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RESPONSE TOOLKIT FOR RACISM & HATE IN BURNABY

Community Protocol



BURNABY TOGETHER
COALITION AGAINST RACISM AND HATE

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Table of Contents

Introduction.....	3
Purpose/ Intent.....	3
Scope.....	4
Community Response Framework.....	5
Guiding Principles.....	5
Why do we all need to report a hate crime or hate motivated incident?.....	5
Roles and expectations.....	6
Response Guidelines.....	8
Triage Model.....	8
What if the victim does not want to report?.....	9
Reporting Mechanism.....	10
When to report.....	10
How to report.....	11
When to refer.....	11
Additional Reporting Options.....	12
Definitions/ Glossary.....	13
Additional educational resources.....	18



Introduction

The Burnaby Together Table (BT) and Burnaby community partners have been working collaboratively since 2007 to make Burnaby a welcoming and inclusive community for all. In March 2004 the Province of BC, with community partners, created the framework for the 'Organizing Against Racism and Hate' Protocol. This framework was revised in June 2008. In 2016, this framework was implemented in Burnaby, led by Burnaby Family Life.

In light of structural changes caused by the COVID-19 pandemic, and a rise in the reported hate-motivated crimes and incidents over the past few years, Burnaby Together (BT) members identified the need to expand and deepen their existing Protocol.

Purpose/ Intent

The protocol is a public document and acts as a community-based mechanism for quick assessment and responsive action towards incidents of discrimination or hate. Just as communities have mechanisms in place to respond to disasters, traumas and crisis situations; this protocol gives Burnaby the tools to be prepared in the event of a hate-motivated incident.

The Protocol provides a step-by-step, easy to use guide designed to help community members and stakeholders react promptly and effectively when discrimination or hate motivated incident occurs. The Protocol also offers referral to relevant resources and a list of key terms and their definitions (Appendix 1)¹.

¹ Definitions have been compiled from several sources including the following: Responding to Incidents of Racism and Hate: A Handbook for Service Providers, BC Human Rights Coalition 2003; Anti-Racism: Terminology, Concepts and Training, Ministry Responsible for Multiculturalism and Immigration 1994; BC Hate Crimes Team

While community members have the responsibility to stand up against hate and racism, it is important to note that the Protocol does not intend that all community members become expert practitioners of victim support or assume responsibility for the enforcement of human rights legislation or the criminal code. Nor is it the intention to have every stakeholder understand the complexities of hate crime and related activities.

Scope

This community response toolkit is two pronged, it offers an immediate response kit and a set of resources for non-immediate and longer term responses. The sections marked in red are outside the scope of this project, but are included as recommendations.





Community Response Framework

Guiding Principles

- Being mindful of the unique safety and confidentiality issues for victims
- Responses are rooted in cultural safety and humility
- Advocating for victims and their families
- Upholding and building awareness about the rights of victims in your community²
- Integrating a trauma-informed and client focused approach
- Reflecting on one's own implicit biases

Why do we all need to report a hate crime or hate motivated incident?

When you report a hate crime you:

- Help the coalition and the police to understand patterns of behaviour.
- Provide a true picture of what is happening within your community.
- Help police investigate an incident which may contribute to an arrest and/or prosecution.
- Help prevent these types of crimes and incidents happening again to you or to someone else.
- Help develop tools and supports for victims.
- Help develop mechanisms for education and awareness around prevalent forms of discrimination and hate.

² "Planning Guidelines | Arizona Center For Rural Health". 2022. Crh.Arizona.Edu.
<https://crh.arizona.edu/biwp/toolkit/planning>.



Roles and expectations

For a Protocol to be effective, it is important to have clearly defined roles and expectations of those involved. The following is a breakdown of the expectations from participating organizations, service providers and members of the community.

Burnaby RCMP:

As the organization responsible for responding to hate crimes the RCMP will:

- Provide a senior manager to participate in the ongoing work of the Coalition.
- Fully investigate all incidents of hate crime and hate motivated incidents.
- Report back to the Coalition on follow up and outcomes of reported incidents.

Coordinating Agency - Burnaby Family Life:

- Encourage and support education and awareness opportunities for community members, students, professionals and employers.
- In partnership with Coalition Members, research ongoing funding for initiatives to support and enhance the protocol objectives.
- Maintain an updated list of relevant service providers, victim support and ethno-cultural organizations that can be accessed for referral.
- Coordinate with Coalition members as needed to support victim(s) by listening to their account, documenting their account, referring them to the appropriate service or organization.

Burnaby Together Table

As a community based coalition of concerned citizens and service providers the BT Table will:

- Respond to the issues and concerns in the community as needed.



- Guide and provide resources for further support to victims whose human rights and dignities have been violated.

Service Providers

For this protocol to be most effective, service providers should be familiar with the manifestations of discrimination, hate and bigotry and be able to proceed and address the situation appropriately. In doing so, service providers are encouraged to learn about the key issues and terms.

Community

Many communities have realized that the elimination of racism and hate requires a commitment from all sectors of society. Therefore, community members have the responsibility to stand up against hate and racism and are morally obliged to report incidents.

Local Businesses

Organizations and local businesses in Burnaby are encouraged to obtain the Safe Harbour: Respect for All certification. <https://www.amssa.org/safe-harbour-respect-for-all/> or toll free 1-888-355-5560, call 604-718-2780 or fax 604-298-0747.

Safe Harbour: Respect for All is a diversity and inclusion training program for workplaces. It provides businesses, institutions and organizations with training to understand the value of diversity and inclusion, address issues of discrimination in the workplace, and attract and retain a diverse workforce and clientele. The training is also great for individuals to start building awareness of diversity and learn important concepts.



Response Guidelines

Triage Model

It might be helpful to use a Triage framework, where the client's situation will guide the response. With that in mind, the Immediate Response Protocol Document offers a step-by-step response guide for a range of situations. Factors to consider when deciding on the best course of action when a hate crime or hate motivated incident happens:

Severity of Incident

It is important to assess whether an issue needs immediate intervention and additional support (from the RCMP, community groups or social workers), or whether you might be able to manage it on your own (offering referrals, listening to clients' concerns, helping them report an incident). The more severe the crime or incident, the greater the need to involve others in the response.

Time-sensitive Response

Time is another element that would strongly impact the response. While the Immediate Response Document addresses immediate needs of the client, it does not account for:

1. Situations that need to be followed up on
2. Cases when the incident is shared long after it has happened

Using a trauma-informed and client/victim-focused approach requires that when incidents of hate occur, the victim's needs extend well beyond the immediate response and there need to be good systems in place for follow up and support on an ongoing basis. Support over the short, medium and long-term may look different depending on the situation.



Short Term	Medium Term	Long Term
A few days/ weeks after	A few months after	A few years after
<ul style="list-style-type: none"> • When did the original incident happen? • What was your role in the incident? (i.e. did you intervene? Or did you document?) • Identify the victim's personal support network • Did you refer the victim to any organization or resources? • Do you know if someone from that organization was able to help them? If not, can you follow up? 	<ul style="list-style-type: none"> • Were you involved in or present during the original incident? • If not, try and get as much information as you can about what happened. • Were you able to discuss some options with the client? (i.e. counselling, reporting, support group) • What was the decided course of action? (i.e. helping them fill out an online report etc) • Regular follow ups and check ins on how they are doing 	<ul style="list-style-type: none"> • Try to gather as much information about the incident as possible • Given that the incident took place several years ago, how can you support the client? • Has your organization been able to create any community programs or policies to help victims or to prevent such instances from occurring? • If not, start that conversation in order to support your community and be accountable to them

What if the victim does not want to report?

A client-focused approach is about giving the client space to make their own decisions. Service providers and others providing support have to acknowledge that a client knows their unique situation best, and will make an informed decision, once they have been presented with options. Sometimes reporting may not be safe or possible in the client's situation, and that should be respected. With that in mind, if a client or community member shares an incident:

1. **Listen:** Actively listen with all your attention, then acknowledge their experiences and validate their concerns
2. **Educate:** Fully describe the different options available including the steps involved, estimated timelines and possible outcomes for the person



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- Action:** When the client has understood their options, ask them what they think might be the best one for them. Respect their decision, and help them create an action plan

For example: A client reveals that they have been called a racial slur by their landlord. They are deeply upset, but do not want to report it as they fear eviction. They also share that they do not trust law enforcement due to trauma they carry from their country of origin, where they were prosecuted for their sexuality. What can you do to help them? Are there some resources or options you can share with them? (counselling, queer support groups, crisis lines)

Reporting Mechanism

While reporting a hate incident can be beneficial in most scenarios, in certain cases, it may not be within the RCMP's scope to help

When to report

- When to report to the police emergency line - 911:
 - Any ongoing criminal incidents, including assault, threats, harassment, hate propaganda events, aggressive behaviour
 - If any incident is happening in real time
 - If someone is causing a disturbance by yelling, swearing, shouting slurs and the situation might escalate
- When to report to RCMP's non-emergency line:
 - When the situation has already happened and the RCMP would not be able to intervene
 - When there is verbal aggression, without an immediate threat to safety (including past instances)



- Online harassment or social media hate content
- Hate speech is considered an offence under the criminal code, and should be reported on a non-emergency line unless it is happening in real time

How to report

1. When filing a police report, ask for the file number and police officer's name or badge number. If you are not comfortable reporting to the police, find a trusted intermediary or community group to support you in the process, however the victim must be present while filing the complaint.
2. If you believe the incident was motivated by hate or other racial bias', confirm with the complaint taker that the police report accurately records the incident as a hate crime or hate motivated incident.
3. Be as thorough as possible when recounting details of the incident (including the perpetrator's gender, age, height, appearance, clothes or other distinguishing characteristics. Include all threats or biased comments in the report. Share any photos or document any property damage and/or hate messages before they are removed.
4. Follow up with the investigating officer to make sure an incident report was filed and obtain the file number.

When to refer

- When racial insults are uttered, and the victim is not able to describe the perpetrator, the RCMP may not be able to identify and locate the individual. These matters can still be reported to the police and support services (such as victim support referrals) can be offered.
- In cases of subtle racism, including microaggressions, stereotyping or intolerance



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- If the needs of the client exceed capacity, refer them to the appropriate resource and inquire whether any organisation has an internal record/ reporting mechanism to flag repeat offenders

Additional Reporting Options

- Report the issue to the local BIA (Business Improvement Area). Find your BIA: https://www.bia.bc.ca/index.php?page_id=1017&page_element_id=11&area_id=1002&category_id=all&action=Search#element11
- Report the issue to the local MLA. Find your MLA: <https://www.leg.bc.ca/Pages/BCLASS-Search-Community.aspx?PlaceFirstLetter=B&#k=#s=201>
- Talk about the incident at the Community Policing Action Committee (CPAC) meeting. To attend, contact Laura Hirst (laura.hirst@rcmp-grc.gc.ca)



DEFINITIONS/ GLOSSARY

To assist in the reading of the Protocol and the understanding of the issues surrounding discrimination and hate crime, a list of key terms is provided. The list of terms is not comprehensive and in some cases definitions vary according to the source. For more information or education opportunities and materials refer to the Burnaby Together website.

Ableism is discrimination on grounds of physical or mental ability.

Ageism is discrimination on grounds of age.

Bias is an inclination, opinion or preference formed without any reasonable justification. Bias is reflected in a person's prejudices or attitudes towards a different race, class, gender, cultural background etc. and can often result in unfair treatment of individuals or groups. *Implicit Bias* is hard to detect because it often shows up in untraceable, common, and more socially acceptable ways than overt discrimination. For example gravitating towards friends that are of a similar race as you and having misconceptions and stereotypes towards people of other races.³

Bigotry refers to the character or conduct of intolerance towards another's beliefs, religion, race, sex, mental or physical ability or sexual orientation.

Cisgender describes a person whose *gender identity* matches the *sex* assigned at birth. (Example: An individual who is born biologically female and also has the gender identity of a woman).

³ "Service Providers: Unconscious Bias". Coalition Creating Equity. 2022. Alberta. <http://coalitionscreatingequity.ca/service-providers/>



Cissexism is discrimination on grounds of gender identity and gender expression. (E.g. denying rights to a person because of their appearance, clothing or mannerisms, such as the right to use a public washroom or the right to receive service.)

Classism is discrimination on grounds of socio-economic status or class.

Discrimination is when prejudice and bias move from a state of opinion or mind to action. It can be direct (treating someone inequitably) or indirect (a policy, practice or process puts someone at an unfair disadvantage). This can take on many different forms such as harassment, unequal pay or benefits, unequal conditions or service provisions, to hate propaganda.

Gender is the range of physical, mental and behavioural characteristics pertaining to, and differentiating between, masculinity and femininity (ex. woman, man, transgender, or other).

Gender Expression is any and all mannerisms and personal traits, which serve to communicate a person's identity and personality as they relate to gender identity and gender roles. It is how a person expresses their gender to others.

Gender Identity is a person's private sense, and subjective experience, of their own gender. It is a person's self-identification of their gender.

Harassment can take the form of physical, visual or verbal conduct that is unwelcome, discriminatory, involves intimidation or an abuse of power and denies the respect and dignity of an individual.

Hate/Bias Crime. It is a criminal offence committed against a person or property which is motivated by the suspect's hate, prejudice or bias against an identifiable group includes verbal abuse/threats, physical assault or damage to property (as defined in section 718.2 of the Criminal Code of Canada:



(<http://fasdjustice.ca/aboriginal-people/7182e-of-the-criminal-code-gladue-and-aboriginal-people.html>).

Hate/Bias Incidents are those actions that are not criminal in nature but may be covered by the Human Rights Code of Canada
http://www.bclaws.ca/Recon/document/ID/freeside/00_96210_01

Heterosexism is discrimination by heterosexuals against homosexuals

Homophobia is a fear or hatred of homosexuals or homosexuality.

Intolerance is not allowing, or enduring differences in opinions, teaching, worship, lifestyle etc.

Prejudice (Bias) means to 'pre-judge' and is an attitude towards a person or group. Prejudice refers to beliefs or attitudes about an individual or group based on negative or positive stereotyping. Internalising prejudice leads to bias, which is a predisposition to build on stereotypes. Together prejudice and bias form the motivation for discrimination. Prejudice and bias are a state of mind and there are no laws to prohibit them.

Privilege is a special advantage, immunity, permission, right, or benefit granted to or enjoyed by an individual, class, or caste that belongs to a certain group.

Propaganda is the systematic propagation of a doctrine or cause or information reflecting the views and interests of those advocating such a doctrine or cause.

Racism refers to a set of beliefs that asserts the superiority of one 'racial' group over another (at the individual as well as institutional level), and through which individuals or groups of people exercise power that abuse or disadvantage others on the basis of skin colour, racial or ethnic heritage.

Individual Racism is any action or practice which denies equity to any person because of their



race, religion, ethnicity or culture.

Systemic Racism refers to the social and organisational structures, including policy and practices, which whether intentionally or unintentionally exclude, limit and discriminate against individuals not part of the traditional dominant group. Systemic Racism is most often an unconscious by-product of ethnocentrism and unexamined privilege.

Racialization is to differentiate or categorise according to race and to impose a racial character or context on something or someone.

Service Providers are service providers that offer services and resources that are directly related or useful in the event of a hate crime or critical incident involving discrimination.

Sex is the biological distinction between male and female.

Sexism is discrimination on the grounds of sex.

Stakeholders in the context of the Burnaby Protocol refer to the service providers, organisations and institutions within Burnaby who have invested interest in the health, safety and vitality of the community.

Stereotype is a false or generalised conception of a group of people which results in the unconscious or conscious categorization of each member of the group, without regard for individual differences. Stereotyping may relate to race, age; ethnicity, linguistics, religious, geographical or national groups; social, marital or family status; physical, developmental or mental attributes; and or gender.

Xenophobia is fear of other people, groups, or cultures that are different from one's own. The term is usually used to describe the phenomena where the dominant group of a country feels fear of 'foreigners', their customs and culture.





Forms of Discrimination

The following illustration depicts discrimination and summarizes situations and events that range from the covert and subtle to the overt and violent.



Examples:

Intolerance: Not allowing someone to marry/partner with whoever they choose.

Stereotype:

White people do not care about their parents.

Asian people cannot drive properly.

A female thinking that she would never date an Indo-Canadian male because she thinks Indo-Canadian males are aggressive.

Discrimination and harassment:

Inaccessible building or communication method to a disabled person; Refusal to cooperate or provide a service to a transgender person; Offensive language or stereotyping;

Sexual innuendo and sexualized images

Display or forwarding of offensive material; A local technology company prefers to hire those less than 30 years old feeling they are more knowledgeable of cutting edge



technology.

A local restaurant refusing service to people with developmental disabilities.

Prejudice:

Assuming that all those who speak English with an accent are less qualified or less literate;
Streaming children from homes where English is not the spoken language into ESL

Hate crime: An Elderly Sikh man is beaten by a group of people connected to a white supremacist group

A group of people deface a lesbian-led family home with bigoted graffiti

Additional educational resources:

- B.C. Hate Crime Team Roles and Responsibilities:
https://issuu.com/embracebc/docs/end_hate_crime
- Anti-Discrimination in Sport and Recreation
https://www.bcrpa.bc.ca/media/34876/discrimination_000.pdf
- The BC Hate Crimes Team works with local police detachments to investigate the criminal offences and to protect sense of self and identity. For non-emergency questions about hate crimes, resources, training or education, please contact the BC Hate Crimes Team
email to: BC_Hate_Crime_Team@rcmp-grc.gc.ca
- For service providers: <http://coalitionscreatingequity.ca/service-providers/>
- Anti-Asian hate toolkit:
https://www.ryerson.ca/content/dam/responding-to-hate/responding_to_hate_toolkit_brochure_8.5x11.pdf
- Anti- Racism Toolkit: <https://ccrl-clrc.ca/anti-racism-toolkit/>

