of these cityscapes, Whiteness is framed as an orderly norm to be centered and Blackness is framed as a disorderly threat to be marginalized. To counteract this, consistent and dedicated work must be undertaken to design processes, projects, and programs that centre Black life and address anti-Black racism. The shortage of spaces that centre Blackness creates the conditions where people are "put on the spot and becoming at once a sort of ambassador for your race. One panelist described the continued low-level stress of just being Black in this city. The feeling of constantly worrying about what the dominant majority will think, because misjudgment can always lead to a call to the police." Hogan's Alley Society Culture Shift - Host Your Own Engagement - Final Report

Support for the Hogan's Alley Cultural Centre was consistent across engagement findings and represented broader interest in *"an urgent need for the Black community to have self-determined, cultural and creative spaces within the city that could be used for community-led creation and production. The group of participants also expressed their desire to see the development of a multi-purpose, music and cultural hub: not only for artists to have collective, co-working, studio recording and rehearsal space; but also to establish and encourage a sense of belonging and connection to shared heritage and cultural roots."* Vancouver Music Strategy: Black Community Roundtable

In addition to the City's role as regulator, investor, and designer of space, the City plays a key role in providing funds to non-commercial organizations. Multiple findings referenced the ways that anti-Black racism prevents fair levels of funding for Black-led programs through City grants. Recommendations were made to address anti-Black biases in funding with *"more financial support to seed and develop Black arts and culture spaces, initiatives and collectives. Importantly, more Black Canadians need to occupy spaces of decision making and power including as staff, on Councils, boards and commissions."* Other recommended action to address barriers to cultural funding and the development of cultural space are instructive and transferable to wider City processes *"funding and staffing support for state of the art cultural archiving, programming, mentorships, audience development; assistance in building networks with academic connections, international Black arts and culture agencies; prioritizing Black lead organizations and initiatives to create equity in the field of Arts and Culture to redress cultural displacement, historical and current institutional barriers that have disadvantaged the Black Arts and Culture community; and recognition of the need to daylight and value (more than just consume) the artistic and cultural contributions Black Canadians." Hogan's Alley Society Culture Shift - Host Your Own Engagement - Final Report*

These recommendations to centre Black excellence and address anti-Black barriers through elevating Black leadership to decision-making roles, increasing access to general forms of financial support, creating dedicated financial support, developing dedicated staffing and mentoring, networking communities with influential institutions, and prioritizing Black-led projects are instructive in wider City work programs.

Housing development is perhaps one of the most critical areas of support undertaken with other levels of government and partners. In 2018, a temporary modular housing initiative approached HAS to discuss their interest and willingness to support a modular supportive housing building for individuals experiencing homelessness on this site. The process of discussion and negotiation on this site between levels of government and HAS was at times mired in the colonial and white supremacist processes that typify government protocols and ways of partnering with equity seeking groups. The partnership on the site between Hogan's Alley and PHS ultimately reflected a new approach to partnering and leadership, attempting to create opportunities for advancing Black leadership in housing delivery and operations. Staff from the City, PHS and HAS presented the learnings from this project at the BCNPHA conference in 2019.

Each temporary modular supportive housing building has a Community Advisory Committee that typically includes representation from Vancouver Police Department, as well as other neighbourhood residents, businesses, and our provincial partners. At the direction of HAS and PHS, the CAC does not include a position for VPD representative in order to address concerns related to over-policing. City staff endeavoured to coordinate discussions outside the CAC table between PHS, HAS and VPD representatives at two meetings. However, the ability to have a meaningful dialogue on issues of critical importance to HAS have not been successfully facilitated by the City.

This project also day lighted the need for, and lack of, race-based data collection and analysis about Black individuals experiencing homelessness, and the systemic under-resourcing which occurs as a result. The project enabled opportunities for staff working on the annual Homeless Count and Outreach Services to include questions to better understand experiences of homelessness among Black and African diasporic people and their need for tailored engagement and service models.

Each year, Black History Month has provided an opportunity to reflect and celebrate through an annual event. The planning committee, comprised of community members and staff, examined the City's work to address anti-Black racism and advocacy from Black communities and determined that the City 'fell short' on tangible progress, though were heartened by recent steps to accelerate budgets and work programs. The committee recommended a reframing of the event and committee roles to increase commitment, collaboration, and accountability through:

1) Amending the Black History Month committee role to that of an "ongoing advisory and consultative group that also annually provides input into the City of Vancouver's anti-Black racism strategies"

2) Beginning in 2021, the event should transition to a forum to provide "transformative education" for a broad public and staff, and include an annual progress report on actions to address anti-Black racism and Black community building strategies. The committee requested the City increase the budget allotted to compensate anti-Black awareness educators and to integrate this work in a broader City-wide plan to address anti-Black racism.

The City must work to consistently undertake such work and integrate culturally relevant and safe processes to plan for urban development, design spaces, develop housing, preserve cultural heritage, create programs, make decisions, and allocate investments. Engagement findings explored a range of service delivery roles that could be audited to further identify suites of tools to actively prioritize Black communities and communities of the African diaspora and address ways anti-Black racism is enacted through policies, programs and investments or lack thereof.

<u>Urban development, housing, and transportation development</u>: Anti-displacement policy, housing projects, and investment strategies aimed to root residents, enterprises, and communities in place and connect them to the wider city; develop proactive strategies to invest in centering Black life in neighbourhood planning and rezoning processes; amenities planning that consistently prioritizes the development and retention of Black-led spaces.

<u>Placemaking, urban design principles and typologies:</u> Develop equity-based place making that actively centres Black experience and celebrates Blackness, including: public art, murals, and monuments that reflect and commemorate Black experience and excellence; develop design guidelines that reflect the diversity of Black and African diasporic design and aesthetics; adjust design principles to counteract hyper-surveillance tactics embedded in crime prevention through environmental design principles and "eyes on the streets" doctrines that put Black and African diasporic communities at risk of hyper surveillance as part of daily life.

<u>Economic development</u>: Including Black-led actions to address poverty reduction, community economic development, supports for Black and African diasporic businesses and social enterprises, training, social enterprise zones, and social procurement strategies

Financial incentives: Offer tax incentives to support commercial, social, and cultural enterprises.

<u>Grants</u>: Review and adjust grant objectives, criteria, application processes and adjudication processes, award stipulations, and create equity priority policies that prioritize Black experience and leadership to reduce barriers to equitable funding for social, cultural and recreational programs.

<u>Social, cultural and recreational programs</u>: Prioritize Black-led social services including mental health, workforce development, immigrant settlement, childcare, seniors care, and disability services; performing and visual arts, cultural, and cultural heritage programming generally and for youth; recreational and outdoor activities; dedicated spaces for youth-led cultural, artistic, social, and recreational activities

<u>Public education campaigns:</u> Undertake public education programs to centre Black life, affirm Black Vancouverite's rights, and combat anti-Black racism, including information on the right to freedom from discrimination, common forms of anti-Black beliefs and acts of discrimination, consequences for employer, business owner and landlord discrimination, and channels for Black victims to the channels for victims to seek redress.

4. Public engagement

Consistently invest in culturally relevant, socially safe design processes led by and centering Black experience; create and maintain a central place to catalogue engagement across departments with Black communities; provide regular updates on progress to engagement initiatives and the action plan to address anti-Black racism; undertake a participatory budgeting exercise that prioritize work led by and centering Black communities; develop mechanisms to engage with the diversity of Black and African diasporic communities that reflect the full spectrum of complex intersectional identities.

5. Data

Create ethically sound ways to collect qualitative and quantitative race-based data to reveal how Black people benefit from or are burdened by the City's work, with an understanding that race based data has been used historically to oppress Indigenous and racialized people. This data will analyze how external conditions, City outputs, and community outcomes are influenced by the City's policies, practices, and investments, in the workforce, neighbourhood development, economic development initiatives, grants. The data will also indicate how the City uses community benefit agreements, development cost levies and community amenities to support the development of housing, social infrastructure, childcare, cultural infrastructure, and food assets.

Review best practices and partnership opportunities to develop ethical tools to collect, analyze, and apply race-based data to inform the development of housing options across the housing spectrum and within City-supported project development. Undertake surveys to generate data concerning racial discrimination in accessing housing and in securing employment. Use data to analyze annual budget processes, City-led programs, human resources practices and leadership diversity, and the success of urban development initiatives.

6. Human Resources

Review the effectiveness of the current employment equity program alongside leading municipal, government, and corporate employers to identify leading hiring, retention, promotion, and workplace culture initiatives. Create culturally competent recruitment and hiring processes to connect Black talent with opportunities for meaningful employment and address the ways in which unconscious bias can affect the process. Create retention and promotion strategies such as professional development, networking, and mentor sponsorship to create pathways for advancement, along with tailored supports that acknowledge the additional intellectual and emotional labour staff perform to illuminate Black experience and address anti-Black racism in their roles. Provide training to create a pro-active culture of addressing anti-Black racism in the workplace, both overt forms of harassment and micro-aggressions. Integrate equity into the work programs and workplace performance reviews

7. Advocacy

The City receives a wide range of recommendations from community on the actions of agency partners whose work impacts Black and African diasporic communities. While these fall outside the scope of City of Vancouver functions, we can share with and advocate for action with each of the respective agencies. The recommendations outlined may not represent the full spectrum of advocacy or diversity of experiences and opinions. While communities and movements have offered these recommendations over the course of numerous years, those outlined below have been drawn from the particularly urgent calls for change during the summer of 2020 to address the ways in which inaction on addressing anti-Blackness creates widespread hardship for Black communities and communities of the African diaspora.

The recommendations below fall outside the scope of the City's function:

Vancouver Police Department:

Many of the calls to action demand reform of the Vancouver Police Department's practices, and a re-imagining of the role of police in our society.

Community groups have expressed the need for the following reforms to VPD practices:

- *Street checks:* Ban the use of street checks, which have a harmful impact on the Indigenous, Black and low-income communities that are disproportionately the subject of this practice.
- *Data collection and reporting:* The VPD must redesign the way it collects data, and transparently and thoroughly provide reports on arrests and police interactions with civilians, including accurate numbers on missing and murdered trans individuals.
- *Demilitarization and use of firearms:* The VPD must demilitarize, and make a commitment to work towards officers not carrying firearms.

Besides these specific changes to VPD practices, some community groups have called for a broader reconsideration of the role of police in Vancouver. This includes diverting financial resources from the VPD toward initiatives that demonstrably support long-term community safety, such as the following identified by Black Lives Matter Vancouver: childcare support, education, comprehensive mental health intervention and social support, local restorative justice services, employment programs, access to recreational facilities, community-directed public investment, peer-based programming, culturally-led policies and more.

The purpose of these actions, as articulated by Black Lives Matter Vancouver, is to improve social conditions for individuals across the city, which will require the City to advocate broadly to other levels governments, authorities and service providers, in addition to taking action at a municipal level. The long-term goal is to eventually eliminate the need for policing and prisons, and to defund these institutions, given their role in oppressing marginalized communities.

Community groups have called for the City writ large to condemn the actions of colonial police forces in violently suppressing Black voices and demands for systemic change, and to make a commitment to the long-term goal of eventually abolishing police and prisons. Policing falls within the mandate of the elected City Council and the Vancouver Police Board, but prison reform is outside the jurisdiction of the City.

The 2019 report <u>Towards a Healthy City: Addressing Anti-Black Racism in Vancouver</u> called for a series of reforms to VPD to bring its practices in line with recommendations from the UN Working Group of Experts on People of African Descent on its Mission to Canada. The report recommended that the VPD formalize this commitment by specifically addressing anti-Black racism in its strategic plan.

- Racial profiling and cultural change: Ensure that all forms of racial profiling are discontinued, alongside a cultural change in law enforcement to one that accords respect to people of African descent.
- Training: Provide more unconscious bias and de-escalation trainings for police.
- Representation: Increase the representation of people of African descent in law enforcement and correctional services.
- Independent Audits: Conduct periodic external, independent audits to monitor the practices of the VPD.

It is important to note that current community calls to action have been focused on redirecting funds from police, rather than increasing investment for the actions outlined above.

BC Association of Chiefs of Police and the Ministry of Public Safety and Solicitor General's Police Services Division

Advocate for the removal of awards of valour given to Constables Ann Fontaine, Albert Lu and Greg Parkes for their involvement in the killing of Abdi Gani Mahamud Hirsi.

Vancouver School Board

Community groups expressed the need for the VSB to acknowledge its dismissal of several incidents of blatant anti-Black racism including hate speech and systemic practices, to conduct its own internal work that does not offload significant work to students and parents to demand change, and commit to an anti-racism policy in collaboration with Black and Indigenous community organizations.

The 2019 report <u>Towards a Healthy City: Addressing Anti-Black Racism in Vancouver</u> included the following set of recommendations to the VSB to address anti-Black racism in schools:

- Educational resources: Establish a concrete resource to teach students about anti-Black racism and its impacts, similar to the <u>SOGI 123 resources</u> that has been useful in teaching about 2SLGBTQ+ identities. Further educational tools and resources are required to teach students about African-Canadian heritage and Black history.
- Review of educational materials: Ensure that textbooks and other educational materials accurately reflect historical facts, especially related to past atrocities such as slavery, to avoid negative stereotypes of people of African descent.
- Representation: Increase the hiring and representation of Black people throughout the school system—as teachers, administrators, etc. Diverse counsellors are especially important, as students may find it difficult talking to White counsellors about incidents of anti-Black racism.
- Student survey: Conduct a survey to understand the sense of belonging felt by Black students enrolled in Vancouver schools, and the issues they face.
- Procedures for addressing racist incidents: The VSB should establish an internal procedure for addressing anti-Black racism, as opposed to hiring external consultants to conduct investigations. Doing so would improve the VSB's ability to track the occurrences of racist incidents and better respond in the future. (Unrelated to this report, a petition from the BC Community Alliance called for the VSB to create a database to track incidents of racism in BC schools.)
- Training: The VSB should incorporate training on anti-Black racism into schools' curriculum, pedagogy and assessments.

Vancouver Coastal Health

The 2019 report Towards a Healthy City: Addressing Anti-Black Racism in Vancouver includes the following recommendations to VCH:

- Data collection: Collect race-based data to understand race-based health inequities.
- Black and Indigenous health outcomes: VCH should adopt strategies targeted at improving health outcomes of Indigenous and Black people, who face health inequities. This includes providing a broad range of treatment options that recognize the specific treatments needs that different communities have.
- Dialogue sessions: Host dialogue sessions with members of the Black community to better understand the challenges they face, and design an action plan to address these needs.
- Representation and training: Ensure greater diversity in staffing of health officials, and provide training on anti-Black racism.

The Province of British Columbia

Community groups have called on the Province to name and acknowledge the systemic anti-Black racism that is embedded in its institutions, and to commit to long-term investment in Black communities to correct negative disparities in health care, education, poverty, homelessness and criminal justice. This includes adopting the UN Decade for People of African Descent, and allocating the appropriate resources to fully implement such policies and programs.

Vancouver Public Library

The 2019 report Towards a Healthy City: Addressing Anti-Black Racism in Vancouver calls on the VPL to create a section for books that discuss African-Canadian and Black history, and provide programming related to these topics during Black History Month and at other times of the year.

BC Housing

Request that BC Housing add race based questions to their next Homeless Individuals and Families Information System (HIFIS) upgrade to improve data related to shelters and homelessness services.

SUMMARY OF WORK UNDERWAY - DETAILED

ACTION PLAN		
ITEM	DESCRIPTION	PROGRESS
Equity Framework (underway) Arts, Culture, & Community Services	As a City-wide initiative, the Arts, Culture and Community Services (ACCS) department has been working collaboratively with staff and external partners to inform the development of the Equity Framework. The Framework is grounded on the City of Reconciliation Framework and the Healthy City Strategy, and takes an Indigenous-centred, race-forward, intersectional approach to equity. Through this approach, the goal is to transform City policies, practices and processes in order to have equitable outcomes for Vancouver's diverse communities. An accompanying intersectionality toolkit will be developed to help staff identify and address various forms of systemic discrimination, including structural anti-Black racism.	 Work on the Framework includes: Developing shared language and unified vision for equity, equity statements and commitments. Developing resources, e.g. the Equity Reference Guide to guide staff in initial efforts to embed equity across City departments. Ongoing engagement with the external advisory and Council advisory committees, that includes members of the urban Indigenous, Black, and other racialized communities. Ongoing engagement with staff through affinity groups. These include separate sessions for Indigenous, Black, racialized, mixed race, and White staff. These sessions are organized to provide safe spaces for staff to share their experiences, strengthen their networks, learn together and identify the supports needed to navigate City structures and champion equity in their departments. The Framework will be presented to Council in late fall with implementation plans developed thereafter.
Action plan Arts, Culture, & Community Services	Develop work plan & staffing	In the fall of 2020, hiring processes will begin for a role on anti-racism and cultural redress, as well as a dedicated planner focused on a work program to address anti-Black racism. ACCS staff have received a request to reframe the annual Black History Month event to include an annual progress update on an action plan to address anti-Black racism.

CULTURAL REDRESS		
ITEM	DESCRIPTION	PROGRESS
Formal apology Arts, Culture, & Community Services	Assess formal apology	To be considered as part of the larger action plan
Hogan's Alley - <u>Northeast False</u> <u>Creek Plan</u> (NEFC) Plan - Memorandum of Understanding Planning	 Acknowledge and work to further the Hogan's Alley Working Group 'Principles of Development' that include Recognition, Honouring, Access and Inclusion, Security of Tenure, and Investment. Establish a cultural centre on the 898 Main Street block (Hogan's Alley Block). The cultural centre will be a focal point for the Black community, and will be welcoming and inclusive to all - a place 'from the community, for the community.' Commit to work with the Hogan's Alley Working Group to establish the long term involvement and investment of the Black community in the future life of the block through the exploration of land trusts, long term leases, or other arrangements as appropriate. 	 During the summer of 2020, meetings resumed between members of Hogan's Alley Society and City staff to re-establish trust and a working relationship with regularized meetings to continue to develop a Memorandum of Understanding to advance the future development of the Hogan's Alley Block. Ongoing support of activities, events, and public art at the Hogan's Alley Block.

Hogan's Alley - Northeast False Creek (NEFC) park design – Imagining decolonized parks through Black lenses – input to the Vancouver Park Board colonial audit Vancouver Park Board	Recent events have unveiled an urgency around building the capacity for the Vancouver Board of Parks and Recreation to further engage with racialized communities. During a time of social change and racial reckoning, it is crucial to document, analyze and provide process recommendations for further decolonized forms of engagement work and to inform socially embedded designs.	Research will be led by June Francis to develop a methodology that prioritizes lived experiences to gather, document, analyze and make recommendations on engagement with racialized and Black communities. Information on the practices and impacts of anti-Black racism will contribute to the Vancouver Park Board colonial audit which will examine and address the ways in which colonialism remains woven into the Park Board today, from strategic objectives to day-to-day operations. The NEFC Park team welcomed a Cultural Landscape Designer to provide ongoing design input from a Black cultural lens alongside ongoing consultation with representatives from Black and African diasporic communities and in collaboration with a Coast Salish Design consultant.
Hogan's Alley Community Rebuilding Events VIVA Vancouver, Engineering Street Activities	Hogan's Alley Society will receive two years of financial support to lead community-rebuilding events.	In order to support a self-determined approach, Engineering entrusts HAS to independently develop the programming and evaluate measures of success.
Culture Shift, Making Space for Arts & Culture, and Vancouver Music Strategy Arts, Culture, & Community Services	Community stewardship of Hogan's Alley - Advance cultural redress for Black communities and communities of the African diaspora, such as by supporting stewardship of Hogan's Alley site and future cultural centre.	 Support community-led spaces ownership and projects, including those that advance cultural redress, such as a community needs assessment and functional planning for a new cultural centre in Hogan's Alley and a mentorship for AfroVan Connects with BC Artscape. Accelerate work to develop the City's Commemoration Policy including a staff review of policies and process that govern the commissioning, donation, contextualization, and removal of monuments, memorials, and namings or renamings of buildings, public spaces, and streets, including ways to address the painful impacts of colonial monuments and street or place names on Indigenous, Black and racialized communities. This will include a review of the Gassy Jack statue in Gastown and other assets across the city. Staff will also look at how public art commissions and other approaches can support public expressions of cultures that have been systematically excluded from the public realm of Vancouver. Advance equitable and accessible funding, leadership, and organizational practices with a specific focus on COVID-19 recovery investment in groups supporting Black artists and artists of the African diaspora, and inviting these groups into multi-year funding support, and prioritizing investments in spaces and training led by Black artists. Prioritize Black artists and cultural leadership for cultural and music program and spaces grants adjudication processes, as well as nominations for City arts & culture leadership. Integrate Black artists and artists of the African diaspora into equity priority policies. COVID-19 related financial constraints have delayed the development of equity-focused working groups, audits, benchmarking data, dedicated equity staff positions, phased plans, cultural ambassadors, and dedicated grant programs that prioritize addressing anti-Black racism and centring Black and frican diasporic arts and culture.

SERVICE DELIVERY		
ITEM	DESCRIPTION	PROGRESS
Vancouver Plan Planning	The Vancouver Plan's guiding principles include a commitment to support equity and inclusion in communities, policies, and planning. The plan recognizes that today many people have opportunities to thrive, while others struggle to meet basic needs and have their rights respected. During the summer of 2020, staff have undertaken work to integrate equity best practices and content in the policy development, scenario planning, and public dialogue processes. This summary of community recommendations was produced in partnership between Arts, Culture and Community Services and the Vancouver Plan to summarize community recommendations to date.	 Work is underway to: Undertake a review of recommendations to date with Black Canadian and African diasporic communities to inform policy development process, methodologies, data, and priorities to address systemic anti-Black racism. Integrate anti-Black racism work and lenses into priority areas to focus on policy development and include staff with lived and technical experience in addressing anti-Black racism at policy development tables. Integrate race-based data into policy research, analysis, typologies, and modeling of risk of displacement to better assess how Black communities will benefit or be burdened by potential policy trade-offs. Identify opportunities to support Black communities to lead community-based research where gaps in knowledge exist. Prioritize outreach to Black communities & communities of the African diaspora.
Poverty Reduction Framework (underway) Arts, Culture and Community Services	Recommendations from engagement sessions hosted by Black communities that prioritized land, housing and amenities for the Black community will inform the development of the Poverty Reduction plan. The Equity Framework and Anti-Racism Policy, also under development, are essential and complementary parts of the City's poverty reduction work, addressing systemic racism, including anti-Black racism.	Upcoming engagement with Black residents with diverse, intersectional experiences to further prioritize action phasing and resourcing.
Culture Shift, Making Space for Arts & Culture, and The Vancouver Music Strategy Arts, Culture and Community Services	 The culture plan includes the work to address anti-Black racism within cultural equity actions including: Create an equity working group, conduct an equity audit, and create a Cultural Equity & Accessibility position to develop a 3-5 year phased plan to integrate equity within all grant programs & develop dedicated grant programs Support equity learning opportunities Apply equity lens to committee nominations Explore equity performance and audience development grants and in-kind support 	 Work is underway to: Improve the representation of Black leadership for cultural and music grant adjudication process and nominations for City arts & culture leadership. Integrate Black artists and artists of the African diaspora into equity priority policies. Prioritize investments in grant applications, learning opportunities, and recovery efforts led by Black artists. Work is on hold due to COVID-related financial constraints to develop equity-focused working groups, audits, benchmarking data, dedicated staff positions, phased plans, and dedicated grant programs.
Approach to public spaces Engineering	Integrate work to address anti-Black racism into work on equity in the planning, design and delivery of public space and transportation in the city. The initial work towards a mobility equity and public space design framework has been undertaken in consultation with Jay Pitter in partnership with local on equity-based placemaking practices and principles.	Ongoing
Black & African diasporic library collections & programs Vancouver Public Library	The Library continues to focus on collections and programming work to highlight Black authors and community groups through a range of collection spotlights, programming events, and exhibit displays, as well as increasing purchasing frequency and copy limits for works by Black authors.	Ongoing
Community digital initiatives	Community Digital Initiatives (CDI) began work in 2019 with the Hogan's Alley Society on a collaborative project Black experience	On hold due to COVID-19

ADVOCACY		
ITEM	DESCRIPTION	PROGRESS
Interagency working group	The City has reached out to other public agencies including Vancouver School Board, Vancouver Coastal Health, Vancouver Police Department, and Vancouver Pubic Library, and will be reaching out to representatives of Indigenous and racialized communities, to establish a public partner and community anti-racism working group. The purpose of the group is to build relationship and co-create anti-racism strategies and actions over the long term.	 Work currently under way: Researching models for this sort of partnership initiative and provide recommendations on structure, including criteria for identifying community representatives, and costing to support the work going forward Creating initial draft memorandum of understanding (MOU) /terms of reference (TOR) for the group Preparing for the initial meeting of the public partners in September Priorities already raised by communities to be considered by the working group include: Data desegregated by race to support equitable policy decision-making, resources and service provinces Culturally and psychologically safe reporting, and, Supports for victims/targets of hate crimes and racism

PUBLIC EDUCATION		
ITEM	DESCRIPTION	PROGRESS
Black History Month Protocol	The City continues to work closely with the Black History Month Planning Committee to organize annual Black History Month events that recognize African Canadian history, futures and achievements.	Arts, Culture and Community Services staff have received a request to reframe the annual Black History Month event to include an annual progress update on an action plan to address anti-Black racism and opportunities for transformative education for the general public with leadership from expert consultants.
		Ongoing

PUBLIC ENGAGEMENT		
ITEM	DESCRIPTION	PROGRESS
Resource	Review engagement recommendations to prioritize and	In the 2021 budegt planning process, seek resources for
engagement	resource key requests.	culturally relevant engagement.
Communications and		
Civic Engagement		

DATA		
ITEM	DESCRIPTION	PROGRESS
The Homeless Count	Review pilot of Homeless Count questions and analysis of race-disaggregated data on Black experiences.	The Count will further refine ethical models for collecting and analysing race-disaggregated data in order to better understand unique Black and African diasporic experiences of homelessness and service needs.

HUMAN RESOURCES		
ITEM	DESCRIPTION	PROGRESS
Staff engagement and support Human Resources	The City is implementing a number of initiatives to support Indigenous, Black, and People of Colour City staff.	 Hold a town hall with City staff Improved review and reporting of internal programs to support Indigenous, Black, and racialized staff.
Staff Workforce Diversity & Inclusion Survey Human Resources	A workforce survey will be conducted in 2021 with disaggregated racial data on our workforce as well as an indication of staff engagement and sense of inclusion.	Results of the workplace survey will help shape HR's equity and inclusion policies.