

ITEM 10
MANAGER'S REPORT NO. 68
COUNCIL MEETING 89/10/23

RE: MULTICULTURAL POLICY IMPLEMENTATION UPDATE: 1988 - 1989

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendation of the Director Planning & Building Inspection be adopted.

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TO: MUNICIPAL MANAGER

1989 October 13

FROM: DIRECTOR PLANNING &
BUILDING INSPECTION

Our File: 17.806

SUBJECT: MULTICULTURAL POLICY IMPLEMENTATION UPDATE: 1988-89

PURPOSE: The purpose of this report is to provide Council with an update of actions taken to implement the Municipal Multicultural Policy during 1988-89, and to propose target implementation actions for 1989-90.

RECOMMENDATIONS:

1. THAT Council authorize the Multicultural Staff Working Group to pursue the objectives specified in Section 4.0 of this report during 1989-90.

SUMMARY

This report provides an overview of actions taken over the past year to implement Burnaby's Multicultural Policy. It reveals that the most successful pursuits involved promotional activities (e.g. Multicultural Week events) and the voluntary language pool (i.e. enhancing registration with and utilization of the pool). Limited progress was made in addressing multicultural training needs of staff or in generating demand for the School District's multicultural services.

The objectives which guided the Multicultural Staff Working Group during the past year were developed in 1987. To facilitate continued progress in implementing the Multicultural Policy, and to provide a benchmark for future evaluation efforts, the report proposes a revised set of objectives for the upcoming year. It concludes that if Council authorizes the Multicultural Staff Working Group to pursue these revised objectives, Multicultural Policy implementation actions should continue to be relevant and vital in 1989-90.

R E P O R T



1.0 BACKGROUND

Burnaby's Multicultural Policy and Implementation Strategy were adopted in 1986 (see Appendices 1 and 2, attached). An inter departmental Multicultural Staff Working Group was established in 1986 to oversee coordination of the Multicultural Policy. The Working Group was originally intended to function for one year, with individual Municipal departments assuming responsibility for Policy implementation after the group's disbandment. A decision was subsequently made, however, to extend the Working Group's mandate beyond its initial one year term. The rationale was twofold. First, many Multicultural initiatives cross departmental bounds and require inter departmental coordination. Rather than setting up ad hoc groups to address inter departmental initiatives, it seemed more reasonable to use the Working Group. Second, the Working Group seemed like a logical body to monitor implementation of the Multicultural Policy and ensure that appropriate implementation actions are taken.

In 1988 August, staff submitted a report to Council regarding implementation of the Municipal Multicultural Policy from the Policy's inception to mid 1988. Following up on that report, this report provides an overview of implementation activities during 1988-89 and proposes target objectives for the year ahead.

2.0 REVIEW OF POLICY IMPLEMENTATION ACTIVITIES DURING 1988-89

Five objectives for the Multicultural Staff Working Group are specified in the Working Group's Terms of Reference (Appendix 3, attached). These objectives were originally intended to apply to implementation actions taken during 1987-88. In the absence of more current objectives, however, they are being used again as a framework for this review.

The objectives and implementation actions are presented below.

Objective One:

Assist the Training and Development Coordinator, as requested and where appropriate, in incorporating sensitivity to multicultural issues in existing and planned staff development programs.

Personnel Department training staff have arranged for multicultural elements to be incorporated in an informal, unstructured manner into two training programs: the Service First and Frontline Leadership Programs. In the Service First Program, which is intended to assist staff in dealing more effectively with the public, the course leader suggests techniques to assist staff in communicating with customers with varying ethnic and cultural backgrounds. In the Frontline Leadership Program, which is intended to help supervisory staff build upon their skills, Personnel staff cover communication concerns which may arise when dealing with an ethnically and culturally diverse work force.

Objective Two:

Assist the Training and Development Coordinator in providing at least one awareness raising workshop in 1987 to sensitize Municipal staff to multicultural issues in performance of their duties.

As indicated in last year's Policy implementation report, three multicultural workshops were held in the first half of 1988. Since that report was prepared, another workshop was arranged for Health Department staff. The workshop took place in 1988 September and was attended by 75 Health Department employees. Participants' evaluations of the workshop were generally positive.

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Objective Three:

Work with School District No. 41 in identifying policy and procedural guidelines, to be ratified by School District No. 41 and the Municipal Manager, regarding use of the District's multicultural services by Municipal staff.

As indicated in the previous implementation update report, Burnaby School District's multicultural services include translation, interpretation, crisis intervention, cultural training and information, and staff development. Since 1987 June, the Municipality has had an agreement with the School District regarding use of the District's multicultural services. The agreement identifies the fee scale for service acquisition and sets out procedures to be followed in requesting and paying for services.

In the past year, the only multicultural services acquired from the School District were for assistance with the above noted Multicultural workshop for Health Department staff. Several reasons have been suggested for the low usage of the School District's multicultural services. One is that fewer staff development sessions were offered in 1988-89 than 1987-88 (1 vs. 4). Another is that despite efforts to promote the services, many staff may still be unaware of the services' availability. A third is the relatively complex system that exists for budgeting and billing for services (i.e. individual departments must include funds for their projected service needs in their departmental budgets; they are billed for service acquisition on a fee for service basis). Fourth, some Municipal staff may have obtained services on an informal basis from the School District's Multicultural Workers or from agencies such as MOSAIC, SUCCESS, or OASIS. In these cases, the Municipality would not have been billed for the acquisition and we would not have a record of their usage.

Objective Four:

Facilitate promotional activities such as multicultural displays and ethnic food days in the cafeteria.

Much was accomplished over the past year in addressing this objective. The main activity occurred during Multicultural Week, in the third week of February. Highlights included:

- Ethnic food days in the Municipal Cafeteria, featuring different ethnic dishes each day of the week.
- Noon hour events: multicultural entertainment, presentations, and craft demonstrations throughout the week.
- Student art displays in the main foyer of Municipal Hall, contributed by School District No. 41.

One of the most positive features of the Multicultural Week events was the range of groups that were involved. The planning and implementation of the Week's activities was a team effort, involving the Multicultural Staff Working Group, the Burnaby Multicultural Society, School District No. 41, Timothy's Food Services, numerous presenters and entertainers, and others. This broad base of participation was a key factor in the Week's success.

Objective Five:

Provide assistance, as required, in conducting a survey of Municipal staff to determine:

- a) languages spoken
- b) willingness to assist other employees on a voluntary basis in servicing members of the public who speak little or no English.



- c) requirements of individual employees for using a voluntary language pool, and
- d) staff development needs in the area of multiculturalism.

The Personnel Department surveyed Municipal Hall and Health Department employees in 1987 regarding the above matters. Since that time, Personnel has been asking all new Municipal employees if they speak languages other than English and would be willing to be registered with the voluntary language pool.

At present, 59 staff members, speaking 25 languages (including sign language) are registered with the pool. They responded to 8 requests for translation services and 24 requests for interpretation services during the past year. On an informal basis, several also responded to requests from staff within their own departments. These informal requests have not been reflected in the service utilization statistics.

3.0 DISCUSSION

The above review reveals that the main advances in implementing the Multicultural Policy centered on promotional activities and the voluntary language pool (Objectives 4 and 5). Limited progress was made in addressing staff development objectives (Objectives 1 & 2). Only minimal use was made of the School District's multicultural services (Objective 3).

In addition to the above, a number of other "multicultural" activities were initiated by the Municipality during the past year. These activities, which do not relate specifically to the Working Group's objectives, are as follows:

Publicity: A brief article on the Multicultural Week events was included in Information Burnaby and distributed to all Burnaby households; an article on the Municipality's Multicultural Policy and implementation strategy was published in the SPARC News (a newsletter on social policy and planning matters distributed throughout the province). As well, staff organized and moderated a Planning Institute of B.C. chapter event on "Multiculturalism and Planning."

Staff Development: Two Municipal staff attended the Kingswood Management Training Program in 1989, bringing the total number of Municipal employees with Kingswood experience to four. Kingswood is an intensive 5 day simulation program sponsored by the City of Vancouver. Its primary goal is to assist participants in developing the necessary human resource management skills to work effectively with a diverse, multicultural work force.

Community Development: In late 1988 and early 1989, staff became aware that a relatively large number of Central American refugees had moved to north Burnaby (roughly 50 families, including 100 children/youths). To address the needs of this group, the Health Department hired a Spanish speaking nurse on a project basis to provide the refugees with generalized health information. The nurse's main objective was to help the refugees to learn how to obtain required services and function independently in the community. The Health Department believes that this objective was met.

Youth: The Burnaby Youth Services Review, completed in 1989 April, recognizes the unique needs of multicultural youth and provides recommendations for addressing these needs. The Coordinator of the Burnaby Multicultural Society serves on the Youth Outreach Task Force, the group overseeing development of an implementation strategy for the Review's recommendations.

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Networking: Burnaby's Multicultural Staff Working Group was registered with the Federation of Canadian Municipalities (FCM) network of municipal multicultural/race relations committees, a network organized and coordinated by the FCM. Municipal staff participated in a special session on municipal race relations initiatives at the 1989 FCM Annual Convention.

4.0 PROPOSED OBJECTIVES FOR 1989-90

As noted, the Staff Working Group's objectives were developed to guide activities during 1987-89. To provide a reasonable benchmark for future evaluation efforts, and to facilitate continued progress in advancing implementation of the Policy, new objectives need to be identified. The following objectives are proposed for the Multicultural Staff Working Group for 1989-90:

Objective One:

Assist Personnel training staff, as required, in expanding the multicultural component in existing and planned staff development programs.

This represents a continuation of Objective One of the existing Terms of Reference. To fulfill this objective, the Staff Working Group would continue to provide suggestions and serve as a "sounding board" to Personnel training staff re: the multicultural component of training.

Objective Two:

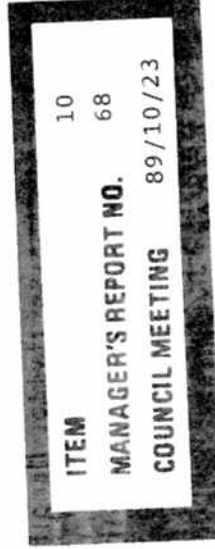
Assist Personnel training staff in providing at least one awareness raising workshop in 1989-90 to sensitize Municipal staff to multicultural issues in performance of their duties.

As with Objective One, this would involve providing suggestions and serving as a sounding board. It would also involve assisting with promoting the workshop(s) and, possibly, serving as resources at the workshop(s). Personnel training staff and the Staff Working Group are trying to arrange a multicultural workshop for this fall or winter.

Objective Three:

In consultation with School District No. 41, develop an alternative procedure for acquisition of the District's multicultural services, presenting procedural and budgetary recommendations to Council in due course.

As noted, except for staff development sessions, staff have not been using the School District's multicultural services. One of the reasons cited has been the complicated budgeting and billing procedure that exists for the services. At present, individual departments are required to include funds in their budgets for multicultural services. With the possible exception of Personnel, it is difficult for departments to anticipate their service requirements. As a result, departments do not earmark funds for multicultural services in their budgets. A preferable alternative might be to provide an annual lump sum payment to the School District for multicultural services. This would ensure all Municipal staff have access to services, not only those whose departments have appropriate budget accounts. The lump sum payment approach would thus encourage greater usage of the District's multicultural services. Discussion of an alternate procedure for acquiring multicultural services should be one of the Staff Working Group's top priorities.



Objective Four:

Facilitate multicultural promotional activities at Municipal Hall, libraries, and other Municipal facilities during Multicultural Week and at other times during the year, as appropriate and where opportunities present themselves.

This would involve an expansion of last year's promotional activities. The Staff Working Group would facilitate or coordinate promotional activities at opportune times throughout the year, not just Multicultural Week. The Group would also encourage libraries, recreation centres, and other Municipal facilities to engage in multicultural promotions. 41

People who provide multicultural entertainment or put on multicultural displays often have to take time off work and go through extensive preparation to meet their commitments. In recognition of this fact, the Personnel Department has funds available in its 1990 Provisional Budget which can be used as honorariums for multicultural resource persons.

Objective Five:

Assist the Personnel Department, as necessary, in maintaining, expanding, and promoting the voluntary staff language pool.

This would involve offering advice and serving as a sounding board, as with Objectives One and Two. It would also entail "talking up" the language pool and encouraging staff to use its services.

Objective Six:

Through written materials, presentations, and other means, seek to increase awareness of staff and the public regarding the Multicultural Policy.

Possible vehicles for achieving this objective include Information Burnaby, Burnaby Now, and electronic messages to staff on the Municipality's computer system.

Objective Seven:

Increase consultation and cooperation with the Burnaby Multicultural Society, School District No. 41, and other groups serving or representing the multicultural community.

Members of the Staff Working Group and other Municipal staff have a good working relationship with the Burnaby Multicultural Society and the School District. As noted, the Society and School District assisted with this year's Multicultural Week activities. To enhance consultation and cooperation in the upcoming year, the Staff Working Group intends to invite representatives of the Multicultural Society or School District to future Working Group meetings, as agenda items warrant.

Objective Eight:

Examine the desirability, feasibility, and optional strategies for surveying members of the multicultural community regarding their satisfaction with services provided at Municipal Hall and other Municipal facilities.

Concerns have been expressed that members of some ethnic and cultural groups may experience difficulties in obtaining services from the Municipality (e.g. language problems, lack of familiarity with procedures, shortage of programs that meet cultural preferences). Before these concerns can be addressed, it will be necessary to determine the relative satisfaction that the ethnic and cultural groups have regarding Municipal services. It will also be necessary to identify any barriers that may impede their satisfaction and determine means of removing these barriers.

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Conducting a survey of the multicultural community would be a major undertaking, requiring careful planning and a sufficient budget. The Staff Working Group would be prepared to examine the feasibility, desirability, and optional procedures for conducting such a survey. The Group would forward its findings and recommendations to Council in 1990.

Objective Nine:

Review the Multicultural Policy and recommend changes to Council, if required.

The Multicultural Policy has been in place for over three years. To ensure that it continues to be relevant to Burnaby's changing needs and situation, the Staff Working Group intends to review the Policy and propose changes, as required.

Objective Ten:

Assist the Director Administrative & Community Services and Personnel Director, if and as required, in efforts to develop an employment equity program for Burnaby.

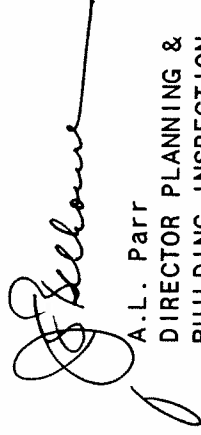
Employment equity programs involve identifying and removing organizational or "systemic" barriers that discriminate against visible minorities, women, and the disabled. The programs also involve employing special measures, as required, to achieve and maintain a representative work force (e.g. installing a telephone device for the deaf or TDD system to accommodate a deaf staff member).

Burnaby supports the concept of employment equity. Senior staff in the Personnel Department are currently investigating options for implementing such a program in the Municipality. The Multicultural Staff Working Group would be willing to assist with these efforts, if and as required.

5.0 CONCLUSION

Considerable progress has been made in implementing and promoting Burnaby's Multicultural Policy over the past three years. If Council endorses the objectives specified in Section 4 above, and authorizes the Multicultural Staff Working Group to pursue these objectives, staff feel confident that future Policy implementation actions will continue to be relevant and vital.

Am
JF/jp


A.L. Parr
DIRECTOR PLANNING &
BUILDING INSPECTION

Attachment

- cc: Director Administrative & Community Services
Director Recreation & Cultural Services
Director Finance
Director Engineering
Medical Health Officer
O.I.C. RCMP

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APPENDIX 1

BURNABY MUNICIPAL MULTICULTURAL POLICY

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At its meeting of 1986 April 21, Council adopted the following policy position regarding multiculturalism in Burnaby:

1. Burnaby recognizes that it is a culturally diverse society in which multiculturalism is a source of enrichment and strength.
2. Burnaby supports equality and the rights of all citizens to access basic services.
3. Burnaby promotes understanding, sensitivity and generally positive attitudes towards people of all ethnic origins, amongst municipal staff and in the community.
4. Burnaby does not condone unfair discrimination on the basis of race, national or ethnic origin, colour or religion.
5. Burnaby reflects these multicultural values appropriately in municipal by-laws, policies, programs and delivery of service.
6. Burnaby encourages staff, boards, commissions and committees of the Municipality to meet these multicultural objectives in the performance of their duties.

APPENDIX 2

MULTICULTURAL POLICY IMPLEMENTATION STRATEGY

At its meeting of 1986 October 20, Council endorsed the following actions to be taken by municipal staff in implementing the Municipal Multicultural Policy:

1. To encourage and assist staff, boards, commissions and committees to become more aware of all cultures in Burnaby through:
 - a) enhancements to relevant municipal staff training programs
 - b) providing opportunities for staff to learn about and experience the broad range of cultures in Burnaby while they work
 - c) recognizing and encouraging the informal language and cultural assistance services carried out voluntarily by staff
 - d) establishment of a staff working group to initiate the implementation of the multicultural policy within the Municipality
2. To co-operate with School District No. 41 in establishing multicultural services in Burnaby, and to use such services as required and available from the School District on a fee-for-service basis
3. The use of multicultural groups in Burnaby.

APPENDIX 3



TERMS OF REFERENCE
MUNICIPAL STAFF WORKING GROUP
ON MULTICULTURALISM

Purpose

In general, implementation of Burnaby's Multicultural Policies, adopted by Municipal Council on 1986 April 21, will be the responsibility of individual municipal departments (i.e., each department will need to ensure that appropriate actions are taken within its area of responsibility). The role of the working group will be to initiate implementation actions which are broader than any one department to assume, and to encourage sensitivity to multicultural issues in provision of municipal services.

Goal

To promote implementation of the Municipality's multicultural policies by encouraging better understanding, sensitivity and acceptance amongst municipal staff and the public towards people of diverse ethnic origins.

Objectives

1. Assist the Training and Development Coordinator, as requested and where appropriate, in incorporating sensitivity to multicultural issues in existing and planned staff development programs.

Rationale: This action would assist employees in understanding and working with ethnically diverse members of staff and public. It would be an inexpensive, effective way of advancing the Municipality's multicultural objectives.

The Training and Development Coordinator would assume primary responsibility for the staff development initiatives. The working group would serve as a resource, providing suggestions and assistance, as requested.

2. Assist the Training and Development Coordinator in providing at least one awareness raising workshop in 1987 to sensitize municipal staff to multicultural issues in performance of their duties.

Rationale: In addition to incorporating multicultural awareness into staff development programs, holding a workshop focusing explicitly on multiculturalism would be beneficial. The workshop would benefit staff who have frequent contact with an ethnically diverse clientele, as well as those who have infrequent contact. Its chief aims would be to improve staff's understanding of people from diverse ethnic backgrounds, and to increase their abilities to serve these people.

As with Objective 1 above, the Training and Development Coordinator would assume primary responsibility for planning and organizing the workshop.

3. Work with School District No. 41 in identifying policy and procedural guidelines, to be ratified by School District No. 41 and the Municipal Manager, regarding use of this District's multicultural services by municipal staff.

Rationale: The report, "Multiculturalism: Proposed Implementation Actions", adopted by Council on 1987 October 20, calls upon municipal staff to cooperate with School District No. 41 in establishing multicultural services in Burnaby, using such services as required and available on a fee-for-service basis.

At the time of writing (1987 May) the proposed agreement is nearing completion.

4. Facilitate promotional activities such as multicultural displays and ethnic food days in the cafeteria.

Rationale: Facilitating displays and ethnic food days are relatively simple, cost effective ways of raising the awareness both of staff and the public regarding multiculturalism. Mechanisms should be established to ensure that such promotional activities continue to occur after the staff working group's mandate has expired.

5. Provide assistance, as required, in conducting a survey of municipal staff to determine:

- a) languages spoken
- b) willingness to assist other employees on a voluntary basis in servicing members of the public who speak little or no English
- c) requirements of individual employees for using a voluntary language pool, and
- d) staff development needs in the area of multiculturalism.

Rationale: The need for informal language and cultural services carried out voluntarily by staff was identified in the 1986 October Multiculturalism Implementation report. The Personnel Department was identified as being responsible for compiling a list of employees willing to offer these voluntary services.

The staff working group would be a logical body to assist the Personnel Department in obtaining the required information.

Membership

The working group is to consist of representatives from the following departments:

- Planning and Building Inspection
- Social Planner (Chairman)
- Planning Analyst



- Personnel
 - Training and Development Coordinator
- RCME/Youth Services
 - Supervisor, Youth Services
 - Constable, Crime Prevention Unit
- Parks and Recreation
 - Supervisor, Centres and Playgrounds
- Health
 - Administrator, Community Health Nursing
- Finance
 - Information Clerk

Budget

No budget exists or is proposed for the working group. Any budgetary requirements of the working group should be covered by the accounts of appropriate municipal departments (e.g. Personnel, Planning and Building Inspection).

Duration of Mandate

The working group is intended to function on a short term basis during the initial stages of implementation of the multicultural policies. To accomplish its mandate, it is proposed that the group continue to function until 1988 June 30. This date will coincide with the end of the 1987-80 school year. It will also mark the end of the first year in which the agreement between the Municipality and School District has been in effect.

Reporting Structure

The working group will provide periodic progress reports to the Municipal Manager. The Manager, in turn, may wish to share the reports with the Management Committee.