

Consultation on systemic
racism and discrimination

Consultation Document

Prepared by the municipal administration for
the Office de consultation publique de Montréal

April 2019

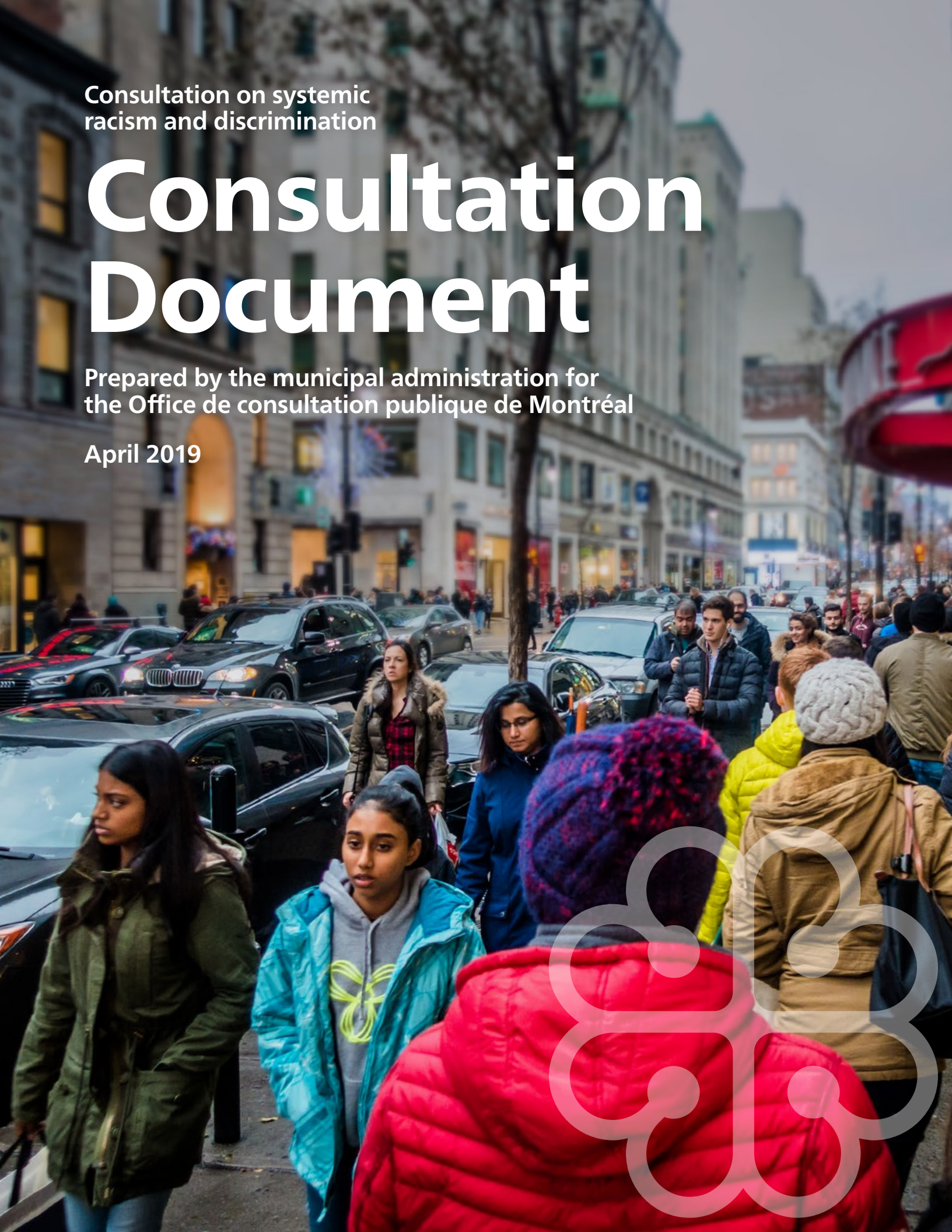




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Introduction

On July 27, 2018, a group of residents exercised their right of initiative to public consultation by tabling a petition with some 22,000 signatures at Montréal city hall.

The municipal administration first ensured that the petition had the 15,000 signatures required to launch a public consultation. Montréal's executive committee then mandated the Office de consultation publique de Montréal (OCPM) to hold a public consultation on the subject cited in the petition: **systemic racism and discrimination.**

Montréal, firmly against racism and discrimination

As a municipal administration, Montréal unequivocally condemns all forms of racism and discrimination, and it wishes to ensure that all residents can assume their responsibilities and exercise their rights within the broader Montréal community.

Québec's largest city is renowned worldwide for its cosmopolitanism and its genuine efforts to achieve peaceful and egalitarian relations. The municipal administration has fulfilled its role in this regard over the past three decades by taking action on several fronts to promote integration, combat the various forms of racism and discrimination, and embrace its diversity. This commitment is clearly reflected in the formal positions adopted by the municipal administration, including in the Montréal Declaration Against Racial Discrimination, adopted in 1989.

The municipal administration, among the measures it has established, responds to the advice, opinions and recommendations it receives and conscientiously ensures that they are addressed through the proper follow-up procedures. It organizes training sessions in intercultural communications for employees to further build their capacity to interact effectively, both among themselves and with the broader public.

Additionally, the city uses gender-based analysis (ADS+) to design and implement its policies, action plans, programs and projects. This approach, which draws on the notion of intersectionality, is used upstream to measure the impact and differential effects (according to gender, class, ethno-cultural origin, etc.) of specific situations in order to respond more appropriately to the needs of a diversified population.

A reception favourable to consultation

The municipal administration welcomes this consultation on systemic racism and discrimination, viewing it as an opportunity to further promote a constructive dialogue, which will help identify issues of importance to Montréal's future and evaluate the city's actions in connection with these issues.

In addition to these efforts, the municipal administration is well aware that Montréal society is rapidly evolving. Is the city doing enough, wherever it can? What steps can be taken to prepare for the future? Are other partnerships possible?

The municipal administration hopes the OCPM consultation will give rise to new insights into issues about which not enough is known or issues that are neglected, as well as emerging needs or new solutions to put in place. In this context, the municipal administration is prepared to improve or adapt accordingly, within the scope of its authority.

This consultation offers Montréal residents and civil society stakeholders a rare opportunity to come together to voice their opinions and reflect upon these challenging issues, which must be addressed for the sake of our individual and collective well-being. The city will actively contribute to this exercise by giving the needs and viewpoints thereby expressed all the attention they deserve.

Why this document?

This document was drafted by the municipal administration. It is intended for all the people and organizations interested in the OCPM consultation on racism and systemic discrimination.

The overview presented here is as accurate as possible without being exhaustive. It summarizes the actions the city is taking to counter racism and systemic discrimination, in accordance with the objectives set out in the petition. As well, Appendix I outlines the many actions undertaken by the city, alone or in partnership, to promote inclusion and peaceful relations.

"Other grounds"

It bears emphasizing that in order to respond to the petition, this consultation concerns **racism and discrimination based on race, colour, religion, and ethnic or national origin**. The other grounds for discrimination prohibited under the *Québec Charter of Human Rights and Freedoms*, including gender, disability, age, sexual orientation or social condition, will not be addressed inasmuch as they co-exist with the grounds cited above. There are means and mechanisms of expression specific to these "other grounds."



Discrimination and racism

Definitions and elements to consider



The following definitions are offered to ensure a shared understanding of the main terms used in the consultation on systemic racism and discrimination.

Discrimination¹

Distinction, exclusion or preference that is founded on a **ground prohibited** under the Québec Charter of Human Rights and Freedoms and that effectively nullifies or compromises a right or a freedom protected by the Charter, or the exercise of that right or freedom.

Prohibited grounds for discrimination: race, colour, gender, gender identity or expression, pregnancy, sexual orientation, civil status, age (except to the extent provided by law), religion, political convictions, language, ethnic or national origin, social condition, disability or the use of a means to compensate for a disability.

Direct discrimination

Distinction, exclusion or preference that openly and avowedly targets a person or a group, that is based on a prohibited ground under the Québec Charter of Human Rights and Freedoms and that effectively nullifies or compromises the recognition or exercise of a right or freedom protected by the Charter.

Example: Refusing to rent an apartment to someone on the basis of their origin.

Indirect discrimination (or “adverse effect” discrimination)

Distinction, exclusion or preference that is based on the application of a neutral rule, policy or practice, but that has harmful effects on a person or a group presenting certain personal characteristics, and that effectively nullifies or compromises a right or a freedom protected under the Charter by imposing on them obligations, penalties or restrictive conditions that are not imposed on others.

Example: The use of height as a hiring criterium to exclude individuals from a visible minority who are shorter on average.

Systemic discrimination

Discrimination resulting from the dynamic interaction between decisions and attitudes that are tinged with prejudice, as well as from organizational models and institutional practices that have prejudicial effects (intended or not) on groups protected by the Charter.

Example: The establishment of hiring criteria that create obstacles to employment for visible minorities.

Racism

Theory or ideology, based on the assumption that there are separate human races, which considers these races unequal. Racism leads to hostile and contemptuous attitudes and behaviours towards certain people because of their color or of their ethnic or national origin.²

Racism finds expression in subtle, indirect and insidious forms, founded on the idea that certain cultures cannot be assimilated into the dominant culture, tradition or lifestyle of a national or majority group. Genetics has shown that races do not exist, that human beings belong to a single species. Yet, racism is a reality, a social phenomenon with serious consequences for victims and societal relations.

1. Source of the definitions of various forms of discrimination: www.cdpcj.qc.ca/fr/pages/lexique.aspx#lexiqueD.

2. Source: <http://www.cdpcj.qc.ca/fr/pages/lexique.aspx#lexiqueR>.

Systemic racism

The social production of racial inequality in decisions about people and in the treatment they receive. Racial inequality is the result of a society's arrangement of economic, cultural and political life. It is produced by the combination of social constructions of races as real, different, and unequal, known as racialization; the norms, processes, and service delivery of a social system, known as structure; and the actions and decisions of people who work for social systems, known as personnel.³

Racialization (or racization)

Historical or ideological process whereby a specific meaning is ascribed to human biological traits in order to construct distinct and hierarchical social communities named "races." Classifying humanity into distinct "races" based on varied criteria drawn from physical anthropology or population genetics constitutes a racist ideology, which was first asserted and refined in the 19th century. Those who now propose to strike the word "race" from their writings and discourse and to use the expression "process of racialization" do so to distance themselves from it and clearly indicate that race is a social and political construct based on historical power relations.⁴

Intersectionality

An approach that considers situations under which several grounds for discrimination are combined and serve to multiply the effects of exclusion. Such is the case, for example, when a ground such as "colour" is added and interacts with other grounds, such as an individual's social condition, gender or age. This approach, which draws in part on **gender-based analysis (ADS+)**, makes it possible to properly understand how the fight against systemic discrimination and racism intersects with the fight against poverty, particularly for Indigenous women or women belonging to a visible minority. It can also be used to study the many systems of oppression that penalize Indigenous people and members of visible minorities.

3. Definition taken from the Barreau du Québec and the *Report by the Commission on Systemic Racism in the Ontario Criminal Justice System*, Toronto, Queen's Printer for Ontario, 1995.

4. Micheline Labelle, *Racisme et antiracisme. Discours et déclinaisons*, Presses de l'Université du Québec, 2011.

Overview of Montréal's demography



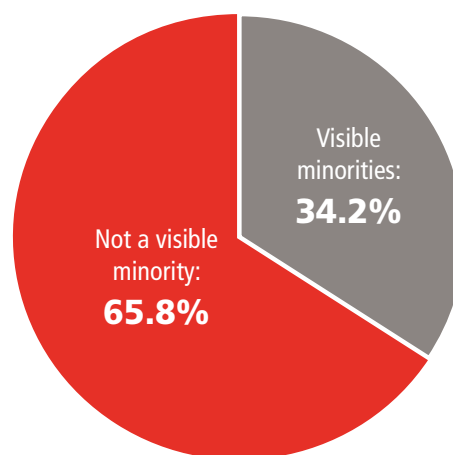
Montréal⁵ is among the world's most cosmopolitan cities. Overall, its immigrant residents represent more than 125 ethno-cultural communities from more than 35 countries, mainly Algeria, France and Haiti.

About 70% of immigrants to Québec settle in Montréal. In recent years, the number of new immigrants has increased the proportion of immigrants. Thus, in 2006, immigrants accounted for 30.8% of Montréal's total population. By 2016, this proportion had risen to 34.3%, an increase of 16.9%.

The population of Montréal in 2016 - highlights

- The city is home to 1,704,694 residents.
- One person in five (20.5%) was born in Canada and has at least one parent who was born abroad (second-generation immigrants).
- More than one third of Montréal's population identifies as a visible minority, all places of birth included.
- The unemployment rate among new immigrants is twice as high (17%) as it is among non-immigrants (8%). This disparity is even greater among women (see Figure 2).
- A third of new immigrants (34%) and more than a quarter of Indigenous people living in Montréal (27%) have a low income, meaning a significant proportion of their income goes towards basic necessities.
- Among people living with homelessness, 20% are immigrants and 12% are of Indigenous origin.

Figure 1 – Proportion of the population identifying as a visible minority (all places of birth included), Montréal, 2016



What is the difference?

The three terms below are used in this document and mean the following:

- **New immigrants:** people who were born abroad and immigrated in the last five years.
- **Immigrants:** people who were born abroad and who immigrated to Canada. (1st generation)
- **People with an immigrant background:** immigrants AND people born in Canada with at least one parent who was born abroad (1st and 2nd generation)

5. All these data are from Statistics Canada, except the data concerning people living with homelessness in Montréal, which stem from a 2015 count done in Montréal. The tables were produced by Montréal en statistiques, which is part of the city's Service de développement économique.

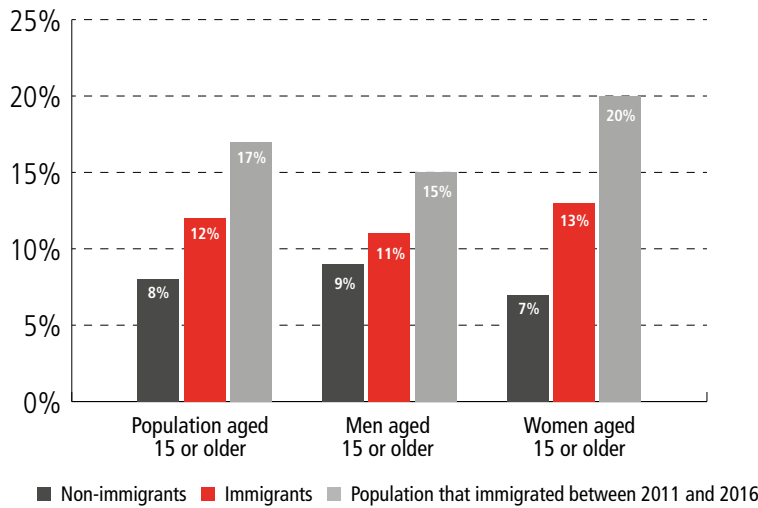


Figure 2 – Unemployment rate based on immigration status and gender, Montréal, 2016

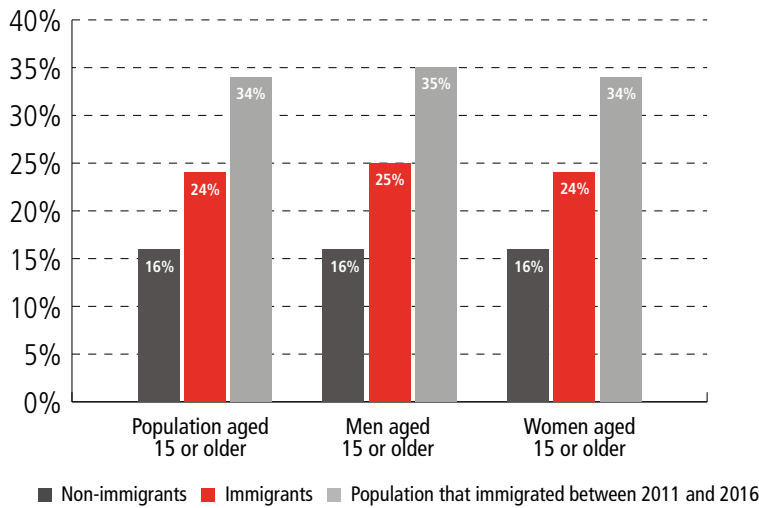


Figure 3 – Rate of low incomes after taxes, according to immigration status and gender, Montréal, 2016

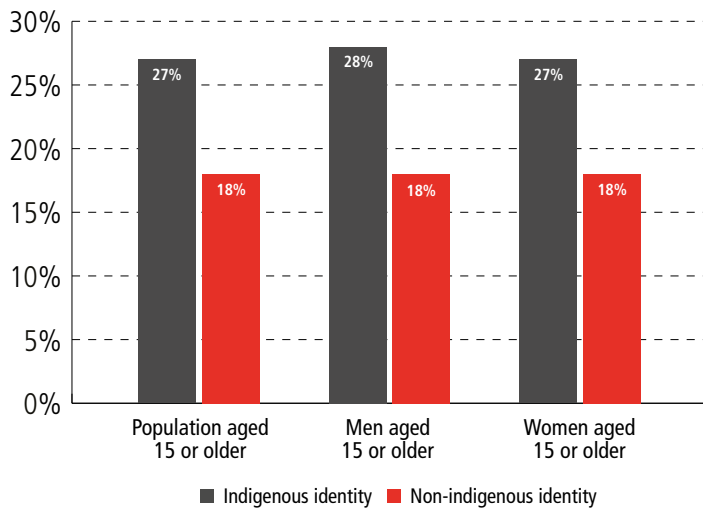


Figure 4 – Rate of low income after taxes, according to Indigenous identity and gender, Montréal, 2016



**A proactive
administration**

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Montréal progresses and is enriched through contact with others and with cultural differences, thereby forging its own personality. Since the 1980s, the city, as a municipal administration, has sought to combat all forms of racism and discrimination and to promote inclusion. Its goal: to ensure that each resident can lead a full, fulfilling and dignified life within the broader Montréal community.

Clear and formal commitments

The municipal administration on several occasions has made a commitment to thwart various forms of racism and discrimination and to promote inclusion, mainly through the following documents:

- Montréal Declaration Against Racial Discrimination (1989)
- Montréal Declaration for Cultural Diversity and Inclusion (2004)
- Montréal Charter of Rights and Responsibilities (2005)
- Montréal Declaration on Living Together (2015)

The municipal administration also joined a pair of important coalitions of cities committed to the same process: the Canadian Coalition of Municipalities Against Racism and Discrimination, and UNESCO's International Coalition of Inclusive and Sustainable Cities.

See *Appendix III* to learn more about city's other commitments on these issues.

Unifying values

The city, in all its actions, seeks to embody and promote the values underlying the Montréal *Charter of Rights and Responsibilities*:

- respect for human dignity
- equality
- inclusion
- tolerance
- justice

Powers conferred under law

In order to understand the city's actions in the fight against racism and discrimination and in the area of immigration and inclusion, it is vital to know what its powers are.⁶ Municipal powers officially recognized by the Government of Québec under the *Charter of Ville de Montréal, metropolis of Québec*, make it possible to act legally in specific areas of jurisdiction.

On the island of Montréal, municipal powers can be exercised, depending on the case, by the following authorities: the agglomeration council (agglomeration powers), the municipal administration and its 19 boroughs (local powers).

6. The information in this section is based on the laws in force at the time that this document was drafted. It is a general list of powers cited in legislative documents governing the Ville de Montréal, and certain powers may not be included. Delegations and declarations of powers under section 85.5 of the Charter of Ville de Montréal are not mentioned. Thus, a power presented here under the responsibility of an authority could in fact come under a separate authority.

The main powers vested in the agglomeration council:

- Municipal assessments
- Public transit
- Some public security elements
- The municipal court
- Social housing and assistance for people living with homelessness
- Prevention of and fight against drug addiction and prostitution
- Economic development elements
- Land use planning and development

Main powers vested in city council:

- All powers not specifically vested in the agglomeration council or borough councils
- A few human resources elements
- The adoption of a *Montréal Charter of Rights and Responsibilities*
- A few elements of land use planning and development
- The environment
- Sanitation
- Public security
- Peace, order, good government and the general well-being of Montréal residents

City council, among its responsibilities, adopts the city's annual budget. It can also make decisions pertaining to public security, governmental agreements, home renovation subsidy programs, the environment, the Master Plan, the Three-Year Capital Works Program, etc.

Main powers of borough councils:

- A few elements of land use planning and development, including the zoning by-law.
- Financial assistance to an organization carrying out activities in a borough with a local, community, cultural or social development mission.
- Financial assistance to an organization whose goal is to promote physical or cultural activity in a borough.
- Parks as well as cultural, sports or recreation facilities located in a borough, except those that come under the agglomeration council or city council.
- Roads, signage, traffic control and parking across the local network.
- Occupancy of public property, except as it pertains to the installation of an electrical, gas, telecommunications or cable distribution network.

It is important to emphasize that the boroughs are independent when it comes to decisions concerning their areas of jurisdiction.

And what about immigration?

The Government of Québec has jurisdiction over immigration, as stipulated in the *Québec Immigration Act*. However, owing to its role as a metropolis and a local government, the municipal administration oversees the reception and integration of people with an immigrant background.

The municipal administration and Montréal's boroughs, in fact, are best placed to act at the local level, since they constitute "the smallest level of public authority empowered to act."⁷ For this purpose, they mobilize numerous partners and use their powers, leadership, infrastructures and local points of service: libraries, arts centres, sport and recreation facilities, Accès Montréal offices, etc.

Two main types of action

It is within this highly legal framework that the municipal administration can take action:

1. Against racism and discrimination.

2. To integrate people with an immigrant background and include each and every resident.

1. Against racism and discrimination; the municipal administration acts mostly in the following areas:

- political and administrative engagement
- hiring and training of municipal employees
- awarding of contracts to suppliers
- ethical conduct of employees
- dealing with hate crimes
- zoning in places of worship

2. To promote integration and inclusion, the municipal administration acts mostly in the following areas:

- political and administrative engagement
- training and awareness of its employees
- social and community housing
- social development
- economic development
- access to cultural, sports or recreation activities
- support for artists and cultural events

The city's actions can thus serve to combat racism and discrimination or promote peaceful relations among its residents. They are often complementary, and each is essential to the development of an egalitarian, equitable, unified and open society.

7. What we call the principle of subsidiarity.

Examples of actions against racism and discrimination:

- To combat racial and social profiling: the implementation of 42 commitments (see Section 5).
- To make its workforce more representative of the composition of the population: the access to employment equality program and the Programme des conventionnels (see Section 4).

Examples of actions in favour of inclusion and peaceful relations (see Appendix I):

- Various social development programs and projects geared to isolated or disadvantaged people, such as new immigrants, people living with homelessness, vulnerable youth from visible minorities, etc.
- Measures to support entrepreneurship among members of ethno-cultural communities and Indigenous people.
- Several public security measures to steer certain youth away from criminal environments, support people in crisis situations, etc.
- Numerous cultural activities to build bridges to people living in isolation, such as certain immigrant women, and to assist people learning French, support Indigenous artists and ethno-cultural communities, etc.

Responsible elected officials and teams

Since 1987, the municipal administration has appointed elected officials responsible for intercultural relations, formed committees to advise the mayor on these issues as well as specialized administrative teams.

Recently, the city established the International Observatory of Mayors on Living Together (2015), the Bureau d'intégration des nouveaux arrivants à Montréal (BINAM) and the Service de la diversité et de l'inclusion sociale (2019).

See Appendix 2 to find out more.

The ombudsman, a recourse for residents

In 2002, the city created the first municipal ombudsman department in Canada. The [ombudsman de Montréal](#) offers a recourse to residents who experience a situation with the city that they deem to be unjust. The ombudsman acts in part to ensure that the *Montréal Charter of Rights and Responsibilities* is respected.

Joint efforts with the Government of Québec

In the past two decades, the municipal administration has signed a number of agreements with the Ministère de l'Immigration, de la Diversité et de l'Inclusion (MIDI) aimed at establishing and supporting initiatives in the following areas:

- social and economic integration of people with an immigrant background
- the fight against racism and discrimination
- the development of peaceful intercultural relations

The most recent agreement covers the period from 2018 to 2021.

In order to fight against poverty and social exclusion, the municipal administration acts within the framework of administrative agreements established with the Ministère du Travail, de l'Emploi et de la Solidarité sociale (MTESS). For the last 20 years, these agreements have made it possible to support numerous projects geared to people with an immigrant background and carried out mainly in Montréal boroughs.

Partners, indispensable allies

In several important areas, the municipal administration is working with specialized or local organizations, public institutions as well as provincial and federal departments. These partners make a major contribution to the city's efforts to promote the inclusion of immigrants or marginalized people, combat racism and discrimination, and foster relations based on respect and equality in Montréal communities.



**The city as
employer and client**

4

The municipal administration relies on a workforce of some 26,000 employees, practicing hundreds of occupations and professions, to execute all the tasks that fall within its powers. Because of the diversity and quantity of its activities, the city also holds considerable purchasing power. Employer and client: the city deploys numerous measures to achieve equality and equity.

Two core values: equality and respect

As an employer, the municipal administration seeks to reflect the population it serves in all its diversity. In doing so, it complies with the **general laws governing work and community living** in Québec, while appropriating the means to provide improved services.

Because the city has more than 100 employees, it is subject to the:

- *Act respecting equal access to employment in public bodies*

In a more general manner, the municipal administration upholds the value of respect for the person, as defined and legislated under the:

- *Charter of Human Rights and Freedoms*
- *Act respecting occupational health and safety*
- *Act respecting labour standards* (Chapter n-1.1)

The municipal administration, recognizing its social and legal responsibility in this matter, pledged to take all the necessary measures to offer a work environment free of harassment, where all municipal employees and residents dealing with the city are treated with respect, civility and dignity.

Equality in employment: 10 years of action

In 2008, the city adopted an **equal access to employment program** (PAEE) aimed at increasing the number of employees from the five following groups: women, Indigenous people, visible minorities, ethnic minorities, and people with disabilities.

This extensive program includes 87 measures, 56 of which are intended mainly to eliminate discriminatory aspects of the employment system and ensure the right to equal employment opportunities for all employees.

In order to execute the PAEE, the city developed and implemented action plans, the most recent being the **Action Plan for Diversity in Employment 2016-2019**. In it, the city undertakes to:

- increase hiring and efforts to promote members of the target groups
- optimize the integration of new employees
- develop competencies and support the career development of employees
- raise awareness of the advantages of employment diversity among employees

In 2019, the municipal administration updated the PAEE, with special attention on intersectionality issues.

To require and ensure respect

One of the support measures contained in the PAEE is the **Policy of respect for individuals**. With this policy, the city applies zero-tolerance to all types of harassment, including discriminatory harassment based on one of the grounds cited in section 10 of the *Québec Charter of Human Rights and Freedoms*.

The Policy of respect for individuals is aimed primarily at:

- preventing harassment and dealing with situations involving harassment
- offering employees psychological support services
- establishing a complaint processing procedure

The municipal administration uses a variety of means to implement this policy:

- custom training on issues specific to certain work environments
- the Employee Assistance Program, through which an external firm offers psychological support (completely confidential)
- a consultation service providing access to certified professionals across a variety of fields

Example if an achievement

Mediation to find a solution

The city implemented informal conflict resolution processes, including mediation. These methods make it possible to act in a timely manner to prevent a deterioration in the work environment. All people concerned are involved from the outset of a potential conflict, thereby facilitating constructive dialogue and encouraging solutions that are satisfactory and sustainable.

Targeted search for employees

The municipal administration deploys a range of **proactive staffing measures** to draw interest in its employment offers among groups targeted under the PAEE (women, Indigenous people, visible minorities, ethnic minorities and people with disabilities). The municipal administration also seeks to better reach youth and new immigrants.

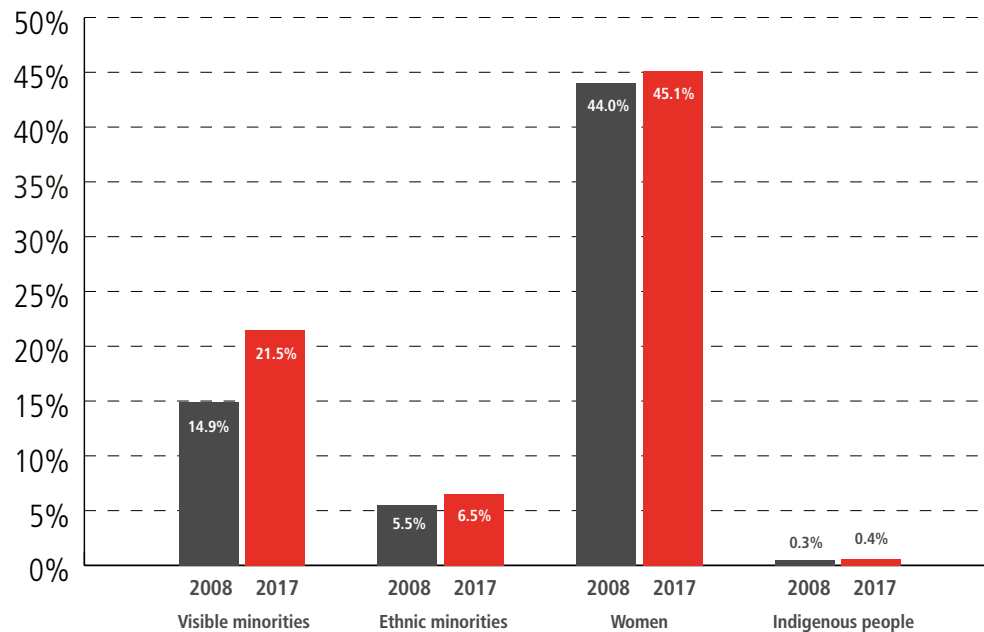
In order to improve representativeness among its employees, the municipal administration, together with ROSINI, is part of a working group attempting to better understand the problems encountered by new immigrants attempting to gain access to municipal employment. This group is also working to propose concrete solutions to recruitment teams and to better support the reception, integration, employment, job retention and career advancement of people with an immigrant background hired by the city.

In practice, the municipal administration:

- reaches out to job seekers through networking activities
- participates in the Salon de l'immigration, the Bienvenue aux personnes immigrantes job fair, etc.
- holds a seat on the organizing committee for the MAMU! Indigenous employment fair
- presents employment workshops and conferences
- promotes student employment in the Service de police de la Ville de Montréal and the Service de sécurité incendie de Montréal
- manages the "Diversité en emploi Ville de Montréal" Facebook page
- offers employability organizations a subscription to job offers posted by the city
- etc.

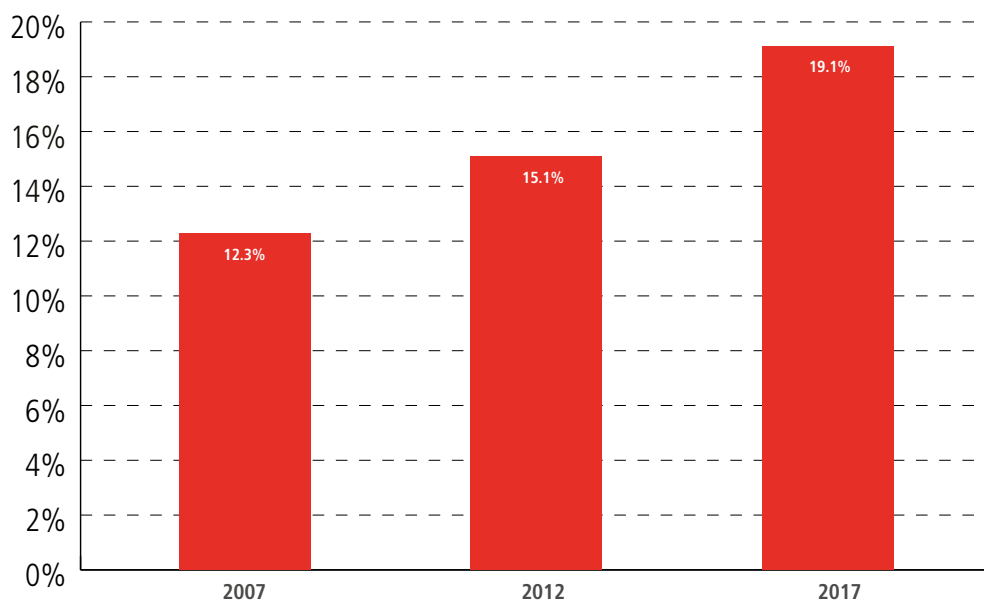
According to a report produced in the spring of 2018, the proportion of hirings of people from visible minorities and ethnic minorities as well as Indigenous people increased from 20.7% in 2008 to 28.4%, in 2017. The following table demonstrates the progress in hiring members of four of the five target groups since the program was implemented in 2008.

Hiring of target groups



Taking the municipal workforce as a whole, the representation of visible minorities, ethnic minorities and Indigenous people has increased from 12.3% to 19.1%. Significant progress has been achieved among scientists, while representation of visible and ethnic minorities among white-collar workers has jumped, respectively, from 12.3% to 35.2%, and from 15.7% to 29.9%.

Representation of visible minorities, ethnic minorities and Indigenous people in proportion to the total workforce



Among all employees promoted in 2017, 22.9% identified as members of a visible or ethnic minority. This proportion reached 28.0% among general professionals and 40.0% among scientists.

Example of best practices

Effective measures adopted by the STM

In order to offer equal opportunities to all candidates, the Société de transport de Montréal has reviewed its selection tools so as to eliminate all ethno-cultural biases. It also identifies candidates from under-represented groups and promotes career opportunities with organizations helping the target groups integrate into the job market.

These efforts have paid off: Overall representation of visible minorities, ethnic minorities and Indigenous people at the STM increased 23.5% in 2013 to 29.6% in 2017, and 48% of people hired in 2017 were from one of these groups.

Employment diversity: also a question of training

Also in connection with the Action Plan for Diversity in Employment 2016-2019, the municipal administration offers **training aimed at developing intercultural competencies** among its managers, recruitment staff and its workforce as a whole.

These training sessions vary, depending on the work context and the duties to fulfill. They include:

- employee training on intercultural communication in the workplace
- training day on communication and professional collaboration in a context of employment diversity, mandatory for employees taking part in the professional mentorship program
- training for managers on reasonable accommodation
- management module on diversity (for managers)
- training on recruitment in a diversity context for employees at the city's Centre de dotation
- training on mobilizing complementary teams (for SIM captains)
- custom training offered by the Société de transport de Montréal, including on best practices with people living with homelessness or mental health issues

Example of best practices

Embracing the presence of Indigenous people

A new training course on Indigenous people will help improve perceptions and establish ties based on greater knowledge and understanding. In the spring of 2019, all municipal employees and elected officials will be invited to sign up for this online course (30 minutes) or for a one-day course.

Supply management: a strict framework

The municipal administration alone generates significant economic activity, acquiring a great many goods and providing work to many companies. As a responsible administrator, the city has adopted a **procurement policy** compliant with the legislative and regulatory framework in force.

The municipal administration uses transparent procedures to optimize competition when calls for tenders are issued and contracts are awarded. It also takes care to act in a credible, consistent and egalitarian manner towards the suppliers and contractors it hires. All its decisions pertaining to the awarding of contracts can be called into question, reviewed or discussed, in particular by unsuccessful bidders, and (at the city) by the Auditor General and the Bureau de l'inspecteur général.

Any contractor wishing to do business with the city must register on the Fichier municipal des fournisseurs. In doing so, the supplier undertakes to meet the following obligations:

- respect all laws and policies in force across the area of activity and in the municipal sector
- observe the highest standards of professional ethics and integrity

The municipal administration must adopt a new procurement policy in 2019, to which it will add the following condition:

Commit to respect individual rights, in accordance with local labour laws and international labour standards set out in agreements reached by the International Labour Organization (ILO) and in declarations adopted by the United Nations (UN) concerning wages, working hours, occupational health and safety, discrimination, forced labour and child labour.

In addition, until recently, the Fichier municipal des fournisseurs' registration questionnaire for statistical purposes included a question on belonging or not to a minority. This question was removed in 2018, in response to a complaint lodged by a supplier concerned that the answers provided gave rise to discriminatory treatment during the procurement process.

Other actions by the city

- The **professional mentorship** program is geared to qualified people who encounter obstacles to employment in Montréal and who wish to gain a qualifying work experience in their field. Municipal work units offer six-month mentorship programs. The municipal administration in 2018 invested \$1.5 million in the program. Some 552 people have taken part in the program since 2006, with 80% coming from a visible minority. Close to 60% went on to secure a job within three months of completing their stages.
- The Service de police de la Ville de Montréal uses **promotion criteria** to eliminate all forms of favouritism, along with **ambassador police officers** from the target groups and the **Programme des conventionnels**, an exceptional measure to facilitate access to employment in law enforcement for Indigenous people as well as people from visible minorities and ethno-cultural communities. In 2017, people from these three groups accounted for 11.6% of police officers hired per year, 11.8% of police personnel and 18.5% of liaison officers.

The fight against racial and social profiling



Racial and social profiling reflects underlying prejudices and discrimination that act as a major obstacle to the establishment of peaceful relations and inclusion for all.

Racial profiling designates any action by a person or persons in a position of authority vis-à-vis a person or groups of people, for reasons of public safety or security, on the basis of such factors as race, colour, ethnic or national origin or religion, with no valid grounds or reasonable suspicion, and which serves to expose the person to differential examination or treatment. [...] ⁸

Social profiling refers to the same type of action as racial profiling, but is based on other elements of discrimination set out in section 10 of the *Québec Charter of Human Rights and Freedoms*, notably social condition.

In the spring of 2018, the municipal administration implemented a wide-ranging **process to combat all racial and social profiling within its units and among its employees**. This set of actions stems from the public consultation held by the **Commission de la sécurité publique and the Commission sur le développement social et la diversité montréalaise (named "joint committees")** in the spring of 2017.

The joint committee formulated 31 recommendations that the municipal administration pledged to implement. In order to do so, the municipal administration is reviewing all processes that may lead to reprehensible profiling conduct: 42 commitments were announced, and their implementation began under the supervision of a monitoring committee.

The measures taken by the city include tasking a committee to analyze municipal by-laws, the rules and regulations of the Société de transport de Montréal (STM) and the Highway Safety Code, as well as a few other regulations likely to give rise to racial or social profiling. Where required, the committee will recommend textual amendments to the by-laws themselves, or changes to the application guidelines.

Reflection and ongoing improvements to police practices

While criminal profiling constitutes a legitimate police practice used to identify suspects, racial and social profiling are actions that the SPVM totally condemns. In the past several years, the SPVM has taken provisions to prevent and act against these types of profiling.

In 2018, the SPVM integrated into its action plan commitments made by the city's executive committee to fight racial and social profiling. The following is a list of the actions carried out or under implementation as of November 2018, classified according to four major categories:

1. Recognize the existence of racial and social profiling behaviour

The SPVM adopted the **Policy on racial and social profiling** and also integrated notions of inclusion and equality of treatment into its **Plan stratégique pour soutenir le personnel du SPVM en matière de prévention de profilage racial et social 2018-2021** (SPVM strategic plan to support personnel in the prevention of racial and social profiling 2018-2021), entitled *Écouter, comprendre, agir*. In their actions, police personnel must act with professionalism by applying, among other things, the following principles:

- Demonstrate the necessary discernment in relations with residents, in connection with the application of laws and by-laws, with the goal of promoting a sense of security and maintaining their trust.
- Use criminal profiling as a work method to prevent and control crime.
- Treat residents with respect and dignity.
- Maintain a climate of trust and mutual respect with the population.
- Gauge the presence of behaviours associated with racial and social profiling

8. Taken from the Commission des droits de la personne et des droits de la jeunesse, *Le profilage racial : mise en contexte et définition*, p. 15.

2. Gauge the presence of behaviours associated with racial and social profiling

The SPVM asked independent researchers to analyze random stops based on the prevailing circumstances. These researchers will then define follow-up indicators and make the data anonymous before the findings are shared.

3. Prevent behaviours associated with racial and social profiling

The SPVM distributed to its personnel a **policy on relations with residents**. It also scheduled information sessions as well as cultural and social diversity awareness sessions (see the following section), and it regularly issues reminders concerning the principles of equality and neutrality in the application of the law.

Police chiefs at the 31 local police stations (LPS) participate in various local committees formed by community organizations. Personnel at local police stations can thus better learn about the issues affecting residents at the local level.

The SPVM must also analyze random stop practices likely to cause racial or social profiling.

Given that EMRII, ESUP and RIC teams (see Appendix I) have been cited as positive examples by the joint commission, the possibility of extending these types of initiatives to the entire island is being studied.

4. Maintain the trust of residents and mutual respect

The SPVM will table an annual **report on various aspects of racial and social profiling**.



Actions taken by the SPVM



The Service de police de la Ville de Montréal (SPVM) plays a complex and fundamental role in ensuring public security while preserving relationships of trust with the residents it serves.

Complaints taken seriously

The SPVM evaluates each police officer based on his or her soft skills, that's to say interpersonal skills. It has also adopted standards of conduct, and failure to comply with those standards can result in sanctions. Moreover, it established mechanisms for staying informed about any follow-up carried out with personnel cited in allegations of discriminatory behaviour, or racial or social profiling.

Since 2009, **Bureau du service aux citoyens** (BSC) has received requests, comments and complaints from the public, and it ensures that each file is adequately processed. Based on the data collected, it identifies, where applicable, inappropriate conduct among its personnel as well as shortcomings in the SPVM.

When a complaint is filed, the BSC sends to the complainant a letter informing him or her of the police ethics process initiated.

On learning that a member of his or her team has acted in a manner that is prohibited, the manager:

- Informs the person targeted by this alleged behaviour about the recourse available to him or her.
- takes the corrective measures that are required: training, coaching, management follow-up, etc.
- Takes the appropriate disciplinary measures, where required.
- Informs the Division des affaires internes et normes professionnelles of all the steps taken.

In 2018, the Bureau du service aux citoyens opened 4,848 files concerning 2,145 police officers: 2,691 files citing complaints; 911 files containing comments; 1,197 files containing information requests.

Hate incidents and hate crimes: prevention and handling

The **hate incidents and hate crimes unit**, in operation since May 2016, combines inquiries and prevention to better deal with various social problems. All victims of hate incidents or hate crimes, or all people concerned with radicalization leading to violence can contact this unit

The team carries out prevention actions, notably with youth. It also deals with hate incidents and hate crimes. This unique SPVM practice reinforces feelings of security among victims and their friends and family.

In 2018, the team dealt with 226 hate crimes and 94 hate incidents. The centralized processing of inquiries served to strengthen ties with ethno-cultural communities, local police stations and the Service des enquêtes. It also made it possible to monitor the problem as a whole and identify new trends.

Additionally, the fact that investigators specialize in the treatment of hate files leads courts to rule on offences that were once infrequently sanctioned and helps raise the Crown's awareness of how important these issues are for residents.

Better adapting to a diversity of realities

In keeping with the Plan stratégique pour soutenir le personnel du SPVM en matière de prévention du profilage racial et social 2018-2021 (Strategic plan for support SPVM personnel in connection with racial and social profiling 2019-2021), SPVM police officers undergo **awareness training** in relation to various Montréal communities. They are thus better equipped to interact with people of different origins, with different immigration statuses.

These activities include:

- Cultural and social diversity training, which all police personnel are required to complete between 2018 and 2020, including four hours of training on Indigenous realities.
- Training sessions meant to raise awareness about Aboriginal realities.
- Training intended to strengthen intercultural competence among newly promoted management personnel.
- For police recruits, information sessions on profiling, homelessness, Indigenous realities and autism.
- For management teams in local police stations (LPS), training sessions to promote awareness of relations with residents, racial and social profiling, and Indigenous realities.

Indigenous communities: fostering a feeling of safety

For some Indigenous people, city life generates a great deal of insecurity. The SPVM is working with them to come up with innovative solutions to this problem.

Several actions have been taken, mainly:

- collaboration agreement reached with the Montréal Indigenous Network
- training of mixed patrols, including male and female police officers as well as Indigenous outreach workers
- creation of a mixed committee on sexual exploitation and human trafficking
- drafting of an agreement on missing and murdered women
- collaboration with Native Para-Judicial Services of Québec (SPAQ)
- appointment of a liaison officer
- production, in 2012 and in 2018, of reception and prevention videos for Inuit newcomers

The collaboration agreement with the Montréal Indigenous Network led to the establishment of the SPVM watchdog committee in 2016. This committee promotes information-sharing and improved collaboration with organizations linked to Indigenous people in Montréal.

Examples of achievements

Prévenir, by taking first steps

For the *Prévenir* project, the SPVM established a mixed patrol team composed of one police officer and one Indigenous outreach worker. In 2019, this team set out to meet Indigenous people arriving in Montréal by plane or bus to offer them prevention tips and information about the resources available to them.

Breaking the uniform barrier

In collaboration avec with the SPAQ, the SPVM held awareness meetings on the subject of police work at the Native Friendship Centre of Montréal and the Ullivik Centre. Visits are scheduled in 2019 to raise awareness of Indigenous realities among police personnel and SPVM partners.

An innovative program adapted to Indigenous and Inuit women

Les survivantes is an innovative project aimed at preventing sexual exploitation and supporting intervention. “Survivors” from various environments and communities promote awareness of sexual exploitation among police personnel as well as health and social services professionals. The project teaches them how to detect signs of exploitation and gives them tools with which to come to the aid of victims. Victims and loved ones, for their part, are reassured and supported throughout the process.

The program was adapted to the needs of Indigenous and Inuit women. At the outset, five “survivors” were invited to tell their stories and raise awareness of sexual exploitation; the program now includes some 12 survivors, including three Indigenous women and a man.

Two books geared to prevention were also published in collaboration with several Indigenous and Inuit organizations. In 2019, two female police officers involved in the program will publish a book on sexual exploitation among Indigenous women.

Other action by the city

- The SPVM adopted the tools to help local police chiefs maintain a sense of security and prevent crimes against vulnerable people and new immigrants. For example, in the summer of 2017, it deployed a **response plan** to jointly coordinate, together with partners, the massive influx of people applying for refugee status.

**Political authorities,
seeking diversity**



Montréal's democracy has evolved over time, towards ever greater openness.

For more representative political authorities

In recent years, city council, on three occasions, has come out in favour of **Montréal elected officials being more representative of the city's diverse population.**

Thus, for the municipal elections of 2013 and 2016, city council unanimously adopted two motions and a declaration requesting that municipal political parties make a major effort to appoint Montrealers from visible minorities and get them elected.

Municipal elections of 2017 – Candidates belonging to groups targeted under the equal access to employment program (PAEE)

Self-declaration survey of candidates

Groups	No. of responses out of 298 candidates	% reponses out of 298 candidates	No. of affirmative responses	% of affirmative responses	Candidates by gender			
					Women		Men	
					No. of respondents	% Respondents	No. of respondents	% of repondents
Indigenous people	235	79%	2	1%	1	50.0%	1	50.0%
People with a disability	233	78%	6	3%	3	50.0%	3	50.0%
Visible minorities	238	80%	43	14%	15	34.9%	28	65.1%
Ethnic minorities	228	77%	43	14%	16	37.2%	27	62.8%
Overall totals		78%	94	32%	35	37%	59	62.8%

At the end of 2018, the municipal administration took steps to exhaustively review its **public consultation and participation policy**, the initial version of which was adopted by city council in 2005.

The municipal administration wishes to modernize and strengthen its public participation practices. The future policy, which should be adopted in 2020, will aim to meet the following objectives:

- Associate Montréal's communities with the city's development.
- Increase transparency and openness within the municipal administration.
- Improve the quality, appropriation and implementation of public policies and municipal projects.
- Implement conditions to ensure the deployment of effective participative processes that give residents influence and a true grasp of the city's decision-making processes, based on the degree of engagement desired.
- Promote inclusive and representative participation among the broader Montréal community.
- Improve the city's effectiveness in connection with its communities.

Further action by the city

- From 2014 to 2018, the municipal administration staged a number of activities **aimed at promoting better knowledge of how its democratic institutions work** among people with an immigrant background. These highly varied activities were specifically intended to reach new immigrants, women and youth. **The main activities included guided group visits to city hall, the Democracy Caravan, the signing of the Golden book, city council simulations, the program entitled *Une soirée à l'hôtel de ville*, and the exhibitions on diversity held in the hall of honour at city hall.**



Zoning and places of worship



Religion occupies an important place for many people with an immigrant background. Representatives of the religions only recently practiced in Montréal are often looking for appropriate spaces, which they sometimes find in residential, commercial or industrial areas where religious usage is not permitted.

Borough councils may be called upon to act by adopting new zoning allowing the use of certain spaces as places of worship. There are two zoning categories that permit the establishment of places of workshop:

- **As-of-right zoning** designates zones almost entirely occupied by Catholic or Jewish places of workshop and by religious establishments (cemeteries, monasteries, etc.). If one of these spaces has recently become vacant, it may be possible to establish a new place of worship without requesting a zoning change. However, the heritage status of the vast majority of these spaces makes that vacancy highly unlikely.
- **Conditional uses zoning** is used by the boroughs to widen the zones that can accommodate a place of worship. This technique makes it possible to establish a new place of worship without changing the zoning by-law. However, conditional uses constitute a temporary solution, given that they can lose their validity.

Boroughs can also change their zoning by-laws, which involves a relatively lengthy procedure. Montréal-Nord, Outremont, Saint-Laurent, Mercier–Hochelaga-Maisonneuve and Ahuntsic-Cartierville all took steps to do so in 2013. Some of these boroughs have since imposed a moratorium on new places of worship and/or submitted amendment proposals to a public consultation.

Issues of religious diversity

In regards to religions, the city and its boroughs have a duty to guarantee freedom of religion, while remaining neutral. They enshrine this freedom in by-laws and administrative arrangements, and they maintain a dialogue with Montrealers of all faiths.

In addition, the boroughs ask the city to lend its support on the matter of religious issues not involving zoning: safeguarding heritage, conducting mediation, and making the most of its knowledge of minority religions.



Outlook – Future actions



The municipal administration has established a new main priority for 2019 and for subsequent years: **implementing an organizational culture that values diversity and inclusivity.**

The municipal administration has set out three targets for all its departments:

- **Increase the overall proportion of visible minorities or ethnic minorities hired to 33%.**
- **Heighten employee awareness of diversity and its advantages in municipal departments and in boroughs.**
- **Find a new practice that gives all residents equal access to services offered by their department or borough.**

All city managers have a responsibility to meet these targets and are required to deliver related progress reports.

How does this translate in concrete terms?

For example, for target 2 (Heighten awareness), managers of central departments and boroughs must do a better job of integrating immigrant employees. Work teams composed of people of various origins are trained to collaborate effectively. Communications training also helps reduce misunderstandings brought about by different perceptions or meanings.

Meeting these targets will help establish a municipal culture that better reflects the city's population, thus helping to make Montréal a more open and respectful society.

Here is a short- and medium-term outlook for the specific measures set out above.

The city as employer

Equal access to employment program and Action Plan for Diversity in Employment 2016-2019

The city will update this program, with a special focus on intersectionality issues. Its short-term objectives include increasing the overall proportion of visible minorities and ethnic minorities hired to 33%.

Policy of respect for individuals

The municipal administration will develop adapted awareness and action tools. It will also create a platform aimed at better analyzing the information and statistical data collated.

Proactive staffing measures

The Commission des droits de la personne et des droits de la jeunesse will provide new rates of availability for employment categories, which will allow the city to update its hiring objectives.

Professional mentorship program

This program will be improved in 2019 to offer 11 stages to Indigenous people.

Combat racial and social profiling

By-laws to amend?

In 2019, the working group on regulations began its analysis: usefulness of by-laws, applications and directives, sample findings, discrimination and vulnerabilities, etc. The report must be delivered in the fall of 2019.

Heightened public awareness required

A communications campaign is planned to highlight the value of Montréal's diversity.

Understanding the various realities

Each year, the municipal administration will report on the situation with respect to racial and social profiling. In the near future, it will issue a new version of the Code of Ethics and Conduct for city and borough council members.

SPVM: relations with residents

In 2019, the Bureau du service aux citoyens will obtain data that will be used to isolate complaints stemming from allegations of discrimination, racism and racial or social profiling.

The SPVM is working to modify personnel evaluations in order to identify potential discriminatory behaviour, or racial or social profiling. It is also optimizing follow-up and support mechanisms for police personnel.

The SPVM will look for the necessary resources to extend the Programme des survivantes so that it is able to process the additional complaints it receives.

Political authorities

The city in 2019 will launch a public study on citizen participation with the goal of increasing the rate of participation among people with immigrant backgrounds and visible minorities.

Zoning and religious diversity

In order to manage religious diversity in a manner that is better adapted and meet all the needs identified, the municipal administration intends to mobilize and support the boroughs:

- by analyzing current practices in Montréal
- by producing and distributing action tools
- by establishing an internal committee on religious diversity and inviting the boroughs to take part



Conclusion

The municipal administration issued this document with the intention of presenting an updated picture of its actions aimed at combating racism and discrimination. This overview speaks to its commitment, in the past, present and the future, to build a Montréal that's a great place to live for all people.

Montréal continues to change, and its public administration is determined to understand these evolving realities in order to better interact with its residents. It will make the most of this public consultation to listen carefully to what Montrealers have to say about the obstacles that racism and systemic discrimination place in their path.

Obviously, the municipal administration will seek to identify areas where there is room for improvement. It will work with the individuals and organizations taking part to ask some key questions: Where do the current shortcomings lie? What issues will arise in the future? What are the obstacles to the inclusion of all residents, and how can they be removed?

The municipal administration has already made a commitment to consider all the elements that come out of the public consultation. Where it is deemed achievable and relevant, it will make the necessary adjustments and take the appropriate measures. The municipal administration wishes to reaffirm its commitment to uphold the values of respect for human dignity, equality, inclusivity, equity and justice. It will continue to uphold these values in all its actions.

APPENDIX I – Overview of municipal actions in favour of inclusion

This appendix summarizes the second part of the *General Information Document – Actions by the city in connection with inclusivity and diversity*.

1. Social development

As a local government, the city supports and stimulates social development in an effort to counter exclusion and poverty, foster healthy relations within its population, prevent discrimination, and adapt its services to an increasingly diversified range of needs.

A pivot in the city's actions

The **Policy on Social Development – Montréal, where everything is possible!**, which the municipal administration adopted in June of 2017, attests to the vital role of social development in Montréal. This policy describes how the city relies on social diversity and how it intends to contribute to peaceful cohabitation and encourage each and every resident to participate in civic life.

In connection with this general policy, the municipal administration will implement various initiatives over the years, including the Programme d'intervention de milieu jeunesse, the Programme Montréal interculturel and the *Projet intégration-travail-formation*.

A new department, well integrated

Within Montréal's municipal administration, the **Service de la diversité et de l'inclusion sociale (SDIS)** is responsible for taking action in the area of social development. This new department was restructured in January 2019⁹ to include the Bureau d'intégration des nouveaux arrivants à Montréal (BINAM). This alliance is aimed at achieving greater effectiveness by allowing the city to:

- gain a better perspective on all the issues encountered by new immigrants and people with an immigrant background.
- provide a continuum of services and ensure that its actions are more consistent

SDIS actions are governed, in part, by the Entente administrative sur la gestion du Fonds québécois d'initiatives sociales, which is meant to address the issues of poverty and social exclusion. Effective as of 2018, the agreement is for a term of five years and its annual budget was increased from \$9 million to \$10 million. The municipal administration expects to make additional investments in its own annual budget.

BINAM, meanwhile, acts in accordance with the 2018-2021 agreement concluded between the city and the Ministère de l'Immigration, de la Diversité et de l'Inclusion (MIDI). This triennial agreement, which is intended to facilitate the integration of new immigrants, calls for a joint overall budgetary envelope of \$24 million.

9. Previously called the Service de la diversité sociale et des sports.

A first policy on children

The municipal administration wishes to give all Montréal children the best chances of success. For the first time, it adopted a Policy on Children in June 2016, entitled **Being Born, Growing Up, and Thriving in Montréal: From Childhood to Adolescence**.

With this policy, the municipal administration wishes primarily to:

- create safe and accessible urban environments that stimulate the overall development of children aged 0 to 17
- help ensure that all children have a sufficient and varied amount of quality food
- improve access to culture, sports and recreation for children and their families
- encourage school perseverance and educational success
- pair up with families and communities to promote openness to others among children

The funded projects target disadvantaged communities and neighbourhood where there is a high concentration of people with an immigrant background. Projects given priority are geared to supporting vulnerable children and families at risk of exclusion.

Example of an achievement

Intercultural exchanges

Cultural activities are an excellent means of reaching out to people from different cultures. In 2017, the Policy on Childhood led to a cultural mediation activity in theatre and to ethno-cultural evenings and festivals celebrating diversity, including the Little Burgundy Festival, which drew 300 children and their families.

Varied projects in employment and socialization

Each year, the municipal administration supports **projects that promote improved economic and social integration for young adults, new immigrants and members of a visible minority**.

Example of achievements

When Ali helps counter exclusion and school drop-out rates

With its project *La relève montréalaise*, Ali et les princes de la rue helps 320 youth develop on a personal and social level and obtain their high school diploma. This organization offers educational and psychological support, including individual tutoring as well as boxing and martial arts training in nine Montréal boroughs.

Fewer obstacles to employment

The Valorisation jeunesse – Place à la relève program allows youth to find their way and fulfill their potential. It is geared specifically to youth from visible minorities and disadvantaged neighbourhoods. Each year, some 300 formative jobs are offered to motivated students aged 16 to 18 who graduate from high school. Participants are also invited to attend an information session on the job market and are offered employment support.

Integrated urban revitalization, adapted action strategies

Integrated urban revitalization (RUI) is aimed at lending renewed vitality to areas seriously lacking in resources and economic dynamism. This urban and social initiative is based on joint intersectoral action, public participation, and consensus-building in the community concerned.

The municipal administration is implementing or has implemented integrated urban revitalization projects in 12 Montréal neighbourhoods or areas. For the most part, these areas have high populations with immigrant backgrounds, and their needs are taken into account. Each project gives rise to various actions.

Examples of achievements

Saint-Léonard: *Conciergerie Les dépanneurs* – RUI Viau-Robert

This social economy project provides local services by promoting hiring at the local level. The Conciergerie employs several people looking for a first job experience in Canada. In 2017, the organization executed close to 350 contracts.

Saint-Laurent: *Place aux jeunes enfants et aux familles* – RUI Chameran-Lebeau

This project is intended to create a continuum of services in health, well-being and school readiness for young people. It also promotes the social integration of their families and strengthens parenting skills. Additional efforts are made to reach out to isolated families and help children reach their full potential. In 2017-2018, some 120 parents and children took part.

Indigenous Peoples: on the path to reconciliation

The municipal administration, heeding the calls for action arising from the Truth and Reconciliation Commission of Canada, announced a **Strategy of Reconciliation with Indigenous Peoples** in 2017, the year in which the city marked its 375th anniversary. More than symbolic, this decision has already led to several historic gestures of reconciliation:

- recognition of unceded Indigenous territory at the start of each city council meeting
- appointment of a commissioner for relations with Indigenous Peoples
- addition of an Indigenous symbol on the flag and coat of arms of Montréal
- presence at National Indigenous Peoples Day (June 21)
- designation of Parc Tiohtià:ke Otsira'kéhne, at the Outremont Mount Royal summit
- and several others

To provide concrete and adapted support, city council in the spring of 2017 adopted the *Avis sur la réalité montréalaise des jeunes Autochtones* (Opinion on the Montréal reality for young Indigenous people), produced by the *Conseil jeunesse de Montréal* (CJM), and in September 2018 it adopted the *Déclaration pour assurer les services de base à la population des communautés autochtones* (Declaration to ensure basic services to residents of Indigenous communities).

Indigenous Peoples and homelessness: meeting specific needs

According to data stemming from the count conducted in 2018, 12% of Montréal residents experiencing homelessness are of Indigenous origin, while Indigenous Peoples account for 0.6% of the city's population. The Inuit, for their part, accounted for 25% of the people counted, but only 5% of Indigenous people in Montréal.

In the belief that responses must be adapted to the specific needs of homeless people, the municipal administration adopted its **Action Plan on Homelessness 2018-2020: parce que la rue a plusieurs visages**.

This document is the fruit of dozens of consultations with Indigenous community groups as well as some 100 street people, some of whom are members of Indigenous communities and visible minorities. The Action Plan on Homelessness 2018-2020 received the Prix de l'intelligence collective presented by the Réseau québécois de Villes et Villages en santé.

Example of an achievement

The Café de la Maison ronde

Each summer, the community group L'itinéraire presents the Café de la Maison ronde, the only Indigenous café in Montréal. This social and professional reintegration initiative is aimed at integrating homeless people or people at risk of becoming homeless by offering them full-time jobs as clerks. The Café, located on Square Cabot, provides a space in which to socialize, fosters a sense of belonging among their people, and it allows participants to grow accustomed to holding down a job. The municipal administration offers financial support to the Café and also provides the space.

New immigrants: strength in numbers

The new "**Montréal inclusive**" grant program is geared to municipal departments and non-profit organizations working to build a city that is welcoming, focused on integration, and inclusive. The program is aimed at offering effective services to new immigrants and carrying out constructive actions in the host society. The program has a budget of \$3.75 million from April 2018 to March 2021.

Six consultants for six territories

The **Territoires d'inclusion prioritaires** project draws on an innovative means of managing the reception and integration of new immigrants and people with an immigrant background. It consists of assigning "BINAM territorial partnership consultants" to six priority boroughs:

- Ahuntsic-Cartierville
- Côte-des-Neiges–Notre-Dame-de-Grâce
- Montréal-Nord
- Saint-Laurent–Pierrefonds-Roxboro
- Saint-Léonard–Anjou
- Villeray–Saint-Michel–Parc–Extension

The project has a budget of \$3.9 million, financed in partnership with the Ministère de l'Immigration, de la Diversité et de l'Inclusion (MIDI).

Job integration: an experience with major employers

From May 1, 2017 to March 31 2019, the municipal administration carried out the *Intégration-travail-formation (PITF) project*, in collaboration with the Government of Québec and the Chamber of Commerce of Metropolitan Montréal. This project sought to connect major Montréal employers with qualified new immigrants in order to:

- try out and evaluate innovative hiring and integration practices
- increase hiring among new immigrants, and improve their integration and retention

Participating employers were selected for their motivation, interest and capacity to fulfil the basic requirements of the project. Employers included Hydro-Québec, Mouvement Desjardins, Intact Insurance, SNC-Lavalin, the CIUSSS Nord-de-l'Île-de-Montréal and the CIUSSS Est-de-l'Île-de-Montréal.

Other actions by the city

- Since 2007, the **Programme d'intervention de milieu jeunesse (PIMJ)** has worked in tandem with local organizations to offer high-quality, diversified activities adapted to the needs of young teens and adults. The program is geared specifically to youth experiencing difficulties with integration, including many youth with an immigrant background.
- **Les Habitations partagées** is a project that gives new immigrants the opportunity to cohabitate with Montrealers (mostly seniors). Implemented by the Service d'aide et de liaison pour immigrants La Maisonnée, the project facilitates the integration of new immigrants, works to reduce solitude and impoverishment among the participants, and fosters closer intercultural and intergenerational ties.
- The municipal administration funds the South Asian Women's Community Centre and its **Autonomous and Independent South Asian Women** project for under-educated immigrant women with low incomes. It also supports the CARI St-Laurent, **ImmigrantEs en action** project aimed at curbing isolation and exclusion among women who recently immigrated (or not).
- Since 2006, the **Programme Montréal interculturel (PMI)** has promoted intercultural relations and fostered a sense of belonging to the broader Montréal community. The program is geared to community organizations working in intercultural relations and social development, or organizations whose clients are made up of people with an immigrant background.
- Since the spring of 2017, the **Montréal, a new beginning** portal has offered more than 250 information capsules to people who recently settled in Montréal or who intend to do so.

2. Economic development

The municipal administration contributes to the city's economy by supporting various actors.

More resources for entrepreneurs

The municipal administration is intent on stimulating entrepreneurship among groups that lack access to such resources. Its Entrepreneurship Action Plan thus includes a component called **Attraction et soutien des entrepreneurs issus de l'immigration, de la diversité et des communautés autochtones (Attracting and supporting entrepreneurs with an immigrant background, and from diverse ethno-cultural and Indigenous communities)**.

The Portrait du dynamisme entrepreneurial de Montréal 2017 (Portrait of entrepreneurial dynamism in Montréal 2017) demonstrates that 38.5% of people with an immigrant background wish to go into business, compared to 21.0% of the population of Québec. In order to unleash this vast potential, the Entrepreneurship Action Plan sets out the following actions:

- Support awareness and assistance initiatives.
- Facilitate access to the entrepreneurial ecosystem and the PME MTL network, in collaboration with Entreprendre ICI and the Bureau d'intégration des nouveaux arrivants à Montréal (BINAM).
- Heighten awareness among current and future Indigenous entrepreneurs.
- Develop adapted communications tools.
- Support networking events for organizations specialized in immigrant entrepreneurship and ethno-cultural diversity.

For the years 2018 to 2022, the municipal administration is earmarking \$37.6 million for the implementation of the Entrepreneurship Action Plan as a whole.

Examples of achievements

Immigraffaires training, reviewed and improved

In 2018, the municipal administration provided financial support to the École des entrepreneurs du Québec - Montréal to improve the Immigraffaires training path. This program is aimed at integrating the greatest possible number of ethno-cultural communities into the economic fabric of our city.

New criteria for Réseau M

The city in 2018 approved a financial contribution agreement with the Fondation de l'entrepreneurship, whose Réseau M helps develop the potential of entrepreneurs through a mentorship program. Two of the six future mentorship groups are expected to be composed of entrepreneurs who belong to the city's diverse cultural communities, while 10 of the 25 entrepreneurs mentored individually will belong to the city's diverse cultural communities.

3. Housing

The municipal administration offers several programs and measures to support home owners and tenants and thus help preserve the social, ethno-cultural and economic diversity of Montréal's neighbourhoods.

Three roles in housing

In regards to housing, the city has the power to act to ensure that residential buildings are well-maintained and clean. With its **2018-2021 Action Plan for Decent Housing Conditions**, the municipal administration continues its efforts to improve the quality of neglected or unsanitary housing. Among the means at its disposal, the municipal administration:

- Develops partnerships with organizations and community groups to better identify sanitation problems.
- Supports tenants in their efforts to report sanitation problems.
- Supports owners in their efforts to identify non-compliance with sanitation regulations.
- Applies the most effective coercive tools, where required and depending on the circumstances.

The municipal administration also finances a **referral service** that guides and assists households victimized by a disaster or without a home, in collaboration with the Office municipal d'habitation de Montréal.

Finally, the city's actions are aimed mainly at creating or maintaining a balanced and diversified housing supply. In doing so, it helps stem housing shortages and gives the most vulnerable people a place to live. In this area, its principal tools consist of **subsidy programs**, several of which are partly funded by the Government of Québec.

Programs co-financed by the city are intended to meet three main objectives:

1. **Home Purchase Assistance Program**

This program provides financial assistance to households (mainly families) intent on purchasing property in Montréal.

2. **Renovation Programs**

These programs help private home owners or non-profit housing owners keep their buildings in good condition, thus contributing to the quality of life of its occupants. Since 2002, more than 30,000 housing units have benefitted from these programs.

3. **Development of social and community housing**

The AccèsLogis program provides low-cost housing to low- or modest-income households (families, seniors) as well as people living alone and in need of specific support (e.g. people living with homelessness). Non-profit organizations, co-operatives or the Office municipal d'habitation de Montréal (OMHM) can submit projects. Since 2002, the city has supported the creation of 18,000 non-profit housing units or co-operatives.

It is important to specify that immigrant households are effectively reached by these subsidy programs, according to an analysis carried out in 2010.

Recourses available to tenants in Montréal

Tenants account for 60% of Montréal households. The vast majority (88%) live in dwellings belonging to private owners.

In the event of a problem, tenants can consult specialized community organizations, such as housing committees or organizations offering new immigrant settlement programs. Tenants can also refer to the Régie du logement for any legal disputes related to a residential lease, or to the Commission des droits de la personne et des droits de la jeunesse, for cases involving alleged discrimination or harassment.

The ABCs of social housing

In 2017, Montréal had slightly more than 61,000 **social and community housing units**, which represents 12% of all rental housing units.

Social and community housing units may take several forms. They were created within the framework of various government assistance programs in order to ensure that low- or modest-income households have access to affordable rents. This housing stock breaks down as follows:

Public social housing (more than 21,000 dwelling units)

- Low-rent housing (HLM), managed by the [OMHM](#) (20,812 dwellings)
 - Financed by the governments of Canada and Québec, with the municipal government covering a share of the cost.
 - Some buildings reserved for people aged 60 and over.
 - Some situations deemed a priority – e.g. women victimized by conjugal violence, households left homeless in the wake of a disaster.
 - Rents indexed to the income of the occupants (25%).
 - Waiting list of 23,000 households – to find out your rank and the expected wait time, go to the [OMHM](#) Web site.

There are five ways to obtain the application form for a dwelling: [online](#), by telephone, by email, by standard mail, or through an [Accès Montréal](#) office. Once the application form is completed and signed, it must be returned with the required supporting documents.

- Les Habitations Jeanne-Mance (788 dwellings)
 - Paramunicipal corporation co-financed by the city and the federal government

Applications may be submitted through the OMHM.

Main eligibility criteria for public social housing

- Have a low income: gross total income equal to or lower than the thresholds set based on the number of people in a household.
- You are a Canadian citizen or a permanent resident.
- You live or have lived in the Communauté métropolitaine de Montréal for at least 12 months in the past two years.
- You are autonomous.
- Your assets must not be worth more than \$50,000.
- You are not a full-time student with dependent children.
- You are a former low-rent housing tenant whose lease was cancelled for abandonment, non-payment of a debt to a landlord, or as a result of a judgment by the Régie du logement.

Community housing (more than 32,000 dwellings)

- NPOs and housing co-operatives
 - Autonomous entities responsible for their own management, including tenant selection criteria.
 - Generally financed under federal or provincial programs.
 - Some dwellings eligible for the rent supplement (PSL) managed by the OMHM in accordance with HLM (low-cost housing) criteria.

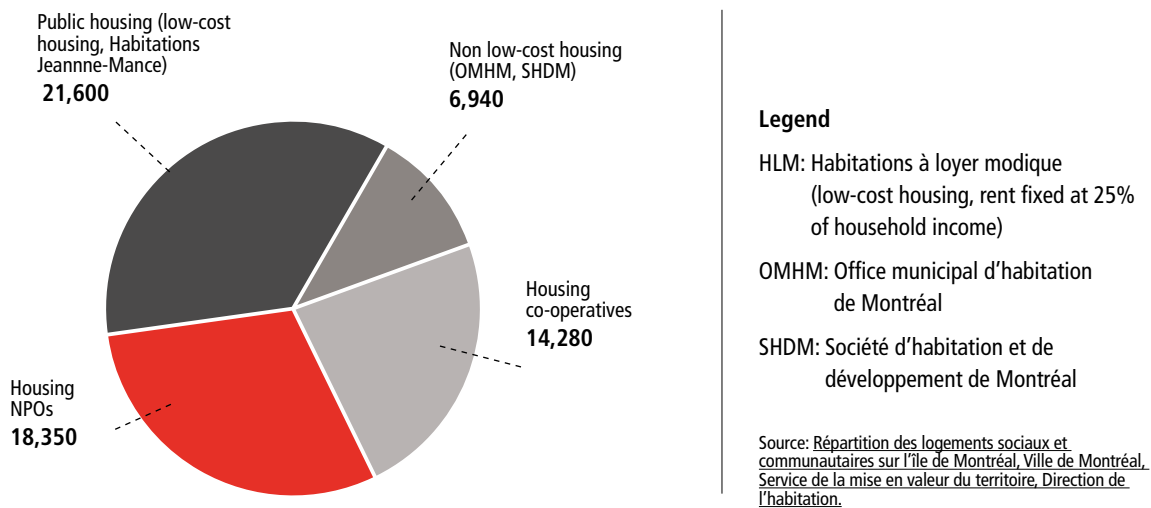
To apply for housing and find out the selection criteria, contact the organization concerned; for support, contact the housing committee or your local tenants association, or the federations of housing co-operatives and NPOs in Montréal.

Affordable public housing (non-HLM; about 7,000 dwellings)

Two paramunicipal corporations offer dwellings at lower-than-market rents.

- The Société d'habitation de Montréal or SHDM (4,400 dwellings and 300 rooms in rooming houses).
 - Various formulas (housing for seniors, etc.).
 - Availability posted on the SHDM Web site.
- The OMHM (2,200 dwellings)
 - Geared mainly in seniors with a slight loss of autonomy, with services.
 - Waiting list, named "Projets abordables », on the OMHM Website.

Social and community housing on the island of Montréal in 2017



Other actions by the city

- In the summer of 2017, the municipal administration began to support organizations mandated by the Ministère de l'Immigration, de la Diversité et de l'Inclusion (MIDI) to **assist the many refugee status applicants in their search for housing**. The OMHM referral service carried out searches based on the needs identified by partners.
- The municipal administration supports boroughs in the application of regulations pertaining to maintenance and sanitation in residential buildings. In order to transmit information to occupants and prevent sanitation problems, it established a **Strategy for Communicating the 2018-2021 Action Plan on Decent Housing Conditions**. The strategy included the publication, in 20 languages, of the flyer entitled "Let's Fight Bedbugs." Outreach and social information officers also support sanitation inspectors in providing guidance and information to households during inspections.
- Immigrant households make up a significant proportion of low-cost housing tenants in Montréal. The OMHM's **Habiter la mixité** project was designed to help residents in low-cost housing participate in community life, forge ties with people from other cultures, and discover community resources and services in their neighbourhoods. Various activities are offered to families, teens and seniors.
- Indigenous Peoples, in particular Inuit people, represent a considerable proportion of the people living with homelessness in Montréal. In order to better meet their needs, the city supports housing projects, for example the **transit rooms** in the downtown area offered by the organization Projets Autochtones du Québec.

4. Public security

Across the island of Montréal, the Service de police de la Ville de Montréal (SPVM) has a mission to protect the lives and property of residents, maintain the peace, prevent and fight crime, and enforce the laws and regulations in effect.

Values underlying actions

SPVM police officers who interact with the population on a daily basis, as well as management and civilian personnel, have a duty to carry out their work in accordance with the core values of Montréal society. Thus, each of their actions must be based on:

- respect
- integrity
- dignity
- commitment
- equality
- impartiality

In order to uphold these values, the SPVM requires that members of its son personnel discharge their duties in accordance with the laws (including on human rights), by-laws and the formal policy statements in force.

Informative responses

The SPVM has conducted periodic **surveys** since 2006. The results make it possible to gauge the public's level of satisfaction with its services and assess the level of security in Montréal neighbourhoods.

According to a survey conducted in May 2018 with 850 respondents, Montréal residents give their local police a mark of 7.15 out of 10, and the satisfaction rate with the SPVM is 77%. Other results can be viewed in the general information document (in French only) available at spvm.qc.ca

Three teams dedicated to vulnerable people

Police personnel often respond to calls involving the most vulnerable people of various origins, in a wide range of situations. In 2009, the police department created the **Équipe mobile de référence et d'intervention en itinérance (EMRII)** (mobile referral team for actions in homelessness), and in 2012 it created the **Équipe de soutien aux urgences psychosociales (ESUP)** (support team for psychosocial emergencies). Also in 2012, it began to deploy police officers with training in **crisis intervention response (RIC)**.

On a daily basis, these three specialized teams respond to calls involving people living with homelessness and mental health issues by offering assistance, referring them to the relevant organizations, and pooling their efforts with those of health care workers.

The EMRII has six police officers and four community outreach workers from the CIUSSS Centre-Sud-de-l'Île-de-Montréal. The ESUP has five police officers and four community outreach workers from the CIUSSS. In 2018, more than 132 police officers in local police stations could respond to crises.

Since these teams were established, we have noted, in general, that people living with homelessness and mental health issues are not referred to the court system as frequently and have better access to the services made available to them. What's more, the SPVM has improved its knowledge of their diverse realities.

Other actions by the city

- For more than 10 years, the SPVM has worked with students in Grade 5 and Grade 6, under a pair of programs:
 - The **Non-violence Squad** encourages kids not to accept violence and to express themselves appropriately in a group setting.
 - The **Un policier, un modèle** program sees police officers reach out to youth at risk of delinquency or of joining a delinquent group.
- The SPVM asks police officers who speak other languages to **respond to allophones** who do not understand French or English. When this is not possible, it deals with a firm of interpreters. The new manual *Mieux communiquer pour mieux intervenir* (in French only) contains elements of conversation in Inuktitut and Cree. As well, the process of reporting cases of conjugal violence to police is explained in a video translated into 17 languages, including five Indigenous languages.

5. Culture

The municipal administration manages its cultural facilities, mainly libraries and arts centres. In partnership with cultural organizations, it offers a multitude of artistic activities for beginners and presents a broad spectrum of shows. In addition, it supports artists, public events and festivals, and finances public art.

In essence, a far-reaching policy rooted in diversity

In order to inform its decisions in all areas of cultural activity, the city adopted the **2017-2022 Cultural Development Policy – Combining creativity and the citizen cultural experience in the age of digital technology and diversity**.

This policy places diversity at the heart of the city's actions in the area of culture. Indeed, culture offers unique opportunities to gather and foster closer ties between Montrealers. The municipal administration consistently uses it to invite people to learn more about others and facilitate exchanges, in a manner that is inclusive and equitable.

The municipal administration thus aspires to stimulate the full participation of all Montrealers, particularly people facing challenges stemming from their gender, language, age, origin or functional limitations. In general, this policy is aimed at reaching out to and strengthening ties with Montréal's communities.

The municipal administration is well aware of the specific challenges faced by artists from the city's ethno-cultural diversity, especially those related to inclusion. It is thus working to ensure that these artists can fully contribute to their city's cultural development.

A network of 24 presenters to promote culture

The **Accès culture** network includes 24 cultural presenters, including Montréal's 19 boroughs along with associated presenters and partners. Its 60 performance venues (arts centres, show venues, art galleries, etc.) present shows by established and emerging professional artists. Shows are free of charge, for the most part, and are geared to several clienteles: the greater public, families, youth, school groups, etc.

Two new measures are aimed specifically at making the Accès Montréal network more representative of Montréal's cultural diversity:

- The **promotion of Indigenous artists** through creative residencies, efforts to further disseminate their works, and collaboration with Indigenous cultural organizations for purposes of developing projects.
- The **Action Plan on Diversity in the Accès culture Network** (under development), which will be aimed at further diversifying teams, programming and audiences in the years 2019-2023. It will reach out specifically to new immigrants, visible minorities and ethno-cultural communities in Montréal neighbourhoods.

Examples of achievements

Des Mots sur mesure on tour

In 2017-2018, the touring show *Des Mots sur mesure*, produced by the Maison de la culture Ahuntsic-Cartierville, allowed new immigrant artists to appropriate French-language works and acquire work experience in French. In 2018, this achievement received the Coup de cœur du jury, presented as part of the Stratégie partenariale de promotion et de valorisation de la langue française 2016-2021 (Partnership strategy to promote and highlight the value of the French language 2016-2021).

Indigenous art, sign of spring

The Printemps autochtone d'art was presented in 2013, 2015 and 2017, in collaboration with Ondinnok Production Inc. During this 10-day multidisciplinary event, the Accès culture network showcased works by Indigenous artists, allowing Montrealers to discover their work and gain a greater understanding of the problems faced by their people.

Cultural mediation: building bridges between artists and marginalized people

The **Programme de médiation culturelle des arrondissements montréalais** (PMCAM) (Cultural mediation program in Montréal boroughs) offers cultural mediation activities across the Accès culture network. The program is applied in the boroughs to better reach out to people who do not have easy access to cultural activities, most of whom belong to the city's ethno-cultural communities.

Cultural mediation projects invite residents of all ages and origins to meet artists and to interact and create with them. They draw on the power of culture and the arts to promote inclusion and diversity among residents and professional artists.

The PMCAM reaches an average of 20,000 people annually, more than half of whom are seen in public elementary and high schools in Montréal. To learn more about the outcomes of cultural mediation activities in Montréal, readers may consult the study entitled Les effets de la médiation culturelle (Effects of cultural mediation – in French only).

Examples of achievements

Diverse Cité: 150 young people take up writing

Author Talia Hallmona wanted to help youth from a diversity of backgrounds express themselves. She held dramatic writing workshops for students in reception classes at École secondaire Saint-Laurent as well as with students from Baie-Comeau, Pessamit and Laval. More than 150 teens took part in this collective work on friendship, family, love and self. Professional actors then staged public readings. Launched in 2014, this project is continuing in Montréal and in several other Québec cities, under the title *Moi et l'autre*.

A trunk full of tales and lullabies from across the world

The Maison de la culture de Côte-des-Neiges arts centre teamed up with the Association des parents de Côte-des-Neiges and the Service d'interprète d'aide et de référence aux immigrants (SIARI) to collect ancestral lullabies and nursery rhymes from immigrant families. From 2015 to 2017, the *Comptines et berceuses en courtepoin* project presented some 10 cultural mediation workshops for children, parents and grandparents. The lullabies and nursery rhymes were featured, in their original language and in French, as part of an exhibition at the arts centre.

Support for culturally diverse organizations

To highlight the value of Montréal's ethno-cultural diversity, the municipal administration has established **partnership agreements with two organizations** specialized in this area, both of which are implementing complementary actions:

- **Montréal, arts interculturels (MAI)** lends support to artists to help them create, produce and disseminate their works. The municipal administration also helps the organization run the activities at the Centre Strathearn, a multidisciplinary arts centre that showcases works by artists from the city's diverse cultural communities, as well as intercultural practices.
- **Diversité artistique Montréal (DAM)** stages representation and awareness activities intended to promote the recognition and inclusion of artists from culturally diverse communities in the professional community. The organization established iDAM, a consulting service that helps cultural organizations establish strategies to promote diverse cultural communities and their inclusion in Montréal society. It also publishes the magazine *TicArtToc*.

Example of an achievement

La Foire – R, R, & R

In October 2018, MAI presented La Foire – R, R, & R (Respect, Recognition, Representation). This new event provided a showcase for professional artists with an intercultural practice in dance, theatre, music, interdisciplinary work and visual arts. It also helped foster a dialogue between artists, presenters, producers and agents.

Librarians becoming liaison officers

Montréal's libraries have a mission to democratize access to reading, information, knowledge, culture and recreation. Municipal libraries, because of their proximity and what they offer, are ideally placed to support new immigrants and immigrants on their path to inclusion in Montréal society.

The Liaison Officers project offers services tailored to the needs of new immigrants in four boroughs: Ahuntsic-Cartierville, LaSalle, Montréal-Nord and Villeray–Saint-Michel–Parc-Extension. Liaison officers are librarians assigned to one library or to several libraries. Liaison officers are highly engaged in their communities, and they can be found in libraries and across the neighbourhood, forging ties with the community, taking part in issue tables, and forming partnerships.

Examples of achievements

Après-midi au féminin

With the Cercle des fermières du Cœur-de-l'Île, the Bibliothèque Parc-Extension presented artisanal workshops for local immigrant women with the objective of breaking their isolation, forging ties, and facilitating their social integration. The liaison officer helped participants become familiar with the library and its services.

VIP evening for reception classes

This festive and fun-filled annual event geared to students in reception classes and their families takes place outside opening hours, making it possible to better appropriate L'Octogone, the LaSalle library. Liaison officers work with elementary schools in an effort to reach out to people, notably parents, who otherwise might not know about the libraries.

The Conseil des arts de Montréal: towards recognition

Since 1956, the Conseil des arts de Montréal (CAM) has identified, supported and recognized excellence in the creation, production and dissemination of professional artistic works across the island of Montréal. The Conseil supports close to 500 arts organizations and collectives.

The CAM, after adopting a **policy to promote and develop cultural diversity**, implemented several actions meant to make the artistic community more inclusive, representative and fair. In doing so, the CAM has made a considerable effort to ensure that people from visible minorities, ethno-cultural communities, and Indigenous Peoples occupy an important place within its staff and on its board of directors and evaluation committees.

The CAM also offers frontline and reception services geared to new immigrant artists, as well as consulting services adapted to culturally diverse collectives and organizations as well as Indigenous communities.

On a separate level, the CAM has changed its principles of equality and reviewed its eligibility criteria. In the past three years, the CAM on several occasions has upgraded its operating support to culturally diverse organizations in order to address the issue of chronic under-financing. The Conseil has also put forward several specific programs.

Finally, the CAM presents annual awards recognizing artistic excellence in various fields, several of which help promote cultural diversity:

- Diversity in Music Award
- Cultural Diversity in Visual Arts Award
- Prix de la diversité Metropolis Bleu–Conseil des arts

Examples of achievements

Identify and support

Since 2006, the Conseil des arts de Montréal has offered consulting services aimed at identifying and supporting artists. These services consist of sharing information concerning its mandate and policies with new immigrant artists, culturally diverse artistic collectives and organizations, and Indigenous communities.

Highly productive sojourns

The CAM, through various partners, offers some 20 creative residencies for artists from all disciplines. Many of these residencies are offered specifically to artists from the city's diverse cultural communities, with such residencies as Impressions, Regard sur Montréal and Coup de cœur CAM-MUZ.

Other actions by the city

- The municipal administration, with its **Programme de soutien à la diversité des expressions culturelles – festivals et événements**, supports the presentation of festivals and unifying cultural events, which promote networking and interdisciplinarity between diverse ethno-cultural communities. In 2018, 39 non-profit organizations presented some 40 projects thanks to support from this program.
- The municipal administration also supports **events and festivals** that celebrate Montréal's cultural diversity, including Carifête de Montréal, the Week-ends du monde and the Montréal First Peoples' Festival.
- Libraries present a variety of **mediation activities** in order to provide allophones with French-language learning assistance. Initiatives also serve to promote the language with non-francophones. The **Contact, le plaisir des livres** program, for example, presents gatherings, free of charge, that are intended to foster a love of reading among children under 5 years of age and their parents.
- For close to 35 years, the **Centre d'histoire de Montréal** (CHM) has helped residents discover, understand and appreciate the city and its diverse heritage, while adopting an inclusive vision and an intercultural approach. The CHM has adopted a number of tools, and it has presented exhibitions and activities for immigrant adults enrolled in French courses as well as students in reception classes. Two examples: the *Mémoires des Montréalais* Web site and the travelling exhibition *Fenêtres sur l'immigration*.

6. Sports and recreation

The municipal administration offers the city's residents a full slate of indoor and outdoor sports and recreation facilities, to go along with parks with facilities for all ages. To say nothing of the thousands of activities offered free of charge or at little cost by the city's partners and by specialized local and regional organizations.

Montréal physiquement active

Montréal's population, increasingly, is less active, which leads to poorer physical and mental health, particularly among children and teens.

In 2012, the municipal administration launched the **Montréal physiquement active** (MPA) program, under which it created a policy and an action plan to promote healthy lifestyle habits. Notions of inclusivity and accessibility are inherent in this program, and the vision set out under MPA states it clearly:

In 2025, across the island of Montréal, the city is physically active, inclusive and accessible to all, and recognized the world over for the quality of its living environment and its dynamism when it comes to sports.

Today and in the years to come, Montréal physiquement active will continue to mobilize some 100 partners.

Other actions by the city

- Since 2010, the city and its 19 boroughs have participated in the Québec Lifesaving Society's **Swim to Survive** program, which allows non-swimmers from Grade 3 through Grade 6 to acquire basic swimming skills. Among them are several children with an immigrant background.
- In 2016, the municipal administration established **regulations on swimwear accepted** in its aquatics facilities. Drawing on a social acceptability approach, it first helped analyze the problem, then it adopted the FINA regulation whereby swimwear must be adapted to the practice of swimming and must not hinder the ability to swim. The burkini and rashguard constitute adapted swimwear.
- The **Loisirs en ligne** service is another way to reach Montrealers intent on practicing a sports or recreation activity. The platform was updated in 2017. Among the changes it made, the municipal administration introduced a measure to supervise kids aged 15 and over who speak French or English and wish to register their allophone family for activities.
- The **picnic areas in large parks** are especially popular with ethno-cultural communities, as a place to hold parties and cook meals with family and friends. The municipal administration developed a highly resistant barbecue model capable of meeting the demand. In 2016 and 2017, some 15 such barbecues were installed in Parc Angrignon, Parc de la Cité-du-Havre, Parc René-Lévesque and Parc du Mont-Royal. Since 2018, group barbecues (40 people) have also been available for rent in all Montréal nature parks.
- In partnership with the city, several organizations use the city's large parks to stage activities for people with an immigrant background. Les amis de la montagne is an organization that offers young adults in francization courses the **Mount Royal summit Challenge**, a trail that helps people discover Parc du Mont-Royal and its heritage value. The GUEPE, for its part, familiarizes francization students with Montréal's flora and fauna through its **Passeport Science** program.

7. The boroughs

The boroughs, either independently or in collaboration with the city's central departments, make a dynamic contribution to the well-being of residents who live or work in them.

Taking action where the issues lie

Immigration and ethno-cultural diversity, long limited to a few areas of the city, are now a reality across all Montréal boroughs. The boroughs deploy **various means to help new immigrants integrate into their host society**. Their actions are aimed mainly at:

- Ensuring that all the city's residents have equal access to municipal services and activities.
- Maintaining peaceful cohabitation within the community.

Integration issues are often manifest locally, where newcomers to Montréal first settle and live. Given that neighbourhoods are places to socialize, forge ties, foster a sense of inclusion and feel at home, the boroughs and the city increasingly favour inclusive projects tailored to a specific neighbourhood.

Boroughs also work to adapt their services and activities, by taking into account the difficult conditions under which many immigrant individuals and families live. Moreover, new communications tools and strategies help better reach people who don't understand French or find themselves isolated.

Democratic institutions: standing up and advocating for diversity

Elected officials who sit on borough council meet publicly to make decisions that have a direct impact on local life. Borough council, for instance, can vote to amend zoning by-laws, adopt a budget, or throw its support behind a community project.

Borough council sometimes approves **motions and proclamations** that see it take a position on a Montréal-specific, local issue. In recent years, several borough councils have adopted texts expressing:

- their profound respect for human rights and freedoms
- a strong willingness to adapt to their own socio-demographic realities

Example of a draft motion on diversity

Sud-Ouest

Motion to highlight Black History Month in Québec – January 2019 (excerpt)

The Sud-Ouest recognizes the importance of various black communities and their contribution to the broader Montréal community.

Borough council invites Sud-Ouest and Montréal residents to participate in large numbers in the February activities marking the 28th Black History Month, under the theme “Voice of Emancipation”, which will see a special tribute paid to women who have distinguished themselves.

For a well-informed population

Residents of each borough can contact an **Accès Montréal** office (BAM) to get informed, find resources and obtain a variety of services. BAM teams, conscious of the role they can play in the lives of people with an immigrant background, offer numerous services and provide all the desired information concerning their borough and the city.

Montréal boroughs, in their efforts to communicate information to residents, test new means of drawing the attention of allophones.

Examples of achievements

Saint-Laurent: translating in order to be understood

Saint-Laurent publishes a bilingual activities program, in which cultural diversity is well represented, and it also gives residents the option of receiving information in languages other than French.

Ville-Marie: universal images

Ville-Marie’s communications tools include images depicting people from various communities and of various ages and genders, together with easy-to-understand pictograms.

A wealth of resources in libraries

Each of Montréal's 19 boroughs has at least one library, and the city has a total of **45 municipal libraries**. The boroughs, which run the libraries and their activities, make considerable efforts to draw on the social inclusion and training potential inherent in these establishments of knowledge and discovery.

Examples of achievements

Ahuntsic-Cartierville: the importance of exchanging

Ahuntsic-Cartierville's three libraries offer support services to students in reception classes who are learning French. In 2017, "Récits du cœur" writing workshops were offered to new immigrants and adults enrolled in francization courses.

Ville-Marie: encounters and readings without borders

Immigrant women, mainly from Latin America, hosted three cafés-rencontres (coffee hours) at the Bibliothèque Père-Ambroise in 2017. These events were open to all residents of the neighbourhood. At the Bibliothèque Frontenac and Bibliothèque Père-Ambroise, meanwhile, people who speak a variety of native languages gathered for "Les mots partagés", a book club.

Côte-des-Neiges–Notre-Dame-de-Grâce: from one language to another

The Bibliothèque interculturelle de Côte-des-Neiges, in partnership with the Université de Montréal and the Ministère de l'Immigration, de la Diversité et de l'Inclusion (MIDI), implemented a francization program for local allophone merchants who count many new immigrants among their clients.

Action plans, on several fronts

Here are some examples of action plans undertaken by the boroughs, where integration is front and center.

At least two boroughs adopted **action plans for social development**, with inclusion as a central theme:

- Le Sud-Ouest: Integrated Action Plan for Social Development 2016-2020 features two areas of action: "Diversity and social cohesion" includes actions aimed at welcoming new immigrants and creating social spaces within the local community where peaceful relations can be fostered.
- Rivière-des-Prairies–Pointes-aux-Trembles: Social inclusion is a core action in the Action Plan for Social Development 2014-2018; a local social development fund also supports various actions geared to vulnerable people, particularly people with an immigrant background.

LaSalle, in a more targeted manner, implemented the **Action Plan for Cultural Diversity 2016-2017**, which sets out a variety of measures intended for ethno-cultural communities and new immigrants, including open-house days, guided tours, professional mentorship, support for specific events, and library activities.

Two boroughs recently adopted **action plans for culture**:

- Saint-Laurent: the Local Cultural Development Plan 2018-2021 includes numerous activities geared to ethno-cultural communities and new immigrants.
- Verdun: The Cultural Development Plan 2019-2023 sets out specific initiatives aimed at better understanding the realities and issues faced by immigrants.

Programs to complete projects

Borough programs apply to a variety of areas of action. Some are intended to fight discrimination and facilitate inclusion.

Examples of achievements

Ville-Marie: responsible investments

Through the borough's social development fund, the sum of \$130,000 was remitted in 2018 to organizations such as Famille pour l'entraide et l'éducation des jeunes et des adultes (FEEJAD), the Carrefour de ressources en interculturel (CRIC) and the Montréal Aboriginal NETWORK. These funds will serve to complete projects geared specifically to ethno-cultural communities, visible minorities, people with an immigrant background, and new immigrants.

Verdun: discussing inspiring themes

Through the Prendre racine à Verdun program, three activities and 17 intercultural workshops were held in 2018, in collaboration with various partners. More than 300 people took part. Workshop themes included the environment, public services, municipal by-laws, the French language, culture, as well as customs and traditions from here and beyond.

Community development tables: seeing and acting jointly

Community development tables are excellent places to gain an overview of a neighbourhood, organize a consultation, and determine action priorities in such areas as housing, food security, and the integration of new immigrants. They include representatives of organizations and institutions from one sector or from several, together with residents, elected officials, etc. The boroughs, as **members of various local community development tables**, can better respond to the needs identified.

For example, Lachine plays an active part on the Table de réflexion et d'action interculturelles de Lachine (Roundtable on intercultural action in Lachine), which deals with immigration issues.

Ahuntsic-Cartierville contributes to new immigrant integration strategies implemented by local community development tables. These include Opération d'accueil Bordeaux-Cartierville, the Conseil local des intervenants communautaires (CLIC), and Solidarité Ahuntsic's Comité nouveaux arrivants.

Montréal-Nord, meanwhile, joined the local community development tables and the sectoral development tables to revitalize the most disadvantaged sectors and come to the aid of the most vulnerable individuals and families. These efforts led to the co-construction of a reception and integration organization for people with an immigrant background, a project run by the Montréal-Nord community development table's Comité immigration et vivre-ensemble (Committee on immigration and living together).

Additionally, Le Sud-Ouest established multiple partnerships with local community development tables as well as local organizations, the police department, the CIUSSS, the Office municipal d'habitation de Montréal, the Table de sécurité urbaine, etc. This allows the borough to permanently monitor the situation with the goal of anticipating and detecting the emergence of trends likely to hinder inclusion and peaceful cohabitation across the borough.

Innovative and effective partnerships

All the boroughs establish **partnerships with local organizations working with ethno-cultural communities.**

Example of an achievement

Ville-Marie: focus on pride and support

In 2017, the Carrefour de ressources en interculturel (CRIC) implemented the *Mé-tisse ta communauté* project. The organization went on to help break the isolation sometimes experienced by women from ethno-cultural communities by inviting them to speak about their traditional dress and create new clothing. Several women proudly wore their traditional dress. This initiative enjoyed support from the borough's social development fund.

Other action by the city

- Ahuntsic-Cartierville, Pierrefonds-Roxboro, Verdun and the Sud-Ouest created the **Conseils jeunesse dans les arrondissements** (Cja) (borough youth councils) in order to get youth interested in politics and life in their borough. These councils allow youth aged 12 to 30 to make decisions concerning local projects. And because the councils are formed with a focus on representing the diversity of youth in Montréal, they give voice to the needs of young people of all origins, religions and sexual orientations.

8. Perspectives – future actions

The municipal administration has a leading role to play in ensuring that the city lives up to its collective vision in the present and the future:

Montréal is a supportive and inclusive metropolis made up of sustainable neighbourhoods that are excellent places in which to live and thrive and where citizens and stakeholders make important contributions. Montréal is a city where everything is possible!¹⁰

In order to fulfill this vision, the municipal administration must continue its initiatives in diversity and inclusion across its various areas of jurisdiction. The short- and medium-term outlooks for certain measures presented in the pages above are as follows (Appendix I).

Social development: for greater effectiveness

Programme d'intervention de milieu pour les jeunes 12-30 ans (Local intervention program for youth aged 12 to 30)

To date, the activities have been geared mostly to people aged 12 to 24. The municipal administration wishes to reach the 24 to 30 age group as well. New criteria will be integrated into the program. Indigenous youth will be taken into account in a specific manner.

Programme Montréal interculturel

The new version of the program, implemented in 2019, will benefit participating organizations and help Montrealers develop intercultural competencies (knowledge, know-how, soft skills).

Public security: continued progress

Police activities

Teams working with vulnerable people (EMRII, ESUP and RIC) will have to harmonize their practices, communications tools and actions, while continuing to offer training. They will also be asked to oversee the sharing of public spaces in a spirit of peaceful cohabitation.

The SPVM will regularly evaluate whether to translate into several languages support programs for ethno-cultural communities at risk of being victimized by discrimination.

Prevention in the field

The SPVM hopes that its Non-Violence Squad is prioritized by schools that have new immigrants and that attract a culturally diverse student body with vulnerability factors, particularly if these schools are in disadvantaged communities or environments susceptible to delinquency.

10. Vision drawn from the Policy on Social Development – Montréal, where everything is possible!, page 13.

Culture: challenges, changes and new projects

Spotlight on Indigenous artists

Ondinnok Productions Inc. expressed a desire to renew the Printemps autochtone d'art event. The Accès culture network is in the process of looking at new forms of constructive collaboration with Indigenous cultural organizations, and at means of supporting the integration of Indigenous artists and works into its programming, and not only in conjunction with events.

Support for culturally diverse organizations

A joint project presented by the MAI and the Accès culture network is under development: it will see support for certain artists improved with the addition of creative residencies and potential touring initiatives. Collaborations between DAM and the Accès culture network will also be undertaken, notably to help culturally diverse artists produce promotional videos intended for performance venues within the network.

Support Program for Diversity of Cultural Expressions – festivals and events

New eligibility criteria will give greater consideration to projects that integrate Montréal youth and Indigenous Peoples.

Mediation activities in support of Francization

The city must forge ties with MIDI Francization classes, which have guidelines that limit participation in activities.

Centre d'histoire de Montréal

The Centre d'histoire de Montréal has initiated a metamorphosis that will allow it to better fulfill its mission. For further details, see [le futur MEM](#).

Conseil des arts de Montréal

The many conclusions drawn by the CAM-commissioned study entitled *Pratiques professionnelles en arts visuels issues de l'autochtonie et de la diversité à Montréal* will be reviewed with the objective of coming up with joint actions.

APPENDIX II – Appointment, municipal committees and units concerned with cultural diversity

1987

Appointment of an executive committee member responsible for intercultural relations

1988

Creation of the Bureau interculturel de Montréal (BIM), an advisory body for the management of diversity in municipal departments

Creation of the Bureau d'accueil des nouveaux immigrants, specialized in income security and offering services in several languages to refugee status applicants (now called the Centre spécialisé pour les demandeurs d'asile)

1989

Establishment of the Comité consultatif sur les relations interculturelles et interraciales (CCRIIM)

1994

Replacement of the BIM by the Division des affaires interculturelles, responsible for supporting municipal departments in the acquisition of competencies in diversity

1995

Replacement of the CCRIIM with the Comité aviseur sur les relations interculturelles de Montréal (CARIM)

2000

Replacement of the Direction des affaires interculturelles with the Bureau des affaires interculturelles

2002

Creation of the Conseil interculturel de Montréal (CIM)

2006

Creation of the Direction de la diversité sociale, responsible for the city's actions in intercultural relations and social development.

2015

Creation of the International Observatory of Mayors on Living Together

2016

Establishment of the Bureau d'intégration des nouveaux arrivants à Montréal (BINAM)

2019

Creation of the Service de la diversité et de l'inclusion sociale

APPENDIX III – Main commitments and achievements of the city in the area of diversity

1989

Adoption of the Montréal Declaration Against Racial Discrimination

Commemoration of International Day for the Elimination of Racial Discrimination (March 21)

1992

The month of February proclaimed Black History Month

1993

Joint federal-provincial proclamation of 1993 as the Year of Intercultural and Interracial Harmony

2001

Support for Action Week Against Racism

2002

Proclamation of March 21 as the International Day for the Elimination of Racial Discrimination, and commitment to support this event on an annual basis

2004

Adoption of the Montréal Declaration for Cultural Diversity and Inclusion

Proclamation of the month of May as Asian Heritage Month

2005

Adoption of the Montréal Charter of Rights and Responsibilities

2006

Publication of a opinion by the Conseil interculturel de Montréal sur le profilage racial

Montréal joins the Canadian Coalition of Municipalities Against Racism and Discrimination and UNESCO's International Coalition of Cities Against Racism (now the International Coalition of Inclusive and Sustainable Cities)

Proclamation of International Day for the Remembrance of the Slave Trade and its Abolition

2009

Launch of the Prix interculturel de Montréal Abe-Limonchik

2011

Favourable reception of the recommendations set out in the document entitled *Racial profiling and systemic discrimination of racialized youth* – Report on the consultation held on racial profiling and its consequences, produced by the Commission des droits de la personne et des droits de la jeunesse du Québec, and unequivocal rejection of all forms of profiling

Adoption of amendments to the Montréal Charter of Rights and Responsibilities, to include racial and social profiling and agism in the section on discrimination

2015

Joint adoption, with 22 other cities, of the Montréal Declaration on Living Together

2016

Adoption, by city council and Montréal borough councils, of the Déclaration visant à faire la promotion des candidatures reflétant la diversité montréalaise (Declaration for the promotion of candidacies reflecting Montréal's diversity)

Adoption of the Declaration aimed at highlighting the International Day for the Elimination of Racial Discrimination, March 21, and preventing acts that may lead to any form of discrimination

2017

Announcement of a joint process of reconciliation between the city and Indigenous Peoples

Municipal public consultation on racial and social profiling, followed by the tabling of a report and 31 recommendations

2018

Creation of the Table sur la diversité, l'inclusion et la lutte contre les discriminations

Commitment by the executive committee to apply the 31 recommendations arising from the municipal public consultation on racial and social profiling

Adoption of the Déclaration pour assurer les services de base à la population des communautés autochtones (Declaration to ensure basic services to Indigenous communities)

2019

Commitment to implement a culture that embraces diversity and inclusion within the municipal administration

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