

Guide for Inclusive Municipalities and Their Allies

GUIDE BY

Bob W. White
Jorge Frozzini

March 2025



02	Foreword: A Word from the Foundation	26	Issue: The Housing Crisis
04	Intended Users of the Guide	29	Issue: Collaboration and Partnerships
06	Tips for Using the Guide	31	<u>Theme 4</u> Articulating a Municipal Vision
08	1. Introduction	31	Issue: Political Positioning
08	1.1 What Diversity Are We Talking About?	33	Issue: Adopting a Framework
10	1.2 The Municipal Turn	35	<u>Theme 5</u> Implementing Municipal Policy
11	1.3 10 Suggestions for Inclusive Cities (Box)	35	Issue: Anchoring Initiatives
12	2. Diversity and Inclusion in the Municipal Context	38	Issue: Cross-Cutting Initiatives
12	<u>Theme 1</u> From Exclusion to Inclusion	40	3. Municipal Diversity and Inclusion Step by Step
13	Issue: Non-Participation	40	3.1 Capacity Building
15	Issue: Segregation	44	3.2 A “Model” Pathway
17	<u>Theme 2</u> Combating Discrimination	45	3.3 Examples of Planning Pathways
18	Issue: Diversity within the Municipal Administration	48	4. Ten Proposals for Inclusive Municipalities
20	Issue: Racial Profiling	52	5. Tools and Resources
23	<u>Theme 3</u> From “Living Together” to “Doing Together”	54	6. Key Concepts
24	Issue: Attracting Newcomers for Sustainable Settlement		

Foreword

A Word from the Foundation

Quebec has always been diverse. Since the 1960s, however, this diversity has become more pronounced, as immigration to the province from countries in Africa, Asia and Latin America has increased. Starting in the late 1990s, successive Quebec governments created regionalization programs that encouraged immigrants to settle outside of major urban centres in order to revitalize cities and towns across the province. At the same time, in Quebec as elsewhere in Canada, women were making progress with their demands for equality. Meanwhile, the lesbian and gay community and people with disabilities began very gradually to assert their right to fully participate in all aspects of social life¹. Needless to say, the process has not been straightforward—far from it—but questions concerning the multiple identities of Quebec citizens have become increasingly common. As a result, the concept of “living together” in public space and associated practices was developed starting in the 2000s. While new arrivals have long been expected to adapt to Quebec society, there is one question that remains unanswered: is the host society equipped to properly welcome newcomers?

¹ In 2024, the Government of Canada uses the abbreviation 2SLGBTQI+, however in the context of past struggles the authors have elected to use terminology more commonly used at the time.



While federal and provincial governments may be responsible for policies that facilitate the inclusion of various groups (Indigenous peoples, ethnocultural/religious minorities, 2SLGBTQI+ people and people with disabilities), municipalities nevertheless play a central role, as they are at the heart of local life in their area and connected to the majority of local authorities (housing, employment, education, etc.). For this reason, the Canadian Race Relations Foundation committed to developing a project with some of Quebec's most inclusive municipalities. Over the course of one year, these municipalities met on a monthly basis to exchange success stories and discuss issues to be considered in establishing more effective inclusion policy. The topics of these meetings were then explored in more depth through a study led by two researchers at University of Montreal's *Laboratoire de recherche en relations interculturelles* (LABRRI), ultimately leading to the creation of this guide *by and for municipalities*. The guide is the result of collaboration between

municipalities—varying in profile, size, and resources—and experts (elected officials, professionals, managers) across Quebec. The exchanges allowed us not only to understand the issues faced by municipalities in terms of equity, diversity, and inclusion but also to better understand how different municipal services have taken ownership of these issues. This guide is addressed to both municipalities with little experience in this area and those who are more experienced; we also hope that various municipal departments with an interest in inclusion will be able to make use of it.

Intended Users of the Guide

Inclusive Municipalities Community of Practice

Following discussions with the City of Montreal, then with other municipalities across Quebec, the Quebec Department of the Canadian Race Relations Foundation (CRRF) quickly realized that many cities had initiated major reforms aimed at making their jurisdictions more inclusive. Other municipalities wanted to join in the work on inclusion, but recognized that they were not adequately equipped to do so. They were also interested in discussing inclusion with other municipalities that have already begun the process and establishing a network of municipalities dedicated to inclusion-related issues.

In October 2022, the CRRF, supported by the City of Montreal, organized the first meeting of the advisory committee for inclusive municipalities. This committee brought together representatives from seven municipalities of varying profiles and sizes. Some are large cities and have been

highly diverse for years. Others, on the other hand, are more rural, with the type of diversity they contain differing greatly from one to the other. All the municipalities, however, wanted to share success stories and challenges with their peers from other cities, who had often encountered similar issues. The municipalities met monthly for almost a year, and also participated in events such as the Jacques Cartier Meetings with the City of Lyon in France and the Federation of Canadian Municipalities' annual meetings, where they met with civil servants and municipal officials from across the country.

People from various municipal departments (culture, parks & recreation, human resources, police, etc.) outlined the resources in their cities in each field from an insider's perspective. With the aim of finding solutions, members of the Inclusive Municipalities Community of Practice were able to discuss initiatives they had established in various



fields and the challenges they had faced with these experts. In this regard, the experts shared their views on specific topics such as public safety, recruitment of diverse employees and accessibility to culture.

At the same time, two researchers from LABRRI specialising in municipal integration policy and the regionalization of immigrants joined the advisory committee, along with a research assistant. They took part in discussions, proposing different avenues for inclusion drawing from their previous work. They also interviewed the members of the Inclusive Municipalities Community of Practice and other civil servants and municipal officials to develop the guide which you are now reading. These discussions highlighted cities' need to form a network relating to diversity and inclusion, in order to promote initiatives and ensure their long-term viability. Whether it's for developing a truly inclusive action plan for your city, promoting

diversity, fighting against discrimination of different kinds, building bridges between communities or promoting the accessibility of services, this guide will help orient municipal employees and elected officials when implementing various actions that are indispensable to the development of truly inclusive communities.

—Neal Santamaria,

Quebec Regional Director, CRRF

Tips for Using the Guide

The analyses and tools presented in this guide will give you an overall understanding of issues related to diversity and inclusion in the municipal context. To achieve this, the guide is divided into five parts:

1. Context on **the role of municipalities** in the era of superdiversity: why cities are taking action in favour of inclusion and some resources for understanding the local turn.
2. Discussion of **five cross-cutting themes** based on research about diversity and inclusion in cities. Each theme includes an overview of specific issues with concrete suggestions for solutions and inspirational or promising practices.
3. Suggestions for **implementing policies and programs** related to diversity and inclusion. This section of the guide presents step-by-step elements for developing, implementing and evaluating an overall inclusion strategy for municipalities.
4. **Ten proposals** for inclusive municipalities. These proposals serve as important reminders before undertaking an inclusion initiative and also as principles and practices for implementing a global municipal inclusion strategy.
5. A list of **practical resources** and tools to help with planning and implementing an inclusion strategy.

You may use this guide by reading through the sections in the order that they are presented or simply start with the section that seems most relevant to you (related to a particular issue or theme). There are practical resources in each section and a general selection of resources at the end. Similarly, different departments in the municipality may apply the guide and the applicable parts to their own action plans (police, human resources, parks & recreation, etc.) by focusing on specific issues. Readers who would like more information about a particular subject may read the [full report](#) on the action-research project that led to the guide's creation.

It is important to remember that diversity and inclusion in the municipal context are complex subjects. Many municipalities find themselves at the beginning of a process of reflection requiring the commitment of different municipal representatives. This includes not just professionals and administrators in various departments but also—and most importantly—elected officials, who must provide leadership on these complex issues. There are different levels of familiarity with the issues presented in this guide; some individuals and departments will be dealing with them for the first time, while others have considerable experience and expertise.

Tackling such complex subjects requires a collaborative approach that enables inspirational practices and the sharing of solutions. Drawing inspiration from this guide, municipalities can develop their own tools and frameworks that are specific to their context or work environment. The CRRF

plans to eventually develop other resources to facilitate the work of professionals and departments at the start of their diversity and inclusion journey.

It should also be noted that **this guide is intended primarily for municipal administrations, but it may also be useful for other types of organizations**. In creating the guide, we favoured an organizational development approach. That means it does not focus on professional development or the development of individual competencies. The two are of course interrelated, but given the project's objectives, we decided to focus primarily on organizational issues. In the final section (Tools and Resources), there are various sources of information about taking action at the level of individual competencies.

We invite you to share your comments and suggestions with the aim of revising and updating the guide in the coming years. For more information, please contact us here: info@crrf-fcrr.ca.

1 Introduction

1.1 What Diversity Are We Talking About?

Diversity is intrinsic to all contemporary societies, and it is also increasingly a topic of public debate in the media, in public institutions and in everyday life.

Canada has a long history of human diversity, especially when one considers that the first Europeans who arrived here in the 17th century found a significant number of Indigenous communities and nations. Today, First Nations, Inuit and Métis people live both on their ancestral lands and on unceded territories in major urban centres across the country. In this sense, it is vital that any reflection on diversity in Quebec begins by taking into account this history of colonisation.

For some people, diversity is a source of value, while for others it represents a problem or a threat. Municipalities, as the most important level of local government, have a responsibility to demonstrate how diversity represents an asset for the entire population (Council of Europe's Intercultural Cities Programme).

Too often, the notion of diversity is used to speak about racialized people and "minorities" as a whole, but in reality *a city's diversity includes all the people and communities who live in it*. This means not just ethnic diversity, but also diversity of religion, language, race, gender, physical ability, age and many others.

Diversity also includes people who identify with the majority group—an aspect that is often overlooked. According to the UNESCO Universal Declaration on Cultural Diversity in 2001, diversity refers to all the characteristics that make up humanity. To avoid reducing diversity to a question of ethnicity, cities must identify the different kinds of diversity that compose their community, understand how to facilitate their inclusion and, lastly, explain how they will direct their actions to achieve this inclusion. Consultation processes with elected officials, employees and residents will help municipalities identify specific target groups and issues in order to prioritize their actions. The key point to retain for now is that the same principles of equity and inclusion apply to all communities, not just minority communities.

In this guide, we have focused on different kinds of diversity, especially categories related to racialized minorities and people from immigrant backgrounds. However, it's important to remember that:

1. Diversity cannot be reduced to immigration (for example, there are racialized minorities, such as Indigenous peoples, or Canadian-born children of immigrants, who are not immigrants).
2. Likewise, diversity cannot be reduced solely to ethnicity, since each individual has multiple identities (gender, sexual orientation, race, religion, age, etc.).

The various **aspects of diversity** mean that each individual and each city contain a multitude of perspectives influenced by a multitude of lived experiences. In light of this, it is easier to understand why explaining a person's viewpoint or attitude based solely on their ethnic identity (or gender identity, for instance) is misleading.

Recognizing and highlighting the various aspects of diversity is crucial for municipalities who want to ensure the necessary conditions for inclusion, but positioning alone is not enough to make a city more inclusive. Cities must also engage in actions and policies that enable them to fight racism and discrimination in all its forms:

Fighting against racism and discrimination is not merely a trend or a form of political rhetoric. It's about building community together and collectively addressing the challenges related to discriminatory situations, measures, behaviours, and practices that create social divides and exclude individuals and groups from our society. Therefore, addressing the issues of racism and implementing actions to counter it is our collective responsibility, whether we are stakeholders, citizens, decision-makers, managers, or users of services in our organizations. Initially, it is important to distinguish between the anti-racist approach, which is still timid and often absent in our organizations, and the strategies that aim for intercultural understanding and diversity management, which are already more common in municipalities, community organizations, and institutions.

—*Comité Longueuil Villes sans racismisme et discrimination (2021, p. 11 our translation)*

1.2 The Municipal Turn

Municipal governments play an increasingly important role in the integration and inclusion of people from diverse backgrounds. Municipal governments are close to local communities and to everyday aspects of life in their cities (in Quebec, this form of local governance is referred to as “gouvernance de proximité”), but the recognition of municipalities as local authorities in the area of diversity and inclusion is fairly recent in Quebec.

In Quebec, diversity and inclusion in municipalities is generally the responsibility of recreation and community development departments (“loisirs et vie communautaire”). Most municipalities receive funding from the Quebec Ministry of Immigration, Francization and Integration (MIFI), which has enjoyed

considerable autonomy with regards to the integration and inclusion of immigrants since the 1991 Canada-Quebec Accord.

During the past decade, several networks aiming to support municipal practice in this area have emerged in both Quebec and Canada. However, despite growing interest in this field, there are few studies that examine trends or patterns in terms of municipal policies or programs. Many municipalities in Quebec draw inspiration, either implicitly or explicitly, from the principles of pluralist thought: recognition of diversity, the fight against discrimination and bridge-building through dialogue.

Firstly, it is important to remember that each city is unique: various factors based on the local context may influence program planning and implementation. A city's size or composition is not necessarily indicative of its commitment to diversity and inclusion policy. While big cities have more immigrants, more experience with diversity and more resources to address these issues, small and medium-sized cities are sometimes capable of surprising innovations and may be a source of inspiration for other larger cities.

Secondly, there seems to be a consensus on *the importance of political leadership* in the area of diversity and inclusion and on the need for municipal policymakers to possess a clear vision and common language. For both residents and employees, the success of inclusion policies and programs depends on the city's basic stance with regards to diversity and inclusion.



Due to the relative flexibility of their municipal structures, many cities have taken on more and more responsibility in the area of diversity and inclusion, in some cases going above and beyond municipalities' traditional roles and mandates. Some research has shown that changes in municipal policy may

have a significant impact on governance at other levels. The list of information sources at the end of the guide provides a few suggestions for reading about the "municipal turn." Those interested may also consult the [research report](#) that enabled us to develop this guide.

1.3 Ten Suggestions for Inclusive Cities

1. Question Preconceived Ideas about Diversity
2. Start with an Assessment
3. Choose Your Model with Care
4. Deploy Pluralist Thinking
5. Develop an Inclusive Story
6. Put Your House in Order
7. Diversify Your Communication Strategies
8. Trust the Process
9. Prioritize Organizational Development
10. Regularly Evaluate Your Progress

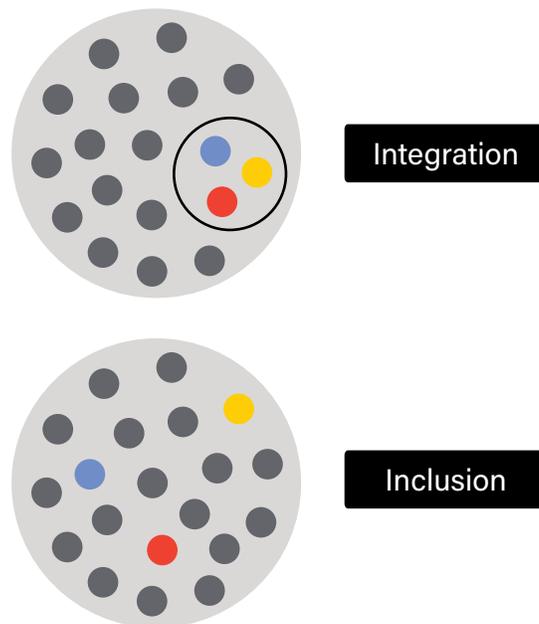
See section 4 of this document for an elaboration of these proposals.

2 Diversity and Inclusion in the Municipal Context

In the next section, we present a series of themes or issues that have been identified in the process of consultation with municipal representatives from across Quebec. For each of these issues, which are organized using five overarching themes, there are 4 types of information to help address the issue: 1) **Questions to keep in mind** 2) **Creative solutions** 3) **Capacity building** and 4) **Promising practices**.

Theme 1 From Exclusion to Inclusion

At one level, inclusion may be viewed as a response to the problem of exclusion, but to promote inclusion, it is first necessary to understand the factors that lead to exclusion. There are various categories of barriers that can lead to exclusion and that have a direct impact on the populations most often associated with diversity (immigrants, racialized people, people with disabilities, 2SLGBTQI+ communities, First Nations, etc.). Among the barriers to social inclusion, there are three major types: socioeconomic, cultural and linguistic. But we could also mention barriers to political participation or barriers related to accessibility, such as infrastructure for persons with disabilities. One of the best ways to work on removing barriers to inclusion is to focus on diverse populations' needs. In this section, we present two issues that relate to barriers to inclusion: non-participation and segregation.



Issue: Non-Participation

There are communities that do not engage in some municipal services, whether due to a lack of information or interest or simply because these services do not respond to their needs. Given that cities and towns have a mission to serve the entire population, non-participation is a major concern for stakeholders in the municipal sector.

Questions to Keep In Mind:

1. Why is the non-participation of certain communities a concern for the city?
2. Have we engaged with the communities in question to find out the reason for non-participation? Is non-participation also a concern for them? If not, why?
3. Do the communities in question share the same view of participation? Of public services? Of local government institutions?
4. Has the city mobilized resources to maintain relations with the communities in order to evaluate the evolution of the situation over time?
5. Are lessons learned from work addressing the non-participation of certain communities applicable to inclusion work in other areas?

Creative Solutions:

- Planning consultations with the population by targeting groups who are under-served. This will make it possible to verify whether there are needs that are unaddressed or unidentified; in certain cases, non-participation is not a problem of inclusion;

- Setting aside a special budget for developing projects in neighbourhoods inhabited by populations characterized by non-participation;
- Setting up a web page with relevant information for people from immigrant backgrounds, not only about available resources but also about their rights;
- If needed, evaluating and rethinking the design and accessibility of the city's official documentation so that it will reach the entire population.

Capacity Building:

1. Surveying and meeting with front-line teams from various departments to identify communities affected by the issue of non-participation;
2. Identifying one or two target communities to develop an action plan and strategies that can be used for work with other communities later on;
3. Developing tools to analyse non-participation, such as documentation of intercultural situations, use of Gender-based analysis (GBA+) analysis or raising awareness of Indigenous realities;



4. Establishing a mixed steering committee (professionals, administrators, elected officials, residents) to define the city's vision of participation, including priority areas and practical actions;
5. Assisting elected officials in their efforts to develop trust and knowledge of specific communities and organizations.

Promising Practices:

- Many cities around the world (e.g., New Haven, New York, Zurich, Paris) have introduced local identity cards that provide access to the services they offer. The City of Montreal conducted [a similar project](#) for undocumented migrants.

- Through its "My Neighbourhood" program, the City of Reykjavík enables projects proposed by residents to be carried out using a dedicated source of income from the city. This allows residents to make a difference in their living environment and see for themselves the impact of their involvement and contributions.
- The City of Sherbrooke created a Secrétariat à la participation citoyenne (Civic Participation Office) aimed at facilitating participation among communities who have historically tended not to be heard in the city's decision-making processes. (Link is in French.)
- A number of municipalities in Quebec have drawn inspiration from the City of Montreal's citizen councils, especially the Conseil interculturel de Montréal, for example the Conseil interculturel de Longueuil or Comité consultatif sur les relations interculturelles at the City of Laval.

Issue: Segregation

Segregation, which has long been an issue in industrialized societies, requires us to keep two issues in mind. The first concerns minority groups' need to be with others like themselves and the fear among the majority group that this may lead to withdrawal or isolation and have a negative impact on social cohesion. The second element concerns the connection between diversity and poverty in certain historically disadvantaged neighbourhoods.

Questions to Keep In Mind:

1. Are there really monoethnic neighbourhoods or areas in the city, or is there merely a fear that this may eventually occur? Do people from different communities feel safe in areas where they do not live and in public municipal spaces?
2. Do municipal spaces make it easy for immigrant communities to gather with people from their own community but also to interact with other communities?
3. Do ethnic associations meet needs that are not addressed by the city's services or actions? If so, how can the city support them in this work?
4. Has the city implemented policies and programs to promote a sense of belonging to the city as a municipal community?
5. Does the city support investment in affordable housing and social diversity in collaboration with economic stakeholders in the area?
6. Do gaps in food access, medical services or public transportation exist in some neighbourhoods? Is affordable housing distributed across various neighbourhoods?

Creative Solutions:

- Reaching out to target groups or communities through opinion leaders or well-known figures to develop relationships of trust and better understand the reasons why people in certain communities do not mix with people from outside their group;
- Organizing activities and recreational infrastructure (especially sports facilities, libraries and day camps) to facilitate participation and interaction between groups;
- Involving minority communities in the process of developing urban spaces and infrastructural planning (for example dedicated spaces for youth);
- Establishing a mixed neighbourhood committee (residents, developers, housing sector representatives, researchers) on issues related to sustainable housing and social diversity;
- Devoting resources to facilitate the participation of minority communities in the city's decision-making processes—e.g., consultative bodies, public consultations or the electoral process.



Capacity Building:

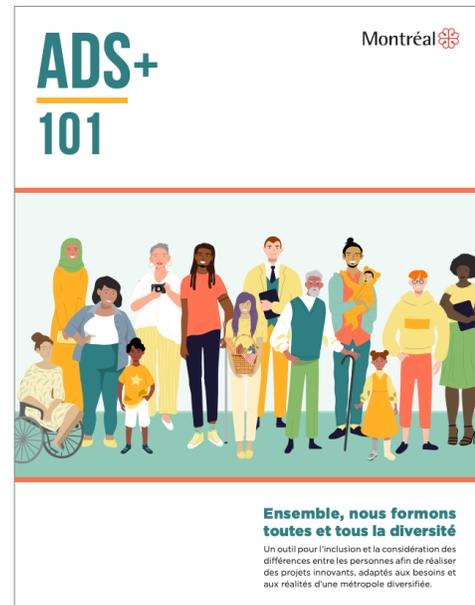
1. Establishing a neighbourhood liaison officer program to maintain good relations and build trust with minority communities;
2. Developing a civic participation action plan and sharing its contents directly with immigrant and minority communities;
3. Supporting the communications department's actions to develop awareness campaigns that enhance a sense of belonging and municipal identity;
4. Setting up a welcome committee with elected officials to ensure a political presence in the community, but also to help newcomers understand the city's mission;
5. Offering specialized training to professionals and administrators working in the field of equity and affordable housing.



Promising Practices:

- The City of Longueuil has implemented a municipal development densification plan with its Land Use and Development Plan 2035 in order to counter urban sprawl and promote social diversity, among other objectives.
- Montreal's *Centre des mémoires montréalais* (Montreal Memory Centre; MEM) has developed the "You Are Part of History!" project. This is an educational program that helps newly arrived children feel welcomed and understand that they are part of the city's history.

- The Council of Europe developed a webinar on good practices in urban planning using the concept of "placemaking".
- A recent study documented different types of "urban inclusion rituals" in Quebec, Italy and Switzerland. (Link is in French.)



City of Montreal practical guide to using GBA+

In the inserts included in this guide, readers will find suggestions from over thirty municipalities from across Quebec following a collaborative workshop on inclusive cities organized by the CRRF on March 28, 2024. One of the objectives of this activity was to have a final consultation for the guide, and give a voice to a large number of municipal professionals on issues of diversity and inclusion.

Theme 1: The Role of Elected Officials

- Cities should engage in pro-active forms of recruitment to diversify candidates in elections and to have more representative political bodies.
- Elected officials need to listen carefully to the population, local communities

and civil servants, but also be trained themselves on issues related to diversity.

- Regulatory powers should be used to revisit frameworks and policies to support the work of civil servants and to advocate for diversity and inclusion in the city.



Theme 2 Combatting Discrimination

Discrimination takes on different forms (direct, indirect or systemic) and is perpetuated by stereotypes, prejudice and indifference. In their day-to-day work, municipal employees can observe this phenomenon at two different levels: external (e.g., with regards access to public services) and internal (e.g., recruitment, representation and mobility of minorities). In this sense, discrimination is systemic because it is part of everyday institutional and organizational practice:



Systemic Racism *(Tree analogy)*

Daily manifestations of racism *(branches and leaves)*

- Discriminatory and hostile interpersonal practices
- Physical and sexual aggression
- Intimidation and insults
- Racial profiling
- Discrimination at work

Ideology and institutional structures *(trunk)*

- Laws and policies
- Rules and regulations
- Ethnocentrism

Systems of domination *(roots)*

- Colonization
- White supremacy
- Capitalism
- Patriarchy
- Imperialism

Excerpt from the Committee for Longueuil Cities without Racism and Discrimination's Support Guide

Given the complexity of systemic discrimination, it may seem that cities have little within their power to address these problems, but this is not totally true. It is important for local governments to have a collaborative mindset to seek viable solutions that are also sustainable. This means

providing support to other stakeholders in the area (education, healthcare, business, etc.) but also committing to internal capacity building (economic development, land use/urban planning, housing). In working on this issue, refer to the Council of Europe's guide on the fight against systemic discrimination.

Issue: Diversity within the Municipal Administration

To adopt an integrated, cross-cutting approach, cities should focus on access to equal employment at various levels: representativeness within the municipal administration, discriminatory practices in recruitment and hiring, the well-being of employees from diverse backgrounds and the management of diverse teams within the city.

Questions to Keep In Mind:

1. Does the city take a proactive stance in recruiting, hiring and promoting diverse candidates?
2. Does the city consider the fourteen grounds of discrimination identified by the Quebec Human Rights and Youth Rights Commission in order to reduce their impact on the processes of recruitment and hiring?

3. Does the city prioritize hiring diverse people in positions that require direct interaction with the public, without neglecting executive and management positions?
4. Does the city pay attention to professional development and professional mobility for people from minority backgrounds once they have been hired?
5. Is there coordination between the different departments who handle diversity and inclusion, for example human resources, communications and recreation?
6. Does the city go beyond simple *representativeness* to foster a sense of belonging among employees of all backgrounds, including those from minority groups?
7. Does the city provide support for employees from the majority group who may feel confused or threatened by the city's efforts to be more inclusive?

Creative Solutions:

- Working in collaboration with specialized organizations who are already active in the field and can help identify qualified minority candidates from different communities;
- Making a long-term political commitment to hiring diverse employees, not only for front-line positions but also in decision-making and strategic positions with the aim of promoting internal mobility;

- Developing specialized support programs (for example professional mentorship) to ensure the well-being of diverse employees;
- Improving coordination between training programs offered by human resources and other departments with expertise in diversity and inclusion (e.g., recreation and community life);
- Establishing an anti-discrimination committee made up of people representing the municipality's overall diversity to identify issues specific to employees from minority communities, and with the aim of providing suitable support for their professional development.



Capacity Building:

1. Establishing EDI guidelines and an overall EDI framework for the different municipal services and departments;
2. Developing strategies to target specific communities that are under-represented in the city administration and specific departments with issues pertaining to under-representation;
3. Adapting the content and distribution of recruitment information by seeking out diverse communication channels while taking advantage of GBA+ tools in the selection of candidates;
4. Developing specialized training programs for human resources professionals and managers in the different departments of the municipal administration.



Promising Practices:

- The City of Montreal Human Resources Department’s career mentorship program has had a direct impact on the integration and promotion of people from immigrant backgrounds within the city. This department was also recognized by the Quebec Institute of Public Administration for its inclusive talent management strategy. (Link is in French.)
- The City of Laval increased diversity

representativeness within the municipal establishment by using targeted recruitment strategies. (Link is in French.)

- The City of Repentigny has created a mixed committee in collaboration with local partners to develop an EDI framework for the city. (Link is in French.)
- Training that starts from the experiences of racialized people in minority workplaces: racialized women in community organizations — COCO.

Issue: Racial Profiling

In the current sociopolitical context, the question of racial profiling has become a hot button issue, especially since certain municipalities across Quebec have been taken to court for profiling practices. In most cases, municipalities have taken action to address this issue and find lasting solutions, but changes in this area require careful attention and sustained effort.



Questions to Keep In Mind:

1. Is the city’s strategy part of an overall vision in the fight against discrimination? Has the city taken a stance on the existence of systemic discrimination in society and in/ by the municipality? Is it collaborating with employees, communities and residents who are affected by discrimination?
2. Is the city collecting data about police street checks? Is there a policy on this matter?

3. Is there an understanding of issues related to the various categories of profiling and a genuine commitment to the fight against discrimination by the city?
4. Does the city involve multiple departments impacted by profiling to avoid the police department being singled out (e.g., housing, recreation, communications)?
5. Is there regular coordination and direct communication between policymakers and leadership in departments most affected by profiling?

6. Is the city committing resources and making efforts to increase the representation of minority candidates and racialized people within departments affected by profiling? Is it creating conditions to ensure these people stay in the organization, for example by implementing career development plans?

Creative Solutions:

- Establishing a mixed interdepartmental committee (including senior administrators, elected officials, and racial minorities) to document relations with racialized communities and formulate an action plan;
- Preparing a statement that explains the city's stance on profiling to show that it is taking concrete actions in the fight against discrimination;
- Identifying people and organizations involved in the fight against discrimination to form an advisory and/or citizens' committee on profiling;
- Engaging in active recruitment and retention of frontline professionals from immigrant backgrounds or racialized communities;
- Establishing a team or unit dedicated to hate crimes to promote close collaboration with racialized and minority communities;
- Establishing a proximity policing program that includes collaboration with professionals with expertise in psychosocial intervention;

➤ Monitoring and evaluating through the collection and analysis of profiling data.

Capacity Building:

1. Committing resources to specialized training on racial profiling and unconscious bias based on an intercultural approach that includes elements that facilitate the active participation of employees;
2. Offering customized support to professionals and managers to ensure a strong message is sent to the employees throughout the municipal administration;
3. Implementing a mentorship program to support recruitment and career development of professionals from immigrant and minority backgrounds;
4. Revising the city's policy on collecting demographic data with respect to police stops;
5. Ensuring coordination between the interdepartmental committee and the communications department with the idea of preparing a cross-department a media strategy;
6. Launching employee resource groups (ERG) for employees who belong to racialized minorities and providing funding for networking or mentoring activities;
7. Building connections with other municipalities for sharing good practices and facilitating intermunicipal collaboration.

Promising Practices:

- The Council of Europe has developed a guide to direct community policing programs with an intercultural approach: [Intercultural Cities Manual on Community Policing](#) (2019).
- The County Police Department in Camden, New Jersey, has developed a [community policing approach](#) called “[unity policing](#),” which has been recognized for various innovations, for example the analysis of police officers’ residential location and of recruitment reforms.
- The *Service de police de l’agglomération de Longueuil* (Agglomeration of Longueuil Police Department (SPAL) has implemented a project that involves a five-week internship allowing police officers to [experience learning through immersion](#), particularly by meeting groups who are vulnerable or at risk of marginalization. (Link is in French.)
- The *Office de consultation publique de Montréal* (Montreal Public Consultation Office) organized a [consultation on racism and systemic discrimination](#) with over 7,000 participants that lasted over a year. The consultation’s final report presented 38 recommendations for the city, including establishing an [office for the fight against racism and systemic discrimination](#). (Links are in French.)

- The [Montreal Intercultural Council](#) produced a report on racial profiling that builds on the first report produced by the council ten years earlier. In this report, there are various elements that contribute directly to the development of municipal public policies in the fight against racial discrimination



This image comes from a tool developed by the [Montreal Indigenous community network](#) in Montreal. For additional educational resources about Indigenous communities also consult [Mikana’s website](#).

Theme 2: Racial Profiling

- Cities should invite racialized minorities as strategic advisors, especially when working on racial and social profiling issues, in order to build trust with communities and gain a better understanding of their needs.
- A diagnosis should be presented to elected officials and municipal staff before training, including testimonials from victims of racial and social profiling.
- Promote a "social intervention vision" to avoid escalations that can lead to violence, including the use of mixed patrols (e.g. officers and social workers).

Theme 3 From "Living Together" to "Doing Together"

Dynamics between human groups involve not just interactions, but also perceptions and representations. It is normal to have affinities with people who look like us, a phenomenon that is well-documented in the scientific literature (McPherson et al., 2001). However, the rapid diversification of urban spaces has created a complex set of new situations and social dynamics, both for newcomers and for members of the host society. Rachida Azdouz explains some of the tools we have at our

disposal for promoting intercultural dialogue, even for those segments of the population who express fears about immigrants racialized minorities¹. Francophone municipalities have made significant investments in policies and programs focused on social cohesion, especially in Quebec. In 2018, the International Association of Francophone Mayors, in collaboration with the International Observatory of Mayors on Living Together, declared:

"...living together in the city refers to a dynamic process involving various stakeholders in order to foster inclusion and a sense of safety and belonging. Promoting living together means recognizing all forms of diversity, fighting against discrimination and working to facilitate peaceful co-existence" (2019, p. 4).

¹ See: <https://urbanity.ca/article/dialoguer-personnes-ont-peur-vivre-ensemble>

According to another definition, living together is the art of “working together” despite our differences (Deglise, 2018,).

In this section, we present two issues: attracting and settling new arrivals and the dynamics of collaboration.²

Issue: Attracting Newcomers for Sustainable Settlement

In most regions of Quebec, the problem of attracting and settling workers and their families is a recurring issue that seems to have become worse over time, especially in recent years, when the economy has been marked by significant labour shortages. The issue of recognizing diplomas and experience acquired outside Canada is a challenge often faced by new immigrants, one that requires special attention from municipal governments.

Questions to Keep In Mind:

1. Does the city have tools for welcoming newcomers (websites, documents, guides) that are adapted to the needs of people from an immigrant background?
2. Has the city verified the best means of conveying information to newcomers about municipal services and life in the city?
3. Is the city working with local community-based partners to ensure that this information circulates freely and through the proper channels of communication?
4. Are there open lines of communication and sufficient trust between the city and stakeholders in the business sector?
5. Are residents of all backgrounds and trajectories (including people from the historical majority group) involved in the processes of welcoming?

6. Does the city have mechanisms that will facilitate newcomers' participation in municipal life (citizens' committees, coordinating committees, neighbourhood roundtables, etc.)? Is the city creating conditions that will facilitate the settlement and inclusion of newcomers?

Creative Solutions:

- Ensuring the visibility of cities and regions through promotional campaigns and career or immigration fairs;
- Facilitating access to relevant information for welcoming newcomers with welcome guides that are adapted to the needs of increasingly diverse populations;

² The Quebec Union of Municipalities favours the term “settlement” rather than “retention.” See its [“Put down roots in Quebec”](#) campaign.

- Establishing a liaison officer position to facilitate collaboration with the business and real estate sectors; involving stakeholders from these sectors in the development of tools and strategies for welcoming newcomers;
- Organizing guided tours of the city and its services for newcomers by involving recreation departments and libraries as a starting point;
- Creating places and spaces to facilitate meetings between newcomers and various representatives of the host society, particularly by promoting intercultural pairing programs;
- Offering training and support to employers interested in hiring people from an immigrant background and recognizing the work of employers who have excelled in this area;
- Encouraging employers and other local stakeholders to think about the families of newcomers, whether or not they have already arrived to Canada.



Capacity Building:

1. Developing guides or applications adapted to immigrants or newcomers, drawing inspiration from guides and tools created by other municipalities;
2. Offering training for municipal employees about the realities experienced by people from an immigrant background and visible or racialized minorities;

3. Engaging the communications department in developing awareness campaigns about living together and innovative approaches to facilitating a sense of belonging to the municipality;
4. Offering training for elected officials about the realities of immigrants and immigration, but also the specificities of political communication in an intercultural context;
5. Strengthening cross-cutting links between the various municipal departments to ensure the coordination of services offered to newcomers.

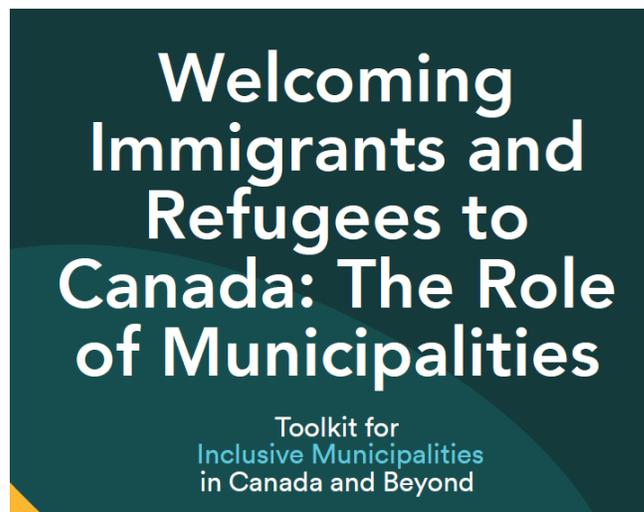


Promising Practices:

- The City of Saguenay helped implement a regional strategy related to the attraction and settlement of newcomers, Grand Saguenay-Lac-Saint-Jean
- The EMILE program in France allows anyone who wants to move outside the Paris area to benefit from services, such as finding housing in the desired region or city.
- The City of Lisbon has established a single point of contact for new arrivals. This model has been copied in many cities in Portugal and other cities around the world: Handbook on the One-Stop-Shop Project. Other cities are in the process of establishing similar services, including Montréal.

- The Union of Quebec Municipalities has created a [series of short videos](#) to promote the regionalization of immigration in Quebec which features profiles of different individuals who decided to settle outside of the metropolitan area.
- A recent [study](#) has documented practices that facilitate a sense of municipal belonging in Quebec, Italy and Switzerland by using the notion of “inclusion rituals”. The book is available for free in PDF format and contains multiple case studies from which municipalities can draw inspiration. (Link is in French.)
- The [Boussole des régions](#) (Regional Compass) aims to help newcomers identify the ideal region and municipality for their future plans. (Link is in French.)

- The Coalition of Inclusive Municipalities’ [published a guide for small and rural municipalities](#) that offers a wealth of ideas and principles for the attraction and retention of newcomers.



[Welcome kit for refugees and asylum seekers](#)

Issue: The Housing Crisis

People in Quebec and in the rest of Canada are increasingly faced with the difficulty of accessing healthy, affordable housing. Given the systemic nature of this issue, it is difficult for municipalities and families to find sustainable solutions in the short term. Immigrants and racialized minorities are particularly affected by this problem.

Questions to Keep In Mind:

1. Does the municipality have a good understanding of housing-related problems and the needs expressed by residents, both newcomers and those who are already established?
2. Does the municipality collaborate with governmental, community and private-sector entities who are working on these issues?
3. Does the city have programs or policies to invest in and protect low-rent housing and social housing?
4. Does the city have cross-sector, integrated urban development plans that take into consideration demographic change in the community, for example growth in immigrant communities or changing family size?

5. Is the city taking concrete action to fight against discrimination in housing or the abuse of tenants from immigrant backgrounds or other marginalized communities?
6. Is social housing accessible for people from minority backgrounds? What do immigrants and minority communities say about access to appropriate housing?

Creative Solutions:

- Mapping the needs and problems of various populations (locals, migrant workers, international students, etc.) in terms of housing, thereby making it possible to prioritize city initiatives;
- Working with private-sector partners to develop housing for immigrant-based newcomers from and other people coming to live in the region;
- Promoting the development and proper maintenance of social housing and housing co-operatives;
- Committing the resources needed to conduct building inspections in order to protect tenants' rights in a more systematic manner;
- Maintaining pressure on other levels of government to increase investment in the construction of social housing and policy reform in terms of regulating short-term rentals and municipal tax structures;

- Seeking allies (foundations, community groups, private companies) for developing and maintaining affordable housing.

Capacity Building:

1. Mapping housing needs along with documenting the difficulties immigrant and minority families face in their search for affordable housing;
2. Seeking means (financial and political) and partners (institutions, community groups, private sector) to resist pressure from developers who refuse to invest in affordable and social housing;
3. Establishing a monitoring and information collection system to make informed decisions and effectively plan real estate construction and maintenance in line with the goals of sustainable development;
4. Working with community organizations and university networks to document and monitor the fight against discrimination in housing access;
5. Aligning the city's actions with the United Nations' Sustainable Development Goals movement;
6. Creating an interdepartmental working group (housing, economy, recreation and community life) to ensure a cross-cutting, systemic perspective.



Promising Practices:

- The City of Rimouski has a plan for encouraging the construction of affordable apartments via property tax credits and relaxation of zoning by-laws.
- The development of affordable housing in Vienna, Austria, where the right to housing is a fundamental right in effect for over 100 years, represents a good example of short-, medium- and long-term vision.
- The "silk road project" in Lyon, France, enabled the conversion of a former silk industry building into social housing. The project allowed 30 or so vulnerable people to live and work on the construction site itself while participating in the development process.
- The inclusive housing policy in the City of Bergen, Norway, focuses on acquiring housing for refugees and new arrivals by prioritizing families. Affordable housing is maintained by the city for vulnerable people, and 260 residential units per year are requested from the private sector while ensuring the diversity of occupants.
- Quebec's ten largest cities held a summit and produced a declaration in 2022. The cities made commitments to address housing needs in a concerted manner adapted to local realities.

Issue: Collaboration and Partnerships

Collaboration is an excellent means of ensuring that cities meet the needs of the population. There are various types of collaboration (cross-sectoral, intergovernmental, community, neighbourhood roundtables, etc.), and cities should choose the most suitable approach based on the context or issue. Quebec has a long tradition of collaboration, and this expertise makes it possible to share ideas and circulate information with relative ease. However, collaboration also involves certain challenges.

Questions to Keep In Mind:

1. Does collaborative work being done by the city correspond to institutional priorities and the city's vision with regards to diversity and inclusion?
2. Has the city deployed the necessary resources (human, logistical, financial) to support and sustain collaboration? Has it chosen the right professionals and provided them with the recognition they need to do a good job?
3. Is the collaboration mandate clear and are the collaboration principles shared by all stakeholders at the table?
4. Is there a mechanism for documenting and highlighting actions arising from collaboration? For sharing the results of the collaborative work?

Creative Solutions:

- Allowing all departments or divisions to take part in collaboration and/or organize their own collaborative bodies to address problems related to their specific context field of activity;

- Basing actions on empirical data et valid documentation undertaken by the city to provide clear principles and objectives for collaboration;
- Ensuring that the governance model chosen for the collaboration (community of practice, neighbourhood roundtables, etc.) is suited to participants and to the objectives of the work;
- Ensuring that information circulates not only among collaboration participants but also between the collaborating parties and other levels of government (local, municipal, regional, etc.).

Capacity Building:

1. Having clear, consistent support from elected officials for collaborative initiatives while ensuring that this support is not merely symbolic or performative;
2. Recognizing collaborative work already being carried out in cities in order to strengthen links with the region and within the administration;

3. Ensuring the provision of adequate, recurring funding to maintain the structure(s) put in place over time (for example in the case of funding agreements with regional and federal governments);
4. Establishing tools to document collaborative actions in case of turnover in personnel or participants.



Promising Practices:

- The City of Laval developed an immigration and ethnocultural diversity framework through a broad consultation process involving not just city employees and administrators but also local partner organizations. The city committed internal resources to organize focus groups and external resources to conduct a comparative analysis of municipal policies across Quebec. (Krol et al., 2022). (Link is in French.)

- The Network of Municipalities for Immigration and Intercultural Relations was named as a finalist for the Quebec Institute of Public Administration Excellence Award in 2022 for its collaboration on a collective project that documents cities' intercultural policies and practices. (Link is in French.)
- The Local Immigration Partnerships (LIPs) are spaces for innovation and collaboration across Canada (excluding Quebec). Funded by the federal government, LIPs enable the strengthening of links and sharing of practices between community organizations and local municipal administrations.

Theme 3: Interaction and Sustainable Development in Regions

- Local governments can pool resources with other Regional County Municipalities (RCMs) or municipalities to avoid duplicating services and to have a greater range of services.
- For communities with low participation rates, seek them out "where they are", by using activities that facilitate interactions based on common interests.
- Cities can also use personalized face-to-face approaches involving leaders of opinion and influencers (community leaders) to build trust with communities and increase their participation.

Theme 4

Articulating a Municipal Vision

Elected officials in cities have differing perspectives on the question of diversity, so there is not always a consensus about how to promote social cohesion in rapidly diversifying urban contexts. This is why it is important to adopt a shared framework and vision that goes beyond electoral cycles. Research has shown that political declarations or messages that speak in favourable terms about diversity have a positive impact on residents' perceptions.

In most regions of Quebec, attracting and keeping workers is an ongoing issue that seems to have become more pronounced over time, especially in recent years, when the economy has been marked by labour shortages. Further impacting this dynamic is the growing presence of temporary migrant workers, some of whom have the possibility of staying in Quebec for longer periods. In this section, we cover two issues: political positioning and the need for a framework.

Issue: Political Positioning

The best way for cities to engage in promoting inclusive policies and practices is to seek support from all stakeholders and political parties, then leverage this consensus to ensure that the policies and programs are not at the mercy of changes in personnel or political ideologies.

Questions to Keep In Mind:

1. What are the current and future demographic characteristics of the community? How do municipal authorities envision the city to look in 10 years? In 50 years?
2. Has the city adopted a clear stance in favour of diversity and communicated this vision to all employees, elected officials and residents?
3. Has the city communicated its intent to include all groups that make up diversity in the city (seniors, Indigenous peoples, 2SLGBTQI+ people, newcomers, youth, people with disabilities, women, etc.) with the aim of promoting social cohesion for all?
4. Have members of the city council taken the time to fully understand issues related to diversity and inclusion in their community, adopting a shared vision that integrates various perspectives in the municipality?
5. Has the city provided a mechanism to facilitate the sharing of information, not only within the administration but between different departments and services?

Creative Solutions:

- Ensuring there are one or more elected officials to support or champion the initiative, including the necessary work of mobilizing colleagues and employees;
- Organizing a tour of different departments for employees at different levels (executives, administrators, professionals, clerks, administrative staff, etc.) to better understand their needs;
- Conducting a survey with employees to document current practices and preoccupations;
- Drawing inspiration from the positions adopted by other municipalities via the work of networks such as RÉMIRI, the Coalition of Inclusive Municipalities or the Council of Europe's Intercultural Cities Programme;
- Preparing a declaration by the city council promoting diversity and inclusion that is updated each year and at the beginning of each electoral cycle.

Capacity Building:

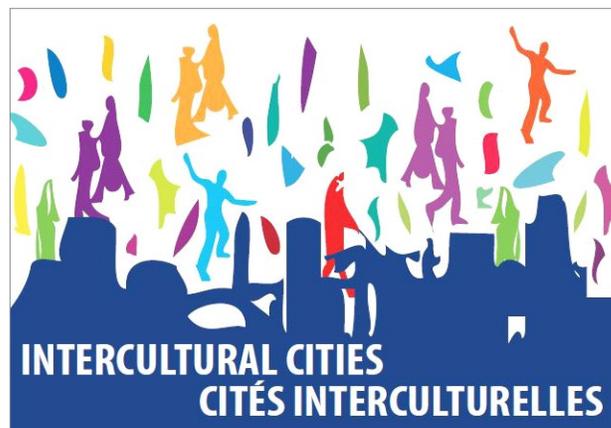
1. Offering training on immigration, racism, discrimination and intercultural communication to promote awareness among elected officials;
2. Developing tools to facilitate communication about diversity and inclusion for elected officials (intercultural communication practices, statistics about diversity in the city, practising for media interviews);

3. Offering support for elected officials during crisis situations related to immigrants or racialized minorities (e.g., racial profiling or other forms of discrimination);
4. Forming a mixed working group (professionals, administrators, elected officials) to facilitate coordination of between the policy and administrative sides of municipal governments;
5. Facilitating the city's participation in one or more municipal networks (Réseau des municipalités en immigration et en relations interculturelles du Québec (REMIRI), Council of Europe, Coalition of Inclusive Municipalities, Cities of Migration, The 50-30 Challenge).

Promising Practices:

- The City of Barcelona developed an intercultural policy based on the strategy of political consensus. The Barcelona plan is a model for intercultural cities everywhere and was updated recently to reflect changes in the city and across Europe: [Barcelona Interculturality Plan 2021-2030](#).
- The City of Vaudreuil-Dorion undertook an intensive internal and extensive consultation process to develop its first municipal policy related to living together. For more information see this summary: https://www.ville.vaudreuil-dorion.qc.ca/uploads/sections/La_Ville/Administration_municipale/Politiques_municipales/Politique-Vivre-Ensemble.pdf.

- The Council of Europe's Intercultural Cities Programme offers webinars to combat hate discourse that may be useful for municipalities, particularly in terms of political communication.
- The City of Quebec has developed a declaration on living together that is signed by the members of the city council each year. (Link is in French.)



Programme Cités interculturelles
(Conseil de l'Europe)

Issue: Adopting a Framework

Frameworks are important because they orient organizations' activities in the short and medium term, regardless of changes in personnel or management. Frameworks may also facilitate the planning and implementation of policies and programs, not only in terms of strategic matters but also day-to-day tasks and decision-making.

? Questions to Keep In Mind:

1. Has the city developed a consultation strategy (internal and/or external) to ensure support for its vision and to facilitate the understanding and use of content in the strategy?
2. Does the process initiated by the city make it possible to have an overall vision of the complex issues and to engage stakeholders in different departments via a cross-cutting approach to organizational change?
3. Does the process enable coordination between the political and administrative sides, both at the consultation stage and when implementing the tools?

4. Do the tools developed enable the implementation of concrete, realistic and measurable actions?
5. Has the city devoted a space and a timeframe for developing, writing and operationalizing its framework?

? Creative Solutions:

- Undertaking a consultation process to identify institutional priorities and professional preoccupations with respect to diversity and inclusion;
- Establishing a mixed internal committee (elected officials, administrators, professionals) to develop a framework for the entire municipal government, including

an action plan or policy resulting from the action plan;

- Ensuring that the results of this process are communicated to the entire population, especially immigrant and minority communities but also members of the host society, including members of the historical majority group;
- Drawing inspiration from declarations, frameworks and action plans by other municipalities through intermunicipal collaboration (UMQ, RÉMIRI, Council of Europe).



Capacity Building:

1. Participating in intermunicipal collaboration networks to learn about inspirational practices and support internal capacity building;
2. Undertaking initiatives to assess the city's work, either using the Coalition of Inclusive Municipalities' self-evaluation tools or the Council of Europe's Intercultural Cities Index;
3. Offering training and continuous development activities to employees and elected officials to facilitate the use and the evaluation of the framework;
4. Regularly assessing the understanding and use of tools developed by the city to ensure their relevance and applicability over time and in increasingly diverse urban settings.



Promising Practices:

- The City of Repentigny has established a citizens' advisory committee on living together along with an annual public consultation forum to evaluate its progress in terms of equity, diversity and inclusion. (Link is in French).
- The City of Vaudreuil-Dorion has undertaken an internal and external consultation process to define a municipal living together policy and a detailed action plan based on the recommendations of area stakeholders. (Link is in French).
- The City of Quebec has created short videos aimed at the general public to explain its diversity and inclusion vision and key concepts related to living together in the municipal context. (Link is in French).
- The Montreal Intercultural Council has published a report explaining the benefits of having an intercultural policy or framework for cities: "A Six-Step Integrated Strategy for an Intercultural Policy and Its Conditions for Success."

Theme 4: Inclusion and Intersectionality

- Organizational transformation requires authentic political leadership and the support of municipal staff to develop a common vision and a shared language.
- Thinking about inclusion in intersectional terms means developing the reflex to "center the margins" at

every moment of municipal planning and implementation.

- Inclusion requires cities to think about the "life cycle" of employees (proactive recruitment, coaching, mentoring, team building, personnel resource groups).

Theme 5 Implementing Municipal Policy

Although professionals in this sector possess considerable expertise in diversity and inclusion, they often express the need for these issues to be taken up at a higher level of the municipal administration, both to ensure political support and to facilitate communication across departments. The principle of transversality (the ability of cities

to work across departments) is important for coordinating activities and also to avoid that one team or department becomes solely responsible for everything having to do with diversity and inclusion. In this section, we cover two issues: anchoring initiatives within the administration and ensuring transversality.

Issue: Anchoring Initiatives

In most cities in Quebec, diversity and inclusion initiatives are the responsibility of departments charged with recreation and community life. This is in large part because the social development approach favoured by professionals in this field recommends taking into account the various forms of social and cultural diversity in the municipality.



? Questions to Keep In Mind:

1. Does the initiative meet the needs and expertise of the professionals who will be responsible for its implementation? Do they consider themselves to be stakeholders in the process?
2. Will the initiative make it possible to document existing expertise in the city and promote the organization's collective intelligence without ignoring gaps in its knowledge?
3. Has the city prepared a communications strategy and a plan for implementing the different elements of the strategy?
4. Does the initiative make it possible to facilitate integrated strategies (from the top down and from the bottom up) and a horizontal approach (across the city's various departments)?

5. Has the city included all the people and departments for whom training is a priority? Are there specific groups or situations that should be prioritized in terms of training?

🧩 Creative Solutions:

- Beginning with issues of concern to professionals and administrators in specific departments, then bringing the issue to the level of senior management, who may make proposals to the council for a cross-department mandate;
- Starting by consulting target communities, then developing a policy or declaration from the city council and establishing a mixed or interdepartmental committee to steer the work;

- Hiring an external resource who works closely with senior management and engages various internal stakeholders with support from the political and administrative sides of the city government.



Capacity Building:

1. Ensuring that those responsible for the issue have a clear mandate and strong support from elected officials so they can minimize the impact of departmental silos;
2. Involving departments and professionals who already have expertise, especially departments that interact directly with residents (e.g., fire, police and culture departments);
3. Training the entire municipal establishment about EDI-related issues without losing the focus on city officials who regularly interact directly with residents (not only professionals, but also elected officials).



Promising Practices:

- The City of Laval hired an EDI expert in its human resources department. This professional works directly with senior management to ensure alignment across the city's different departments.

- After identifying a series of issues related to living together, the City of Quebec undertook a tour of stakeholders in the field to identify priority issues. The city then established an advisory committee on living together in order to guide future actions in the City. (Link is in French).
- Ten years after creating one of the first integrated municipal action plans based on an intercultural approach, the City of Barcelona extended the plan with some significant updates: Barcelona Interculturality Plan 2021-2030. One aspect of the city's revisions was to establish a department of interculturality and religious pluralism.
- The 2011 Law of Interculturality in Mexico City mentions the establishment of an office, systemic use of intercultural indicators, assessment with input from international experts (particularly the Council of Europe) and a clear stance concerning the principle of interculturality. In fall 2017, the House of Representatives voted to include the principle of interculturalism in the national development plan, requiring it to be taken into account in all government policies and programs.

Issue: Cross-Cutting Initiatives

For diversity and inclusion policies to be effective, they must go beyond party lines, geographic borders and sectoral mindsets. The principle of transversality is important for many reasons, not only to coordinate practices in different departments, but also to avoid placing too much responsibility on one team or department.

Questions to Keep In Mind:

1. Is there a shared responsibility for developing the institution's expertise in this area, or does this work rest on the shoulders of one individual or one department?
2. How are different departments involved in the process of organizational change, and what responsibilities do they have internally or outside of their department?
3. Do municipal employees have a mechanism for sharing information between departments and professionals without having to go through multiple levels of approval? Do they trust that this information will be handled with care?
4. Are there mechanisms for feedback between professionals and departments in different areas of the city?
5. Is there a mechanism that makes it possible to share information from the bottom up—e.g., when employees have to warn administrators and decision-makers about an issue that affects various departments and various categories of professionals?

6. Are there mechanisms for facilitating communication between the elected officials and administrators without compromising the separation between the two?

Creative Solutions:

- Adopting an administrative framework for developing a common language and coordinating practices across departments;
- Establishing an interdepartmental steering committee with representatives appointed by the city's senior management and with mixed membership (elected officials, administrators, professionals) that also includes employees from an immigrant background or minority groups;
- Identifying employees and/or elected officials with expertise in the field of diversity and inclusion to promote a cross-cutting vision;
- Acquiring tools to document situations experienced by employees in order to develop a shared vision across departments and ensuring that these tools can be used without fear of reprisal or stigmatization.



Capacity Building:

1. Offering specialized training for professionals in various fields on the topics of diversity and inclusion in the municipal context;
2. Facilitating participation of professional teams in work and communities of practice organized at the municipal level in Quebec, such as RÉMIRI and Chantier d'échanges sur les réalités de l'accueil et du maintien de l'immigration au Québec (CERAMIQ);
3. Hiring resources to implement EDI policies, particularly in collaboration with human resources department;
4. Documenting situations by sector to raise awareness about the contextual aspect of issues related to diversity and inclusion;
5. Ensuring the sustainability of policies and programs by performing an organizational assessment (e.g., by using the Council of Europe's Intercultural Cities Programme Index).



Promising Practices:

- To promote intersectional approaches, the City of Montreal has developed a toolbox and short videos explaining how to conduct gender-based analysis (GBA+).
- With a view to maintaining safe, discrimination-free spaces for discussion and reflection, the City of Repentigny has implemented a program for employees interested in receiving training on inclusive leadership in the context of diversity. These employees play the role of resource persons for other employees and teams.
- The City of Quebec has implemented an EDI strategy that makes it possible to pursue cross-cutting projects with various administrative teams in the city. With this approach, each team may create its own EDI action plan based on its issues, employees and service users

Theme 5: Creating an Inclusive Municipal Ecosystem

- It is important for municipalities to have partners of different types (collaboration, consultation, financing) and from different communities.
- Inclusive spaces emphasize collective and mutual learning. Collaboration requires time to build trust and to identify common issues and priorities.
- Given the constraints associated with government funding, cities benefit from the diversification of funding sources and the collaboration with local stakeholders.

3 Municipal Diversity and Inclusion Step by Step

In many municipalities, professionals and decision-makers have motivation and political will required to implement diversity and inclusion measures, but they are unsure how to proceed. In the next section, we will describe several aspects related to planning and implementation, along with examples of different paths taken by municipalities who already have experience in this field. For more details on city-specific issues, see section 6.3 of the [research report](#).

3.1 Capacity Building

Reinforcing institutional capabilities is the key to any initiative aiming for real, sustainable change from an organizational perspective. This capacity building takes place on at least three levels: documentation, training and accompaniment, and evaluation. Institutional capacity building may require significant resources, especially for small and medium-sized municipalities, but most of these strategies can be adapted to reflect each city's specific circumstances. In certain cases, these strategies may be deployed and supported by pooling resources between neighbouring local governments.

Documentation Strategies

Municipalities must base policy decisions on empirical data and avoid relying on isolated anecdotes to develop actions and intervention strategies. Despite this widely accepted principle, there are very few cities that have adopted formal mechanisms for documenting issues related to diversity and inclusion ([see Report, section 6](#)). There are three categories of data that can help cities conduct better analyses: good practices, intercultural situations and discrimination claims. Ideally, documentation mechanisms should be the responsibility of senior management (or an interdepartmental municipal committee, if one exists) to ensure that municipal stakeholders have access to data without compromising the anonymity of employees and residents.

Promising Practices:

- The Council of Europe's Intercultural Cities Programme has developed a [database of good practices](#) in over 150 municipalities across the world. The database is updated on a regular basis and available to consult free of charge. It is possible to search for examples of good practices by topic, country or year.
- The Université de Montréal's Laboratory for research on intercultural relations (LABRRI) has developed a methodology to help municipalities and other organizations document complex situations experienced by professionals and administrators involving diversity and inclusion. [The workshop](#) also makes it possible to find organizational solutions and develop intercultural competencies.
- Several larger municipalities have developed tools to document complaints about discrimination experienced by employees and/or residents. Given the diversification of the municipal workforce, as well as the growing number of complaints, such initiatives are becoming more and more important:
 - [City of Barcelona Office of Non-Discrimination](#)
 - [Stop Racism Geneva](#)
 - [Managing complaints related to racism at City of Montreal](#) (Link is in French.)

Training and Accompaniment

In addition to developing individual competencies, municipal administrations must also develop internal expertise with the aim of ensuring support for employees and elected officials. In developing training programs, it is important to take at least three factors into account. Firstly, it is necessary to distinguish between awareness-raising activities and those aimed at developing competencies. Raising awareness takes less time, but it also delivers more limited results for employees and organizations. Unless there is follow-up with specific activities and objectives, awareness-raising can be used as an excuse for not affecting real change. Secondly, cultural competencies (knowledge about other cultures) should not be confused with intercultural competencies (communication skills in the context of diversity). Thirdly, too much emphasis on individual competencies may put added pressure on employees and limit development of organizational competencies for the municipality as a whole. It's important to remember that training cannot be the sole focus of organizational transformation. It must be part of a coordinated strategy including an overall vision and concrete actions that are subject to evaluation by a mixed committee with expertise in the field.



ANTIRUMOURS HANDBOOK

Guide for anti-
rumour strategies

Promising Practices:

- As part of the NET-IDEA (Network of European Towns for Interculturalism, Diversity, Equality and Anti-Discrimination) project, the association ICEI developed an intercultural competency training program specifically for municipalities. Before creating the content, a research study was conducted in collaboration with a dozen partner municipalities.
- The Quebec-based Réseau des municipalités en immigration et en relations interculturelles (RÉMIRI) has established three working groups organized by the network's members to develop expertise on three different topics: raising awareness among elected officials, fire prevention and safety, and the implementation of anti-rumour strategies.
- The City of Quebec, in collaboration with the Université de Montréal, launched a pilot project for training employees in its aquatic division and department of citizen interaction. Over 500 employees were trained as part of this project, which was subject to an external evaluation conducted by the École nationale d'administration publique. The City also launched the "Parcours du vivre-ensemble" (Pathway to Living Together), a training and support program for stakeholders in the field, in collaboration with Université Laval and Beneva
- The Longueuil Committee for Cities without Racism and Discrimination, in collaboration with the City of Longueuil, developed a guide to support organizations who want to gain a deeper understanding of anti-racism strategies. (Link is in French.)

- The Télé-Québec documentary series *Briser le code* (Breaking the Code) contains a full documentary featuring Fabrice Vil that explains the issues of discrimination and inclusion. The project also offers short, entertaining videos that explain various concepts related to the subject, such as microaggressions and implicit bias. (Link is in French.)

Evaluating Policies and Programs

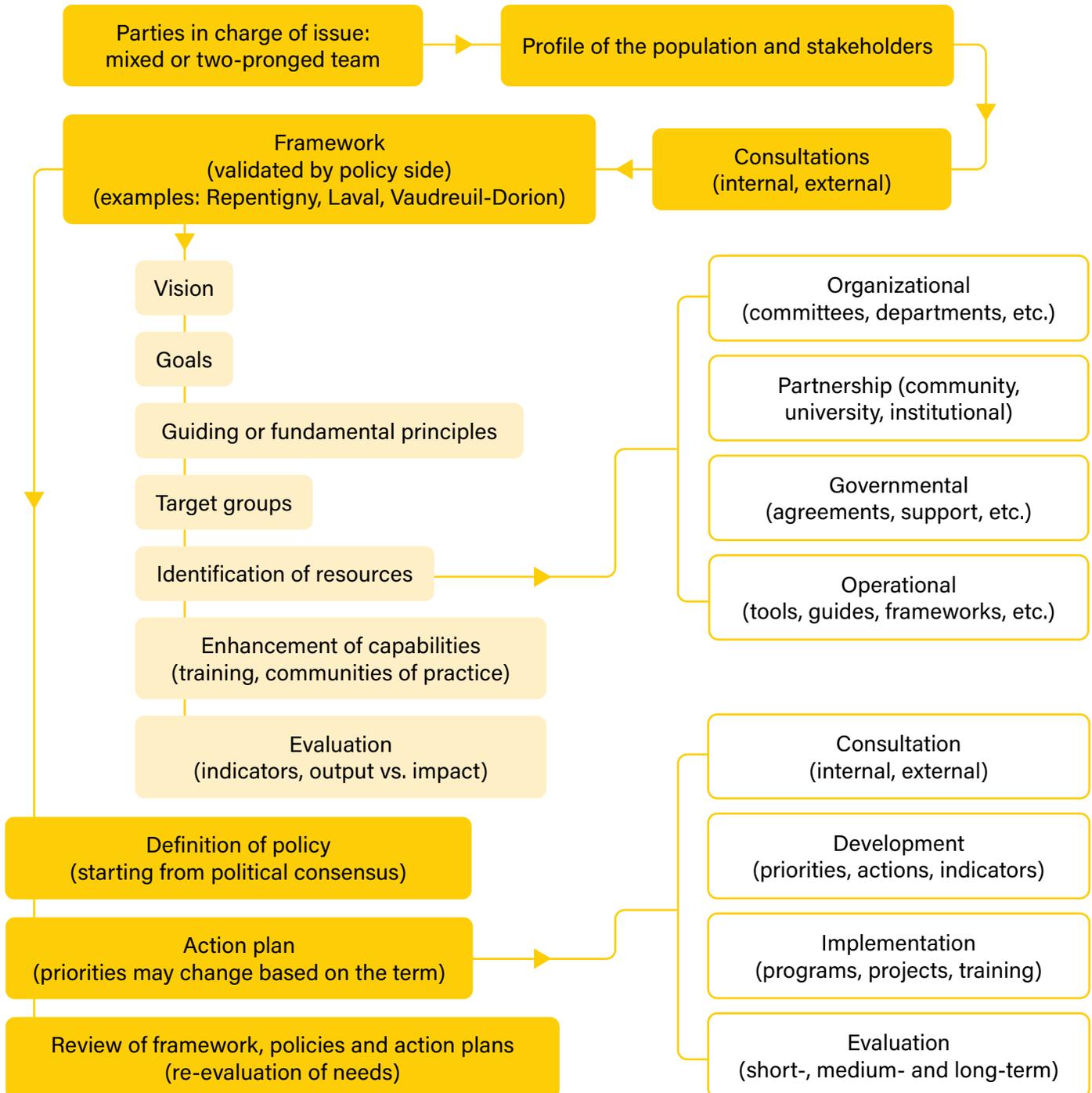
Decision-makers face difficult choices in terms of how to allocate limited municipal resources, which is why it is important to have information about what really works and how. Some types of activities are easier to organize (for example festive activities intended to celebrate diversity), but it is difficult to evaluate the impact of such programs. Too often, program evaluations are limited to feedback questionnaires and do not make a distinction between *results* and *impact* (White, 2022). Systematic evaluation of policies and programs must include -pre and -postanalyses (to assess the impact of actions over time) and, whenever possible, the use of both quantitative (surveys and questionnaires with numbers) and qualitative (interviews and observations) instruments. It is essential to evaluate the impact of policies and programs on multiple levels: appreciation, understanding, behaviour and organization (see the Kirkpatrick Model).

Promising Practices:

- The Montreal Public Libraries' liaison officer program was subject to two evaluations based on the expertise of academic researchers as part of the Montréal ville Interculturelle (Montreal Intercultural City) partnership project.
- The Council of Europe has made significant progress in the area of evaluating municipalities, notably through the use of the ICC Index, which makes it possible to evaluate actions based on a dozen indicators validated by external experts.

3.2 A “Model” Pathway

In reality, there is no single path or easy solution for municipalities that decide to take on the question of diversity and inclusion in their city. However, there are various elements to keep in mind when planning the process. Most of these elements are present in one way or another in cities who have embarked on this journey, even though they may not be implemented in the same way or in the same order. The example below outlining an ideal pathway for municipalities may provide a source of inspiration.



3.3 Examples of Planning Pathways

The diversity of municipal contexts means that each municipality evolves in its own unique way. To give a sense of the diversity of municipal approaches to diversity and inclusion, here are four different municipal planning pathways.

Quebec City

2015: Participated in Living Together Summit and signed declaration for living together

- Joined the International Observatory of Mayors on Living Together

2016: Internal engagement on living together

- Established two advisory committees: *Conseil des partenaires recherche* (Research Partners Council) and *Conseil des partenaires régionaux* (Regional Partners Council)
- Collaborated with École Nationale de l'administration publique to adopt a framework and integrate the principles of living together into the concept of urban safety

2017: Continued internal engagement in living together policies

- Hired a professional to focus on living together in the city
- Implemented living together governance structure
- Quebec City mosque attack

2018-2019: Structuring actions

- Integrated principles of living together into various city projects
- Living together evaluation initiative



2020: Repositioned living together initiative

- Hired an EDI resource person
- Consultation with employees and stakeholders
- Training pilot project for employees and short videos for residents
- Collaboration with the Quebec City police department

2021: Continued living together and EDI initiative

- City council issued declaration on living together
- Developed EDI strategy and integrated various departments into the initiative
- Training



Parcours du vivre-ensemble (Our translation: "Journey of living together"). Text on image (our translation): "Journey of living together. Training and support program." (quebec.qc.ca)

2022: Consolidated living together and EDI initiative

- Collaborated on academic research projects
- Developed tools for residents and businesses
- Ethnocultural diversity awareness campaign
- Training

2023: Launched Pathway to Living Together

Repentigny

2018: Internal work on living together

- Internal framework for cultural diversity management; employee training on framework's content
- Joined the Canadian Coalition of Municipalities Against Racism and Discrimination and the International Observatory of Mayors on Living Together

- Police department adopted action plan for intercultural bridge-building

2020: Revamped police department action plan based on citizen-based approach

2021: Engaging in the fight against discrimination

- Recruited and hired a professional dedicated to social innovation
- Established a mixed committee (internal and external) on living together and citizen participation
- Joined the Council of Europe's Intercultural Cities Programme

2022:

- New cross-cutting governance structure
- Declaration of commitment to living together by the city
- Established an advisory citizens' committee
- Forum on living together

2023:

- New vision on inclusion in the city's strategic plan
- Established a multidisciplinary committee to develop an EDI framework

Saguenay

2012: Developed policy for welcoming and integrating immigrants

2017: Change of administration in the city; requested an assessment of the current situation and an overview of immigration

2018: Started work on developing an immigration action plan; the city was assigned the role of collaboration coordinator, consensus builder and liaison

2019: Continued work on developing and implementing an immigration action plan

- Established working groups with the partners who were consulted for validating collected data

2020: Began the evaluation process

2021: Signed agreement with the Ministry of Immigration to continue collaboration and to evaluate action plan

2022: Launched the Grand Saguenay-Lac-Saint-Jean initiative—a collaborative project to attract and facilitate the settlement of immigrants throughout the region

Sherbrooke

2004: Welcome and integration policy for immigrants

- Policy-related action plans: 2005, 2008, 2011

2005: Established *Comité des relations interculturelles et de la diversité* (Intercultural Relations and Diversity Committee; CRID)

2014: Launched *Semaine sherbrookoise des rencontres interculturelles* (Sherbrooke Week of Intercultural Encounters; SSRI)

Structural actions

2017: Immigrant welcome and integration dashboard

2018:

- Sherbrooke roundtable on immigration (ICI-Sherbrooke)
- Launched *Programme Sherbrooke, collectivité accueillante* (Sherbrooke Welcoming Community Program)

2021: Joined Council of Europe's Intercultural Cities international network

2022: Established citizen participation office

2023: Adopted new municipal immigration policy

4 Ten Suggestions for Inclusive Municipalities

While each city is geographically and historically unique, the analyses presented in this guide give reason to believe that they share similar issues when it comes to municipal action on diversity and inclusion. In the final section, we present a series of proposals that can help municipal stakeholders build strong foundations on complex and sometimes shifting ground.

1. Questioning preconceived ideas about diversity

While it might seem obvious at first, cities are increasingly realising that there is no consensus about how to define diversity. Too often, the notion of diversity is used to speak about immigrant people and racialized minorities, whereas, in reality, *a city's diversity includes all the people and communities who live in it*. To raise this issue, cities could start by posing a very simple question: are people in the majority group part of diversity in the city? Based on the answers, what can you do to challenge preconceived ideas about diversity? First, adopt a pro-diversity stance, then insist on the fact that **diversity is not just an organizational value or target but an inherent element of the city**. To avoid reducing diversity to ethnic identity or immigration, cities should identify the different types of diversity that make up the city's fabric, insist on inclusive values and, lastly, explain how they will direct and prioritize their actions in the months and years to come.

2. Start with an Assessment

To better orient actions for the future, cities need to understand where they are starting from. This means various municipal stakeholders must have a **good understanding not only of the population, but also of the different immigrant or minority groups** that could be missed by traditional assessment approaches. New tools for analysing universal accessibility (e.g., EDI or GBA+) make it possible to ensure that the city's actions take into account all individuals and groups, especially those that may be considered marginalized or immigrant. An inventory of the sociodemographic situation must be accompanied by a census of existing inclusion practices, including an idea about the concerns of professionals and stakeholders in this area.

3. Choose The Model Carefully

There are various models that can be used to support cities' inclusion efforts: EDI, living together, intercultural cities, welcoming



cities and inclusive cities, to name just a few. **There is no one model that works for all cities, and the multiplicity of approaches can lead to confusion**, both for professionals and decision-makers. In some cases, rivalry between approaches may cause tension or even conflict. Some approaches work better for certain divisions or departments (e.g., the use of EDI for human resources), while some work better for actions aimed at residents (e.g., living together or interculturalism). It is important for cities to analyse their needs on multiple levels (internal, external and territorial) in order to choose the model that will enable them to mobilize the most stakeholders around a shared language and vision.

4. Reinforce Pluralist Thinking

There is not always consensus about the value or importance of pluralism (usually referred to as the recognition that all communities are plural and that this plurality of perspectives must be protected). This is why pluralism needs to be reasserted by

governments and municipal administrations. Unfortunately, there is more than one way of promoting pluralist practice. Some models emphasize recognition of diversity, while others focus on the fight against discrimination or building bridges through dialogue. **All forms of pluralist thinking have something to offer, and municipalities should ensure they adopt a complementary approach** in developing, implementing and evaluating their policies and programs.

5. Develop an Inclusive Story

Public institutions operate based on rules and norms. Some of these are explicitly stated and shared, while others are implicit. These institutions reflect the groups that hold power in society, some of whom may have difficulty understanding the realities of minority communities. Changing traditional ways of doing things can lead to confusion and discomfort; it may also cause resistance. Developing inclusive habits requires a critical mindset and a capacity for self-examination. The change of mentality needed to develop inclusive habits may take some time. To

achieve lasting changes that reflect a genuine commitment to inclusion, **cities must demonstrate creativity and imagination by developing new stories and a globally accessible narrative of inclusion for the city** that allow everyone to feel at home in the community.



6. Make Sure The House is in Order

When cities decide to provide employees and residents with guidance on the best way to ensure social cohesion and inclusion, they need to set a good example if they want their work to be credible. **Before telling others how to be inclusive, the city must first put its own house in order.** From this perspective, one could say there is a logical progression that cities should follow to become more inclusive—e.g., ensuring representativeness in the civil service before providing training to organizations and stakeholders about inclusion in the workplace. Once inclusive practices have

become a habit internally, particularly in the governance structure and staffing processes, the city will be better placed to propose actions aimed at promoting inclusion in the community at large.

7. Diversify Communication Strategies

Cities' communications departments play an important role in sharing information with residents about services, policies and programs. But the communications department must also communicate the city's political vision. **If the city wants to present the image of an inclusive city, it may be necessary to rethink its ways of communicating,** not only by enhancing the visibility of actions promoting inclusion (e.g., action plans, internal committees, training) but also by diversifying its communication channels and strategies (community forums, interviews, discussion groups, conversation cafes, information meetings, questionnaires) to ensure that all communities feel connected to and represented by the city's actions. In today's era of social media and new digital technologies, cities should shift from one-way, top down communication to a more conversational, inclusive approach in order to encourage participation from employees and residents.

8. Trust the Process

There are many paths toward inclusive practices in the municipal context—in fact, there are probably as many paths as there are cities. How does a city prioritize actions over time? Which aspects of planning must not be omitted? The answers to these questions depend on cities themselves, but municipal stakeholders must first take the time to become familiar with the tools available to them and the paths taken by other cities in Quebec and elsewhere. The cities that are most successful with diversity and inclusion initiatives use certain elements that are already familiar to municipal stakeholders (analysis, consultation, framework development, cross-functionality, collaboration, evaluation). **It is important to ensure there are tangible results, but municipal stakeholders must also agree to trust the process and carefully evaluate actions taken over time.**

9. Prioritize Organisational Development

Training programs are important for professional development, but they must not be viewed as a magic bullet. Firstly, cities need to accept that developing competencies takes more time than simply raising awareness; the latter is more effective when it is presented as a preliminary step and not an end in and of itself. Secondly, **training intended for individuals will not have a lasting impact if it is not integrated into a broader approach that involves considering inclusive practices at the organizational level** (raising awareness, training, support). Awareness and training programs conducted within an organizational development framework represent the best guarantee of long-term success.

10. Evaluate Progress on a Regular Basis

We know that some practices are easier to implement than others. For instance, many cities focus on projects related to celebrating diversity because they are easy to organize and can have a unifying effect on participants. But we also know that it is difficult to evaluate the impact of these programs, in part because of the confusion between results (e.g., the number of participants or the amount of money spent) and impacts (effect in terms of changing attitudes or organizational practices). **Evaluating the city's actions based on objective indicators before, during and after enables stakeholders to track their progress over time and provides concrete data to justify the value of the investment made in inclusion.** Combining quantitative and qualitative evaluation approaches makes it possible to understand the impact of the city's initiatives in real time.

5 Tools and Resources

- **Glossary of key concepts** (see section 6 below)

On the topic of the “Municipal Turn”

- "Inclusive Cities currently supports 12 UK cities and their local partners to achieve a step-change in their approach towards the integration of newcomers in the city." <https://www.compas.ox.ac.uk/project/inclusive-cities/>
- UNESCO, *City policies on living together*: https://unesdoc.unesco.org/ark:/48223/pf0000368169_eng
- White, B.W. (Éd.) (2018), *Intercultural cities. Policy and Practice for a New Era*. Cham, Switzerland: Palgrave Macmillan. https://www.academia.edu/38278459/Intercultural_Cities_Policy_and_Practice_for_a_New_Era
- Wood, P., & Landry, R. (2007). *The Intercultural City: Planning for Diversity Advantage* <https://www.routledge.com/The-Intercultural-City-Planning-for-Diversity-Advantage/Wood->
- Zapata-Barrero, R., Caponio, T., & Scholten, P. (2017). Theorizing the 'local turn' in a multi-level governance framework of analysis: a case study in immigrant policies. *International Review of Administrative Sciences*, 83(2). <https://journals.sagepub.com/doi/abs/10.1177/0020852316688426>

➤ Practical Guides

- Council of Europe
 - [The Intercultural City Step by Step](#)
 - [Guide to the fight against discrimination](#)
 - [Guide to anti-rumour strategies](#)
- [Guide d'accompagnement: Comment aborder et traiter le sujet du racisme et des discriminations dans nos organisations](#) (Support Guide: How to Address and Discuss the Subject of Racism and Discrimination in Our Organizations), Committee for Longueuil Cities without Racism and Discrimination (2021). (Link is in French.)
- Guides from the Coalition of Inclusive Municipalities
 - [Refugees and asylum seekers](#)
 - [Small and medium-size cities](#)
 - [Guide for new and established members](#)
 - [Guide to including LGBTQ2+ people](#)
 - [Guide to reconciliation with Indigenous peoples](#)
- [Ontario Human Rights Commission: Anti-racism and anti-discrimination for municipalities: Introductory manual](#)
- [City of Ottawa, Advancing Equity and Inclusion: A Guide for Municipalities](#)
- [Profiling](#)

Online Resources

- [Briser le code](#) (Breaking the Code), Télé-Québec. (Link is in French.)
- [Centre Justice et foi, dossier racisme](#) (Centre for Justice and Faith, Racism Section). (Link is in French.)
- City of Montreal, [Practical guide to using GBA+](#). (Link is in French.)
- [Educational resources about Indigenous communities](#)
- [Federation of Canadian Municipalities](#) (go to Resources and search by keyword)
- Intercultural Cities (ICC) Programme of the Council of Europe
 - [ICC Index](#)
 - [Good practices database](#)
 - [Intercultural citizenship test](#)
- [International Observatory of Mayors on Living Together](#)
- [Sans Filtre](#) (No Filter), Urbania. “[Comment dialoguer avec des personnes qui ont peur du vivre-ensemble](#)”. (Link is in French.)
- UNESCO (2019), [City Policies on Living Together](#)
- [TCRI resources for welcoming refugees and asylum seekers](#)
- White, B.W. & Frozzini, J. (2024). *Diversity and Inclusion in Municipalities : An Action-Research Project* (Research report). Montréal (Canada) : Canadian Race Relations Foundation

Books

- Ahmed, S. (2012). *On Being Included: Racism and Diversity in Institutional Life*. Durham; London: Duke University Press.
- Azdouz, R. (2021) *Panser le passé, penser l'avenir : Racisme et antiracismes*. Québec: EDITO
- Brière, S., Auclair, I., Keyser-Verreault, A., Laplanche, L., Pulido, B., Savard, B., & Stockless, A. (2022). *Biais inconscients et comportements inclusifs dans les organisations*. Québec: Presses de l'Université Laval. Repéré à <https://www.pulaval.com/livres/biais-inconscients-et-comportements-inclusifs-dans-les-organisations>
- El-Ghadban, Y., & Saint-Éloi, R. (2021). *Les racistes n'ont jamais vu la mer*. Montréal: Mémoire d'encrier. <https://memoiredencrier.com/catalogue/les-racistes-nont-jamais-vu-la-mer/>
- Triandafyllidou, A. et al (2024), *Migration and Cities: Conceptual and Policy Advances*: IMISCOE
- White, B. W., & Frozzini, J. (Éds). (2022). *Villes interculturelles au Québec : Pratiques d'inclusion en contexte pluriethnique*. Montréal (Québec, Canada): Presses de l'Université du Québec. <https://www.puq.ca/catalogue/livres/villes-interculturelles-quebec-4261.html>
- White, B.W. & Frozzini, J. (2024). *Diversity and Inclusion in Municipalities : An Action-Research Project* (Research report). Montréal (Canada): Canadian Race Relations Foundation
- Wood, P. & Landry, C. (2008). *The Intercultural City: Planning for Diversity Advantage*. Earthscan.

6 Key Concepts

Unconscious bias: “This is a social stereotype that is formed unconsciously about certain groups of people based on easily observable characteristics such as age, weight, skin colour or gender. Unconscious biases are much more widespread than conscious prejudices and are often incompatible with the conscious values of the person who has them.” (Amnesty International, our translation)

Social cohesion: “The relationships and bonds of solidarity that exist between members of a society and make a population not just a collection of people randomly brought together by history but a human community united by shared reference points and close-knit, rewarding interpersonal ties that foster a willingness to be collectively responsible, share the benefits of communal living and build a common future.” (MIDI)

Intercultural dialogue: “Intercultural dialogue is understood as an open and respectful exchange of views between individuals, groups with different [...] backgrounds and heritage on the basis of mutual understanding and respect. It requires the freedom and ability to express oneself, as well as the willingness and capacity to listen to the views of others. [...] It aims to develop a deeper understanding of diverse world views and practices, to increase cooperation and participation (or the freedom to make choices), to allow personal growth and transformation, and to promote tolerance and respect for others.” (Council of Europe)

Discrimination: “Unfair and differential treatment based on biological and immutable personal characteristics such as skin colour, sex, ethnicity, religion, physical limitations or age. (Amnesty International). According to the *Commission des droits de la personne et de la jeunesse* du Québec (Human Rights and Youth Rights Commission; CDPDJ), there are three types of discrimination

(direct, indirect, systemic) and 14 grounds for discrimination:, including race, age, skin colour, sex, gender identity or expression, pregnancy, sexual orientation, civil status, religion, political beliefs, language, ethnicity or nationality, social condition and disability.” (CDPDJ)

Diversity: “Diversity, which is intrinsic to societies past and present, is a subject that is in the public spotlight more than ever, both in the media and in institutions. For some people, diversity is a source of value, while for others it represents a problem or a threat. Too often, the notion of diversity is used to speak about immigrant people and racialized people, whereas, in reality, *a city’s diversity includes all the people and communities who live in it*. This means not just ethnic diversity but also diversity of religion, language, race, gender, age and many others. It also includes people who identify with the majority group—an aspect that is often overlooked when discussing diversity.” (CRRF Guide)

Equality: “Principle granted to all human beings as part of their intrinsic rights and freedoms. The right to equality is proclaimed and protected by various charters, notably including the Quebec Charter of Human Rights and Freedoms, which recognizes that all individuals are equal in value and dignity and have the right to exercise their rights and freedoms, regardless of their personal characteristics. The right to equality protects all individuals against all forms of discrimination and harassment.” (RIQEDI, our translation)

Equity: “Principle founded on the sense of what is fair and unfair, beyond legal standards. It takes into account the specific characteristics of individuals or groups in order to place them on equal footing. It opposes the uniform, systemic application of standards without considering differences and social diversity.” (RIQEDI, our translation)

Integration: “Process through which immigrants are able to participate fully in the welcoming society and grow according to their potential and aspirations. Integration depends on shared commitment—i.e., the inclusion of society’s collective commitment to including people of all backgrounds and support for supporting the integration of immigrants and each individual’s commitment to actively participating in Quebec’s public life while respecting its shared civic framework. Integration is a transitory, multi-dimensional, multi-factorial, diversified process lasting for a period of time that varies based on the person. It is not to be confused with inclusion and participation.” (MIDI)

Inclusion: “According to Nair and Vohra (2015), inclusion may be viewed as a process, an active bi-directional journey through which the individual undergoes a certain transformation of the self, in a manner similar to acculturation, and in which the welcoming side also engages actively in the act of integration. Nair and Vohra explain that this integration includes access to services and active, recognized participation in the welcoming environment. Inclusion is accompanied by an emotional aspect: the sense of belonging or ‘the subjective feeling of connection and belonging’” (Frozzini, 2023, p.4).” (Goulet et al., 2024, our translation)

Positive interactions: “Interaction is the cornerstone of intercultural integration and is what gives an intercultural city its distinctive value. Interaction means creating conditions for meaningful and constructive everyday encounters across cultural and other differences. Prejudice and discrimination can thrive where there is segregation or a lack of contact and dialogue between people, even where there are protective laws. Evidence has shown that, under the right conditions, the more contact people with different backgrounds and lifestyles have with each other, the less likely they are to think and behave in prejudicial ways.” (Intercultural Cities, glossary)

Intercultural: “The term ‘intercultural’ has many meanings, and these meanings can change according to the context. For the purposes of clarity, ‘intercultural’ refers not only to the organic and sometimes chaotic social reality of large urban centres, with people from different social and cultural backgrounds interacting in often unexpected and unpredictable ways. It also refers to the efforts of local actors (policy-makers, city planners, community organizers, academics, etc.) in cities across the globe to promote intercultural principles and policies as a means of fighting discrimination and promoting social cohesion within and between communities. Intercultural policy for cities generally refers to initiatives that raise awareness about the advantages of diversity but also seeks to reduce the negative impact of discrimination at the same time as it encourages positive interactions between people of different ethnic and racial backgrounds.” (White, & Frozzini, 2022, p. 2, our translation)

Intersectionality: “Intersectionality is a tool designed to analyse the way that various social hierarchies are connected and mutually reinforce one another. Intersectionality aims to consider all aspects of an individual’s identity when discussing experiences of discrimination or oppression that the person has had—e.g., by taking into account the fact that Indigenous women experience sexism *and* racism, as a result of which their life experiences differ from those of Indigenous men or white women. Intersectionality gives us a better understanding of how systems of oppression and discrimination (in this case, racist and sexist) overlap and magnify one another.” (Amnesty International, our translation)

Micro-aggression: “Microaggressions are verbal or non-verbal actions or behaviours that communicate condescending, derogatory or negative messages targeting specific racialized groups or Indigenous people in connection with their relationship to one or more marginalized groups. Perpetrators of micro-aggressions may be unaware of their actions, which reveal implicit biases. Micro-aggressions are frustrating and invalidating for the targeted person and can have harmful effects on the mental health of people to whom they are directed.” (Amnesty International, our translation)

Multiculturalism: "Paul May proposes three definitions. The first, which is sociological, designates '*the ethnic, cultural and religious heterogeneity of a country*'; resulting from post-colonial immigration in particular. The second, which is more philosophical and prescriptive, seeks to highlight this diversity from a social justice perspective (Taylor, Young, Tariq Modood) with the aim of strengthening the democratic ideal. The third relates instead to the institutional sector, covering programs that arise from the multiculturalist idea of social justice." (Flipo, 2018, our translation)

Citizen Participation: "The exercising of civil, social and political rights and the associated responsibilities in a wide variety of locations (associations, groups) and at different levels (local, regional, national, international)." (Tremblay, Frozzini, Agbobli, White & Martin, 2024, p. 13)

Pluralism: "Identities come in many forms and often intersect in ways that shape people's experience of the world. Pluralism means recognizing, valuing and respecting diversity. When embracing pluralism, societies go beyond simply including diverse peoples and communities into existing institutions and cultures. Instead, pluralism encourages societies to make changes that lead to the recognition and belonging of diverse peoples. This allows people's lives, communities and institutions to be enriched with new perspectives and ideas." (Global Pluralism Monitor)

Prejudice: "Preconceived attitudes towards a group or its members, untested and therefore unjustified by evidence. While there are both positive or negative biases, the term 'prejudice' has a generally negative connotation, since prejudices do harm and injury. Very often, they are closely related to a sense of belonging (or not) to groups and the roles individuals are supposed to have within them, thus altering the ability of the target group to self-identify. They are associated with emotions such as dislike, mistrust, fear, or even hatred. They do not allow us to see others as individuals, nor to recognize diversity among the members of a stereotyped group." (Intercultural Cities, glossary)

Racial profiling: "Racial profiling belongs to a set of behaviours and relationships with certain racialized populations. Even if the action is taken by a specific individual who is viewed as a 'bad apple,' 'racial profiling must not be understood as an isolated phenomenon depending exclusively on bad behaviour and/or bad people who simply need to be identified and neutralized to resolve the problem.' Racial profiling practices are the product of the dynamics and practices involved in the functioning of an organization, system or institution. In principle, racial profiling is not intended to be racist. When police officers tend to punish or monitor racialized people more often for the same violations or behaviours, it represents a form of systematic racial profiling characterized by the principle of 'double standards.'" (Armony, Hassaoui & Mulone, 2021, p. 5, our translation)

Racism: "A theory or ideology which, starting from the premise that different human races exist, considers those races to be unequal. Racism involves hostile or contemptuous attitudes and behaviours toward certain people due to their skin colour or their ethnicity or nationality. Learn more about race or skin colour as a ground for discrimination." (CDPDJ, our translation)

Stereotype: "A preconceived and learned (often at a very young age) belief about a group of people. Stereotypes seek to explain what people do (their conduct and behaviour) based on who they are (their 'racial' or ethnic group, gender, etc.). They are beliefs held by a community." (Amnesty International, our translation)

Living together: "Living together in the city refers to a dynamic process involving various stakeholders in order to foster inclusion and a sense of safety and belonging. Promoting living together means recognizing all forms of diversity, fighting against discrimination and working to facilitate peaceful co-existence among society's members. To implement living together, local stakeholders must work together to identify values that contribute to positive interactions and social cohesion." (UNESCO)

Xenophobia: "Hostility toward strangers or that which comes from abroad. It is primarily motivated by fear of the unknown and of losing one's own identity." (Amnesty, our translation)

References Sources:

- Amnesty International: <https://amnistie.ca/lexique-pour-lantiraciste> (in French)
- Armony, V., Hassaoui, M., & Mulone, M. (2021). *Portrait de recherche sur les interpellations dans le dossier profilage*. Repentigny: Centre de recherche interdisciplinaire sur la diversité et la démocratie (CRIDAQ). Available at <https://cridaq.uqam.ca/wp-content/uploads/2021/09/Rapport-Armony-Hassaoui-Mulone-SPVR.pdf> (in French)
- Council of Europe Intercultural Cities Programme:
 - Intercultural Glossary: <https://rm.coe.int/intercultural-glossary/1680a836f2>
 - Intercultural Competencies: <https://www.coe.int/en/web/interculturalcities/intercultural-competence>
 - White Paper on Intercultural Dialogue: https://www.coe.int/t/dg4/intercultural/source/white%20paper_final_revised_en.pdf
- *Commission des droits de la personne et des droits de la jeunesse du Québec* (Quebec Human Rights and Youth Rights Commission): <https://www.cdpdj.qc.ca/fr/lexique> (in French)
- *Concertation Montréal* (Co-operation Montreal): https://concertationmtl.ca/wp-content/uploads/2021/11/Glossaire_ImmigrationParticipationInclusion.pdf (in French)
- Flipo, F. (2018). De quoi le multiculturalisme est-il la reconnaissance? *Nonfiction*. [Book summary]. Available at <https://www.nonfiction.fr/articleprint-9456-de-quoi-le-multiculturalisme-est-il-la-reconnaissance.htm> (in French)
- Goulet, M.-J., Champagne, A., Bérubé, F., Cambefort, N., Frozzini, J., Gallard, I., ... Saffari, H. (2024). Camie, développement d'une formation sur l'inclusion des personnes étudiantes de l'international par une équipe multidisciplinaire : Quelles étapes et quels leviers pour y parvenir? *Relais*, 10. <https://oresquebec.ca/relais/camie-developpement-dune-formation-sur-linclusion-des-personnes-etudiantes-de-linternational-par-une-equipe-multidisciplinaire-queelles-etapes-et-quels-leviers-pour-y-parv/>
- Global Pluralism Monitor: <https://monitor.pluralism.ca/about/what-is-pluralism/>
- MIDI. (2015). Glossaire-MIDI. MIDI, Gouvernement du Québec. http://www.mifi.gouv.qc.ca/publications/fr/dossiers/Glossaire_ImmigrationParticipationInclusion.pdf
- Quebec Inter University Equity Diversity Inclusion Network: <https://rqedi.com/wp-content/uploads/2022/03/guide-paee-universites-RIQEDI.pdf> (in French)
- Tremblay, M., Frozzini, J., Agbobli, C., White, B.W., & Martin, N. (2024). *Dialogue citoyen pour l'harmonisation des relations interculturelles* (pp. 5-18). Montréal (Quebec): Presses de l'Université de Montréal.
- UNESCO: City Policies on Living Together: <https://unesdoc.unesco.org/ark:/48223/pf0000368169>
- White, B.W., & Frozzini, J. (eds). (2022). *Villes interculturelles au Québec: Pratiques d'inclusion en contexte pluriethnique* (pp. 1-23). Montréal (Québec): Presses de l'Université du Québec. Available at https://extranet.puq.ca/media/produits/documents/4261_9782760558335.pdf (in French)

Editorial Information

The Canadian Race Relations Foundation (CRRF) is a federal Crown corporation. The CRRF respectfully acknowledges that the land on which the head office is located is the traditional territory of many nations — including the Mississaugas of the Credit, the Anishnabeg, the Chippewa, the Haudenosaunee and the Wendat peoples — and is now home to many other diverse First Nations, Métis and Inuit. We also acknowledge that Toronto is covered by Treaty 13, and that the CRRF staff and Board members individually reside on the traditional lands of many First Nation, Métis and Inuit across this country. The CRRF respects and honours the inherent and treaty rights of all Indigenous peoples and is committed to working alongside Indigenous nations and peoples to combat racism and mobilize action on the path towards reconciliation. This land acknowledgement was developed with input from the First Peoples Group, to whom we are grateful for sharing guidance.

Authors and Researchers

Jorge Frozzini

Canada Research Chair in Intercultural Communication and Management Technologies in a Pluralistic Environment. Professor at Université du Québec à Chicoutimi (UQAC)

Bob W. White

Full Professor of Anthropology at Université de Montréal and Director of the Laboratoire de recherche en Relations (LABRRI)

James Lamarre

Research assistant

Our thanks to :

Our thanks go first to Bochra Manaï, Montreal's anti-racism commissioner at Montreal City Hall. It was with her that the idea of bringing Quebec municipalities together around the issues of diversity and inclusion took shape. She was also extremely involved throughout the project, enabling the municipalities to attend meetings with the City of Lyon (France) and raise awareness of new inclusive practices.

Representatives from municipalities who joined us monthly for a year to discuss inclusion at the municipal level: the Domaine-du-Roy RCM, Appalaches RCM, the cities of Adstock, Longueuil, Montreal, Québec, Repentigny and Sherbrooke.

The representatives of municipalities across Quebec who opened their doors to us to present their initiatives (the Cities of Coaticook, Chicoutimi, Gatineau, Lévis, Repentigny and Quebec City) as well as municipalities in the rest of Canada who agreed to discuss policies and programs in and by their cities with us: the Cities of Calgary, Halifax, Ottawa, Toronto and Vancouver.

We would also like to express our gratitude to the Union des Municipalités du Québec (UMQ), Centraide and the Canadian Commission for UNESCO, for their review of the guide. Their expertise was much appreciated.

Finally, we would like to extend special thanks to Michèle Vatz-Laaroussi from the Université de Sherbrooke and Pascale Caidor from the Université de Montréal, who read a first draft of this report. Their comments and feedback were of tremendous assistance.

ISBN 978-2-9822589-1-4

Published in Montréal, Canada, 2025



Canadian
Race Relations
Foundation

crrf-fcrr.ca