

**SUBJECT: Anti-Racism Strategy**

**File Number ACS2022-CSS-GEN-012**

**Report to Finance and Economic Development Committee on 7 June 2022**

**and Council 22 June 2022**

**Submitted on May 24, 2022 by Donna Gray, General Manager, Community and Social Services**

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**Ward: CITY WIDE / À L'ÉCHELLE DE LA VILLE**

**OBJET : Stratégie de lutte contre le racisme**

**Dossier : ACS2022-CSS-GEN-012**

**Rapport au Comité des finances et du développement économique**

**le 7 juin 2022**

**et au Conseil le Choisir la date de la réunion du Conseil municipal.**

**Soumis le le 22 juin 2022 par Donna Gray, Directrice générale, Services sociaux et communautaires**

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## **REPORT RECOMMENDATIONS**

**That the Finance and Economic Development Committee recommend that Council:**

- 1. Receive this report for information.**
- 2. Approve the proposed Anti-Racism Strategy attached as Document 1 to this report.**

## **RECOMMANDATIONS DU RAPPORT**

**Que le Comité des finances et du développement économique recommande au Conseil:**

- 1. De prendre connaissance de ce rapport pour de l'information.**
- 2. D'approuver la Stratégie de lutte contre le racisme proposé ci-jointe à ce rapport comme document 1.**

## **EXECUTIVE SUMMARY**

### **Assumption and Analysis**

In 2020, the City established an Anti-Racism Secretariat to target systemic racism in policy development, decision-making, program evaluation and outcome measurement. This report seeks approval from Council of the City of Ottawa's first Anti-Racism Strategy, a five-year plan to proactively identify and remove systemic barriers in City policies, programs and services and to realize its vision of racial equity. The proposed Strategy focuses on the following key priority areas:

- Governance;
- Housing;
- Economic development;
- Health outcomes;
- Children and Youth development;
- Achieving racial equity in the workplace and,
- Institutional practices

The proposed Anti-Racism Strategy and action plan includes 28 recommendations and 132 actions to address each of the key priorities areas, and identifies opportunities for leveraging partnerships with other levels of government, community agencies and institutions to collectively confront systemic racism. The Strategy aligns with and builds on existing Council approved equity work including the Ottawa Municipal Immigration Strategy, the Corporate Diversity and Inclusion Plan and the Women and Gender Equity

Strategy, by leveraging existing resources and identifying gaps for new opportunities in the priority areas.

Approval of this proposed Strategy will establish a foundation for anti-racism work in the City. Implementing the identified actions in the Strategy will ensure that racialized communities in Ottawa have equitable access to City programs, services, resources and opportunities to realize their full potential. The Strategy represents the City's commitment to develop and deliver programs and services that are responsive to the diverse needs of the municipality, and to cultivate an equitable and inclusive workforce.

### **Public Consultation and Input**

In 2021, the Anti-Racism Secretariat launched the development of the City's first Anti-Racism Strategy and embarked on a broad and comprehensive multi-phase engagement plan with the broad Ottawa community, focused sessions with Indigenous, Black and racialized communities, agency partners and stakeholders, and City of Ottawa employees to inform the development of this Anti-Racism Strategy. The engagement plan consisted of three phases, and multiple modes of engagement, including a series of public consultations, facilitated discussions, online surveys, roundtables, and townhalls.

Findings were compiled in a What We Heard report (ACS2021-CSS-GEN-012) released in November 2021. An Anti-Racism Advisory Table was established to guide and advise on the development of the Anti-Racism Strategy. Table membership was comprised of City staff and community leaders of varying intersectional identities to ensure representation of gender, age, religion, geographic representation, race/ethnicity or Indigenous identity, disability, and 2SLGBTQQIA+ community.

### **Implementation**

The City, in its role as a municipal body, will directly impact the programs and services it is responsible for providing through the recommendations and actions in this report, as outlined in Document 1. Many recommendations received through the community consultations were in relation to improvements in the education system to support effective learning environments, improvements in the quality and availability of culturally responsive mental health services, and measures to address racial profiling and over-policing of Indigenous, Black and other racialized communities. The City will advocate for and collaborate with federal and provincial governments and community partner agencies to advance anti-racism in areas outside of its jurisdiction.

Using a data informed, intersectional and trauma informed approach, the Anti-Racism Strategy will be implemented through two phases. The proposed Phase one (2023 – 2025) will raise awareness of systemic barriers faced by Indigenous, Black and other racialized staff and community members through extensive learning and training, at all levels of the organization. This is to ensure the corporation has the intercultural competencies, awareness, knowledge, skills and ability to address racial inequities in the workplace and among city services. The City will collect gender and race-disaggregated data, establishing a baseline measurement framework for effective measurement of future actions. Further work will progress on relationship building through meaningful engagement with Indigenous, Black and other racialized communities to ensure the strategy is responsive to current and emerging societal issues. Phase one will include the implementation of actions items in all seven priority areas, with an emphasis on governance, youth development, achieving racial equity in the workplace, and institutional practices.

While Phase one will have implemented action items in all seven priority areas, in the second phase (2025-2028), the City will continue with the implementation of the recommendations and actions outlined in the plan, with further emphasis on housing, economic development, and health outcomes. This phase will follow a midterm review on the progress made through the implementation of phase one. This review will take place using the data collected and engagement mechanisms developed to evaluate, and modify progress in response to lessons learned, while implementing additional actions in response to the established plan.

Implementing the Strategy requires commitment and intentional action at all levels of the corporation and within the community. A governance structure has been established defining the roles and responsibilities of the Senior Leadership team, Departmental Leadership teams, the Anti-Racism Secretariat, the Anti-Racism Advisory Table, individual staff and community members to advance the work to dismantle systemic racism. To ensure transparency and measure progress, annual reports will be drafted and presented to Council as well as publicly available on the City's website.

The Anti-Racism Secretariat will establish an evaluation measurement framework, communication plan, financial strategy and develop a comprehensive annual report including actions undertaken by each department and achievement of the proposed actions.

## **Financial Implications**

There are no financial implications associated with the report recommendations. Resources required to implement the proposed Anti-Racism Strategy will be requested through the 2023 Budget cycle.

## **RÉSUMÉ**

### **Hypothèse et analyse**

En 2020, la Ville a créé un Secrétariat de lutte contre le racisme afin de cibler le racisme systémique dans l'élaboration des politiques, la prise de décisions, l'évaluation des programmes et la mesure des résultats. Le présent rapport vise à faire approuver par le Conseil la première Stratégie de lutte contre le racisme de la Ville d'Ottawa, qui est un plan quinquennal destiné à identifier et à éliminer de manière proactive les obstacles systémiques dans les politiques, les programmes et les services de la Ville et à concrétiser sa vision de l'équité raciale. La stratégie proposée est axée sur les domaines prioritaires suivants :

- Gouvernance ;
- Logement ;
- Développement économique ;
- Résultats en matière de santé ;
- Épanouissement des enfants et des jeunes;
- Équité raciale en milieu de travail et,
- Pratiques institutionnelles

La stratégie de lutte contre le racisme et le plan d'action proposés comprennent 28 recommandations et 132 actions pour aborder chacun des domaines prioritaires clés et identifient les possibilités de tirer parti des partenariats avec d'autres niveaux de gouvernement, des organismes communautaires et des institutions pour lutter collectivement contre le racisme systémique. La stratégie s'aligne sur les travaux sur l'équité approuvés par le Conseil, y compris le Plan de diversité et d'inclusion de l'entreprise et la Stratégie d'équité entre les femmes et les hommes, en tirant parti des ressources existantes et en identifiant les lacunes pour de nouvelles opportunités dans les domaines prioritaires. Il n'y a pas d'implications financières associées aux recommandations du rapport. Les ressources nécessaires à la mise en œuvre de la stratégie antiraciste proposée seront demandées dans le cadre du cycle budgétaire 2023.

L'approbation de la Stratégie proposée constituera le socle du travail de lutte contre le racisme dans la Ville. La mise en œuvre des mesures définies dans la Stratégie permettra aux personnes racisées d'Ottawa d'avoir un accès équitable aux programmes, aux services, aux ressources et aux possibilités de la Ville afin de réaliser leur plein potentiel. La Stratégie représente l'engagement de la Ville à élaborer et à offrir des programmes et des services qui répondent aux divers besoins de la municipalité, et à cultiver une main-d'œuvre équitable et inclusive.

### **Consultation publique et commentaires**

En 2021, le Secrétariat à la lutte contre le racisme a lancé l'élaboration de la première Stratégie de lutte contre le racisme de la Ville et s'est lancé dans un vaste plan d'engagement en plusieurs phases auprès de l'ensemble de la communauté d'Ottawa, dans des séances ciblées avec les communautés autochtones, noires et racisées, les partenaires et intervenants des organismes et les employés de la Ville d'Ottawa afin d'éclairer l'élaboration de la présente Stratégie de lutte contre le racisme. Le plan d'engagement comportait trois phases et de multiples modes d'engagement, notamment une série de consultations publiques, des discussions animées, des sondages en ligne, des tables rondes et des assemblées publiques.

Les constatations ont été compilées dans un rapport « Ce que nous avons entendu » (ACS2021-CSS-GEN-012) publié en novembre 2021. Une Table consultative sur la lutte contre le racisme a été créée pour guider et conseiller l'élaboration de la Stratégie de lutte contre le racisme. La Table est composée de membres du personnel de la Ville et de leaders communautaires de diverses identités intersectionnelles afin d'assurer la représentation du genre, de l'âge, de la religion, de la représentation géographique, de la race/ethnicité ou de l'identité autochtone, des personnes handicapées, et de la communauté 2SLGBTQIA+.

### **Mise en œuvre**

La Ville, dans son rôle d'organisme municipal, aura une incidence directe sur les programmes et les services qu'elle est chargée de fournir par le biais des recommandations et des actions contenues dans le présent rapport, comme indiqué dans le document 1. De nombreuses recommandations formulées lors des consultations communautaires concernaient l'amélioration du système éducatif afin de favoriser des environnements d'apprentissage efficaces, l'amélioration de la qualité et de la disponibilité des services de santé mentale adaptés à la culture, ainsi que des mesures visant à lutter contre le profilage racial et les interventions policières

excessives contre les Autochtones, les Noirs et les autres personnes racisées. La Ville préconisera et collaborera avec les gouvernements fédéral et provincial et les organismes partenaires communautaires pour faire progresser la lutte contre le racisme dans les domaines qui ne relèvent pas de sa compétence.

En utilisant une approche intersectorielle fondée sur les données, et tenant compte des traumatismes subis, la Stratégie de lutte contre le racisme sera mise en œuvre en deux phases. La première phase proposée (2023 - 2025) permettra de sensibiliser le personnel et les membres de la communauté Autochtones, Noirs et racisés aux obstacles auxquels ils sont confrontés, grâce à un apprentissage et une formation approfondie, à tous les niveaux de l'organisation. Il s'agit de s'assurer que la société possède les compétences interculturelles, la sensibilisation, les connaissances, les aptitudes et la capacité de s'attaquer aux inégalités raciales sur le lieu de travail. La Ville recueillera des données ventilées par genre et par race, établissant un cadre de mesure de base pour une évaluation efficace des actions futures. D'autres travaux seront menés sur l'établissement de relations par un engagement significatif avec les communautés Autochtones, Noires et autres communautés racisées.

Il est recommandé que la phase deux (2025 - 2028) s'appuie sur les données de la phase une, par le biais d'un examen et d'une évaluation, pour concevoir et modifier les programmes, les politiques et les services qui répondent aux inégalités révélées.

La mise en œuvre de la stratégie exige un engagement et une action intentionnelle à tous les niveaux de la société et au sein de la communauté. Une structure de gouvernance a été mise en place pour définir les rôles et les responsabilités de l'équipe de direction, des équipes de direction des départements, du Secrétariat de lutte contre le racisme, de la Table consultative sur la lutte contre le racisme, du personnel et des membres de la communauté, afin de faire avancer le travail de démantèlement du racisme systémique. Afin d'assurer la transparence et de mesurer les progrès accomplis, des rapports annuels seront rédigés et présentés au Conseil, et seront également accessibles au public sur le site Web de la Ville.

Le Secrétariat de lutte contre le racisme établira un cadre de mesure d'évaluation, un plan de communication, une stratégie financière et élaborera un rapport annuel complet comprenant les actions entreprises par chaque service et la réalisation des actions proposées. La phase I comprendra la mise en œuvre de mesures dans tous les domaines, en mettant l'accent sur la gouvernance, le développement des enfants et des jeunes, la réalisation de l'équité raciale sur le lieu de travail et les pratiques institutionnelles.

## **Implications financières**

Il n'y a pas d'implications financières associées aux recommandations du rapport. Les ressources nécessaires à la mise en œuvre de la stratégie antiraciste proposée seront demandées dans le cadre du cycle budgétaire 2023.

## **BACKGROUND**

In November 2019, the creation of the Anti-Racism Secretariat was adopted by Council (ACS2019-FSD-FIN-0007). The mandate of the Anti-Racism Secretariat is to target systemic racism by applying an anti-racist approach to the way the City develops policies, makes decisions, evaluates programs and measures outcomes. In July 2020, Councillor Rawlson King was appointed as the Council Liaison (FEDC Motion No 2020 2/14) to support the initiatives of the Anti-Racism Secretariat.

An Information Report with an update on the progress achieved by the Anti-Racism Secretariat was approved at Council on June 9, 2021 (FEDC MOTION No. 2021 1/26). The Information Report outlined milestones accomplished on socializing an anti-racist approach within the City and broader community. The Report also outlined internal and external anti-racism collaborations, such as the Gender and Race Equity Data Baseline Study, and provided an overview of the Phase I engagement plan and development process for the Anti-Racism Strategy.

In November 2021, an Information Report (ACS2021-CSS-GEN-012) was approved by Council that provided an overview of the What We Heard report, and an update on Phase I and II of the Anti-Racism Strategy development. The Report also outlined the creation of an Anti-Racism Advisory Table comprised of City staff and anti-racism leaders from racialized communities.

The Anti-Racism Strategy aligns with existing equity initiatives including the 10-Year Housing and Homelessness Plan, the Women and Gender equity Strategy, the Corporate Diversity and Inclusion Plan, and the Community Safety and Well-Being Plan. While these initiatives broadly address inequities, the Anti-Racism Strategy will center racial equity by explicitly addressing colonialism and systemic racism with the institutional structures that contribute to inequitable outcomes experienced by Indigenous, Black and other racialized communities.

The Strategy will build on these Council directed initiatives incorporating the vital continuing feedback from the community leaders and experts through the Anti-Racism Advisory Table, findings from the comprehensive community engagement, best



practices and ongoing research to enact meaningful actions addressing systemic racism.

## **Context**

The City of Ottawa is home to a growing population of racial and ethnic cultures with as many as 100 nationalities. In the 2016 Census, 26% of Ottawa residents self-identified as racialized with 6.5% identifying as Black, 4.5% as Chinese, 4.5% as Arab, and 4% as Indigenous<sup>1</sup>. It is estimated that by 2031, more than one in three residents in Ottawa will be racialized.<sup>2</sup> Notwithstanding Ottawa's rich cultural, linguistic, and racial diversity, many Indigenous, Black and other racialized communities experience inequitable outcomes and opportunities, as a result of systemic racism.

Systemic racism is “the conscious or unconscious policies, procedures and practices that exclude, marginalize and economically disadvantage racialized communities or people of colour, and is supported by institutional power which makes racism look normal and justified.”<sup>3</sup> The mandate of the Anti-Racism Secretariat is to target systemic racism through the application of an anti-racist approach to City policy development, decision structures, and program evaluation. To guide this approach, and ensure transparency and progress towards concrete actions, the Anti-Racism Secretariat has been engaging the public and staff to inform the development of the City's first Anti-Racism Strategy and action plan.

## **Why an Anti-Racism Strategy?**

The City of Ottawa is responsible for ensuring that the people of Ottawa, irrespective of their racial identities, have equal access to City programs, services, resources and opportunities to realize their full potential. The Anti-Racism Strategy represents the City's commitment to closing gaps and addressing disparities in the delivery of city services and programs, and in its workforce.

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<sup>1</sup> Ottawapublichealth.ca (19 May 2022), Statistics Canada. 2017. Ottawa, CV [Census subdivision], Ontario and Canada [Country] (table). Census Profile. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017. Retrieved from <https://www.ottawapublichealth.ca/en/reports-research-and-statistics/sociodemographics.aspx#Origin-and-Identity>

<sup>2</sup> City of Ottawa (19 May 2022), Equity & Inclusion Lens Snapshot (2016) pg 2, Retrieved from [https://documents.ottawa.ca/sites/documents/files/racialized\\_ss\\_en.pdf](https://documents.ottawa.ca/sites/documents/files/racialized_ss_en.pdf)

<sup>3</sup> Lopes and Thomas, *Dancing on Live Embers* (2006)

An Anti-Racism Strategy centers racial equity while examining how institutions and structures operate to maintain a system that produces racially inequitable outcomes for Indigenous, Black, and other racialized groups. On May 10, 2022 the Canadian Race Relations Foundation and the Federation of Canadian Municipalities announced a collaboration to support the advancement of anti-racism, equity and inclusion initiatives across municipalities in Canada. As a municipality, the Anti-Racism Strategy positions the City as a leader amongst municipalities, playing an essential and influential role in eliminating systemic barriers.

The Anti-Racism Strategy builds on existing measures previously approved by Council to address inequities, including the [10-Year Housing and Homelessness Plan](#), the [Women and Gender Equity Strategy](#), the [Corporate Diversity and Inclusion Plan](#), the City of Ottawa Municipal Accessibility Plan and the [Community Safety and Well-Being Plan](#). These measures do not address the specific impacts of colonialism and systemic racism experienced by Indigenous, Black and other racialized communities. The Anti-Racism Strategy will be preventative, responsive, and proactive to address racially inequitable outcomes and power imbalances produced by systemic racism.

### **Anti- Indigenous Racism**

Ottawa is located on unceded Anishinaabe Algonquin territory and is home to a vibrant and diverse community of First Nation, Inuit, and Métis Peoples representing 4 percent<sup>4</sup> of the population. The City acknowledges the historical and ongoing racial and colonial oppression that First Nations, Inuit and Métis People experience and has a responsibility to uphold constitutionally protected Aboriginal and Treaty Rights.

While elements of this Strategy will address systemic barriers impacting Indigenous, Black and other racialized residents in Ottawa and monitor the impact of interventions on all communities, the City must take additional measures to specifically address anti-Indigenous racism.

The City will consult with First Nations, Inuit and Métis communities to discuss a strategy that supports economic and social well-being, inclusion and self-determination of all Indigenous residents in Ottawa. As a next step, the City will launch an

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<sup>4</sup> Ottawa Public Health (Ottawapublichealth.ca, 19 May 2022),. Socio-demographic Data and Population Projections. Retrieved from <https://www.ottawapublichealth.ca/en/reports-research-and-statistics/sociodemographics.aspx#ReferencesSocioDemo>

engagement process with First Nations, Métis and Inuit leaders, elders, youth and communities whose voices to inform a path forward.

## **Anti-Black Racism**

Anti-Black racism and racial stereotypes against Black Canadians “are so deeply entrenched in institutions, policies and practices, that its occurrence has either become functionally normalized or rendered invisible”.<sup>5</sup> The General Social Survey of 2019 reported that 46% of Black individuals polled experienced at least one form of discrimination in the past 5 years as compared to 16% of non-racialized communities. “Anti-Black racism results in the social, economic, and political marginalization of Black Canadians. For example, in Ottawa, 28.4% of the Black community experiences poverty, while 12.6% of the general population is living with poverty. The result of Anti-Black racism leads to unequal opportunities, lower socio-economic status, higher unemployment, income inequality, food insecurity, barriers to adequate healthcare, barriers to housing and overrepresentation in the criminal justice system”. In Ottawa, the Black community represents 25 percent of the racialized population. The COVID-19 pandemic starkly outlined these discrepancies with 37 percent<sup>6</sup> of the early positive cases in Ottawa identified as from the Black population despite Black community making up less than 7 percent<sup>7</sup> of Ottawa’s total population. Community members and City employees called on the City to name anti-Black racism, to prioritize strategies on anti-Black racism, and to set specific targets for Black communities.<sup>8</sup>

## **Intersectional Identities**

The City acknowledges the many dimensions of social identity – such as, race, gender, sexuality, disability, class, religion – do not exist separately or in isolation of each other. Rather, the experiences of racism within Indigenous, Black and other racialized communities are shaped by their multiple and overlapping identities and social locations, which, cumulatively, produce unique and distinct experiences. An

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<sup>5</sup> Government of Ontario, Data Standards for the Identification and Monitoring of Systemic Racism (Glossary). <https://www.ontario.ca/document/data-standards-identification-and-monitoring-systemic-racism/glossary>

<sup>6</sup> Ottawa Public Health, [Report: COVID-19 and Racial Identity in Ottawa: February to August 2020](#), pg. 13. See also CBC, “Black Ottawans hit hardest by COVID-19, race-based data suggests” 24 November 2020 and <https://globalnews.ca/news/7482070/ottawa-coronavirus-impact-racialized-black-residents/>.

<sup>7</sup> Ibid

<sup>8</sup> Summary of notes from Internal and External Townhalls January 2022, External Jan 15 (57), pg. 1; internal January 25 all staff, pg. 6.

intersectional approach to anti-racism confronts systemic racism by examining its relationship to other forms of oppression.

## **Development of the Strategy**

### ***Engagement Overview***

The development of the strategy involved a multi-phase engagement process with all residents including Indigenous, Black and other racialized communities in Ottawa, community partners and stakeholders, and City employees. The approach was to actively seek out and include the community voice throughout the process. Through Engage Ottawa surveys, discussions with community partners, a series of internal and external action planning sessions, Townhalls, and the establishment of the Anti-Racism Advisory Table, over 1,000 voices provided 28 recommendations and forming 133 actions in the initial five-year Action Plan accompanying the Strategy.

The City heard from communities experiencing systemic racism and targeted acts of hate including from Indigenous, 2SLGBTQQIA+, Jewish, Anglophone African, Caribbean, and Black, Francophone African, Caribbean and Black, Asian, and Muslim residents.

### ***Limitations***

There were limitations with the engagement process. COVID-19 limited community engagement to virtual touchpoints which can be challenging to attend for those without ready access to the internet. Racialized communities in Ottawa have been disproportionately impacted by the pandemic and as such, many community leaders and residents expressed engagement in community support or experienced pandemic and zoom fatigue. Mitigations were deployed by increasing sessions and directly reaching out to racialized community groups for feedback.

### ***Anti-Racism Advisory Tables***

Since September 2021, the Anti-Racism Advisory Table has been engaged in analyzing the recommendations from the engagement phases to identify gaps, missing actions or additional opportunities to inform the strategy. The Anti-Racism Advisory Table is comprised of City staff and anti-Racism leaders from the community. Table membership was comprised of City staff and community leaders of varying intersectional identities to ensure representation of gender, age, religion, geographic representation, race/ethnicity or Indigenous identity, disability, and 2SLGBTQQIA+ community.

An Internal Anti-Racism Advisory Table was established in January 2022, translating the recommendations from community consultations into concrete actions that are meaningful, doable, mindful of current departmental ability and within the city's jurisdiction. An overview of this action plan has been reviewed by the Anti-Racism Advisory Table membership.

## **DISCUSSION**

### **Strategy Vision, Guiding Principles and Approach**

The Anti-Racism Strategy has built a vision for the City of Ottawa to become an anti-racist city, where systemic racism and discrimination are no longer barriers to an individual or the collective access to safety, resources, opportunities, and outcomes.

The Strategy will inform how the City conducts business - through policy development, decision making, communications and engagement, reporting, resource allocation and beyond, reaching every aspect of City operations.

Anti-Racism work is a proactive course of action to identify, remove, prevent, and mitigate the racially inequitable outcomes and power imbalances through a series of analyses. An anti-racism approach requires a cultural shift as it becomes integrated into the planning, development, operations, resource allocation and evaluation of policies, services, practices, and spaces. Guiding questions are proposed as part of the Strategy to operationalize the anti-racism approach.

Guiding principles serve to inform the City's decision-making as it develops strategies in response to community needs using an anti-racism approach. These guiding principles direct our focus, solidify our priorities, and align our intent with our desired outcome.

The following guiding principles are being proposed to ground City decisions in the work to confront systemic racism:

- Focus on Systemic Racism – through the proactive identification and removal of system barriers and root cause of racial inequities.
- Intersectional approach – by acknowledging the many dimensions of social identity that shape lived experiences.
- Trauma-Informed Approach – by centering the impacts of traumas caused by systemic racism and seeking to mitigate future harms.
- Systems-Wide Approach – by ensuring the integration of an anti-racism lens across the Corporation.

- Continuous engagement with Indigenous, Black and other racialized communities to ensure lived experiences inform city initiatives.
- Leadership, transparency and accountability – by establishing clear roles and responsibilities in advancing anti-racism.
- Awareness and Capacity Building – by grounding the organization in awareness and knowledge of systemic racism and its impact.
- Racial Healing – by acknowledging the historical and contemporary context and impact of colonialism and racism in Canada.
- Data driven and evidence-Based Approach – which is critical to ground anti-racism efforts throughout the organization and inform targets, indicators and benchmarks.

### **Summary of Priorities, Recommendations and Actions**

The recommendations and actions identified in the Anti-Racism Strategy and Action Plan were developed in response to the community feedback received from a comprehensive, multi-phase engagement plan. The engagement findings were grouped within the following priority areas:

1. *Governance* – The Strategy defines actions that will increase awareness, education, and transparency around the City’s governance processes, structures, appointments and elections process.
2. *Housing* – The Strategy outlines recommendations and actions for accessible, affordable and culturally responsive housing, including policies and programs that recognize the specific needs of the Indigenous, Black and other racialized communities. New measures in the Ottawa Emergency Shelter Standards, and zoning bylaws will be examined to address inequities.
3. *Economic Development* – The City will use its role and influence to improve economic opportunities for development support for Indigenous, Black and other racialized entrepreneurs and business owners in the new Economic Development Strategy.
4. *Health Outcomes* – Through our partnership with Ottawa Public Health, and our role in funding community and social services, barriers will be identified and addressed to mitigate the impact of inequalities, discrimination and racism on health outcomes.
5. *Children and Youth Development* – The City will develop comprehensive and data-driven programs and plans to ensure that racialized youth have access to the support and resources they need to reach their career, community and

academic goals.

6. *Achieving Racial Equity in the Workplace* – Engagement identified overlapping priorities that need to be addressed to increase representation and create a sense of belonging for all employees, including addressing racism in the workplace, increased education and awareness of the different forms of racism, increased representation in employment, addressing bias, and creating accountability processes to address and prevent racism at the City.
7. *Institutional Practices* – Several recommendations within the engagement findings focused on areas designed to address actions at the systems level, identifying collaborations and advocacy opportunities with other levels of government. Additionally, there were recommendations that crossed over several priorities. The City is committed to exploring ways and means to leverage influence and support change in these areas.

## **Implementation of the Strategy**

The Strategy represents a call to action for all people of Ottawa to work together to understand and dismantle the systemic barriers faced by Indigenous, Black and other racialized communities. It is identifying and removing systemic barriers so that everyone can experience full participation, inclusion and a sense of belonging in the city of Ottawa.

The journey towards racial equity will take time, recognizing that everyone is on different steps of the path. Progress is achieved by centering the voices and lived experiences of Indigenous, Black and other racialized communities in the development of actions, policies, services and programs. The City must also work with other levels of government and institutions, to broadly influence systemic changes across varying institutions.

The City's first Anti-Racism Strategy will be implemented in two phases.

### ***Phase I (2023 -2025)***

Phase one will establish the foundations of the work and implement the recommendations and actions included in the action plan. Internal capacity to raise awareness amongst staff and leadership will be established by building anti-racism principles and practices into City policies, programs and services. The City will invest in systems and frameworks that collect disaggregated data to support evaluation of services through an anti-racism lens. The City will establish meaningful engagement

methods and relationships within the Indigenous, Black and other racialized communities to enable responsive two-way dialogue for evolution of our understanding of, and response to, eliminating systemic barriers.

### ***Phase II (2025 – 2028)***

Phase two will build on this foundation of data and learning and continue to evolve programs, policies and services using the data and mechanisms developed in phase one to respond to the disparities and inequities revealed. The City will broaden our capacity to address inequities and transform the organizational culture through establishment of deeper actions resulting from our greater understanding of the systemic barriers within our programs – from design to implementation.

### **Strategy Governance**

The City of Ottawa is accountable to Ottawa residents and City staff with the implementation of this strategy.

Senior Leadership will model their commitment through monitoring and actively overseeing the progress of the actions, ensuring accomplishment of the strategic outcomes towards racial equity.

Departmental leaders will champion the work and ensure that an anti-racism lens is considered in all policies, programs and services. They will engage with Indigenous, Black and racialized staff and communities to ensure inclusion of unique experiences and perspectives.

The Anti-Racism Secretariat will support departments through the development of measurement frameworks, ensuring actions and outcomes align and support other strategies and initiatives

Anti-Racism Advisory Table members will continue in their key advisory role, bringing forward community perspectives to ensure currency and responsiveness on emerging issues and the implementation of strategic actions.

Individual staff and community members will champion, advocate, and be allies throughout Ottawa to support growth and achieving racial equity. Everyone has a responsibility to understand the harm caused by racism and to work towards centering the experiences of Indigenous, Black and racialized communities in the work to dismantle systemic racism.



Achieving racial equity is a journey with all of us entering at different points along this journey. The City must all strive to remain steadfast in its commitment to advance racial equity, through awareness, humility and courage. The voices and lived experiences of Indigenous, Black and other racialized communities must be at the centre of the work. The City will work with allies to address systemic racism in municipal policies, services, programs and the City's workforce. Other levels of government, institutions and community partners will be engaged as partners to advance racial equity. This Strategy solidifies the City's responsibility and commitments towards narrowing racial divides.

### **Next Steps**

The proposed Anti-Racism Strategy will be implemented over a five-year term from 2023 to 2028. Implementation will be based on five annual work plans, starting in year one 2023, with a corresponding progress report presented to Council. The Anti-Racism Secretariat will also undertake a mid-term review between phase one and two.

The Anti-Racism Secretariat will establish an evaluation measurement framework, communication plan, financial strategy in addition to the comprehensive annual report including actions undertaken by each department and achievement of the proposed actions which will be reported to City Council yearly and published on the anti-racism webpage

### **FINANCIAL IMPLICATIONS**

There are no financial implications associated with the report recommendations. Resources required to implement the Anti-Racism Strategy will be requested through the 2023 Budget cycle.

### **LEGAL IMPLICATIONS**

There are no legal impediments to implementing the report recommendation, appreciating that the implementation of any specific element of the Anti-Racism Strategy is subject to conformance with the City's obligations under Federal and Provincial law and collective agreements

### **COMMENTS BY THE WARD COUNCILLOR(S)**

N/A

### **ADVISORY COMMITTEE(S) COMMENTS**

During the second phase of engagement by the Anti-Racism Secretariat, two Council Advisory Committees were consulted. The Anti-Racism Secretariat presented to the Accessibility Advisory Committee on June 15, 2021 and several recommendations were incorporated to increase the accessibility considerations of future engagement sessions including:

- Specification of start and end times for community consultations;
- Provision for participants to provide feedback after the event;
- Consideration that not everyone is able or available to provide feedback on the spot;

These recommendations were implemented through the third phase of community engagement.

The Anti-Racism Secretariat presented to the French Language Services Advisory Committee (FLSAC) on May 13, 2021. The FLSAC also submitted several recommendations to the Anti-Racism Secretariat to consider the unique perspectives of the francophone racialized community in the development of the Strategy, particularly with respect to engagement and training. This included:

- Collaboration with organizations involved in the fight against racism in order to define a common anti-racist glossary in French.
- Provision of training in French to City of Ottawa staff on racism, systemic racism, white fragility, and white supremacy.
- Establish long-term relationships with Francophone cultural organizations to adequately address their needs and make the Anti-Racism Strategy known to their members.
- Continue the intersectional approach to the work and encourage the organizations and services working with the Francophone communities are funded by the City of Ottawa, are diversified, and meet the needs of racialized Francophones.

These recommendations will be implemented through the Anti-Racism approach and through the commitment to ongoing community dialogue and engagement and through the foundational training for City staff.

## **CONSULTATION**

### **Consultation**

A broad and comprehensive multi-phase engagement plan was developed to ensure residents, community partners/stakeholders and City staff could participate in identifying concrete actions towards removing systemic barriers in City programming, services and policies. A series of action planning sessions were held including focused sessions for groups with intersectional identities that were not well-represented in initial engagements. The results of these engagements were compiled in the What We Heard report presented to Council in November of 2021 (ACS2021-CSS-GEN-012).

A series of townhalls, with City staff and Ottawa residents were held to provide an overview of the findings from the report, and to invite additional community feedback.

An Anti-Racism Advisory Table comprised of City staff and anti-racism leaders and individuals from Indigenous, Black and other racialized communities, was established to bring forward community perspectives in advising on the recommended actions arising from the What We Heard report and townhall findings.

### **Record of Engagement**

- Anti-Racism Secretariat Engage Ottawa survey (2 iterations - English and French open to all residents)
- City Staff virtual sessions
- Ottawa Resident virtual sessions (6 sessions) targeting Black (English and Francophone), Asian, Jewish, and Muslim residents (men, women, gender diverse, age diverse, racialized people living with disabilities, and 2SLGBTQIA+)
- Community Virtual Sessions (12 sessions hosted by community partners)
- Indigenous Engagement – Engaged Indigenous-led consultant group hosting four sessions for Elders, Algonquin Anishinaabe, Inuit, and Métis residents (a broad Indigenous engagement approach will be developed in collaboration with the City's Indigenous partners)
  - 5 circles hosted in English and Inuktitut for Inuit, Métis and Algonquin residents and elders in collaboration with the Community Safety and Well-Being Plan
- A total of 1016 community members and City employees participated in the three Phases of engagements

## **Notification**

At each phase of engagement, Public Service Announcements were released to notify the public. Additionally, notices were placed on the City's Facebook, Twitter and LinkedIn accounts with links to the Anti-Racism Secretariat Engage Ottawa web page. Direct notification was provided via email to organizations and agencies across the city who serve racialized clients,.

The Anti-Racism Strategy, once approved, will be publicly available on Ottawa.ca.

## **ACCESSIBILITY IMPACTS**

The Anti-Racism Strategy has been created to address the barriers experienced by Indigenous, Black and other racialized communities, including people living with disabilities. The progress on the strategy development was presented to the City's Accessibility Advisory Committee in June 2021 during the consultation process.

Intersectionality is of the utmost importance to the strategy and there are commitments across all priorities to capture race- disaggregated data to help identify the unique needs of racialized persons across their intersectional identities.

As departments implement their actions, they will be encouraged to consider and work with Indigenous, Black and other racialized communities, including individuals and groups living with disabilities and the agencies who support them to learn about their specific needs. Furthermore, the Corporate Accessibility Office has supported the development of this report and will continue to coordinate and collaborate on the City's accessibility commitments and initiatives to ensure they are inclusive of Indigenous, Black and other racialized communities in alignment with the City's Anti-Racism Strategy.

## **ASSET MANAGEMENT IMPLICATIONS**

N/A

## **CLIMATE IMPLICATIONS**

N/A

## **ECONOMIC IMPLICATIONS**

The Anti-Racism Strategy, aligns with the current City Strategic Plan priorities on

Economic Development, namely economic growth and business attraction. Additionally, the recommendations, actions and anti-racism approach of the Anti-Racism Strategy, will be included in the development of the new Economic Development Strategy that will be presented to Council in 2023.

## **ENVIRONMENTAL IMPLICATIONS**

N/A

## **INDIGENOUS GENDER AND EQUITY IMPLICATIONS**

### **Indigenous Policy Considerations**

The work of the Anti-Racism Secretariat begins with the recognition that Ottawa is built on unceded Anishinaabe Algonquin territory and honours Algonquin presence and nationhood. In addition, the contributions of all First Nations, Inuit, Métis, and urban Indigenous community partners in Ottawa are recognized and respected and valued. The Anti-Racism Secretariat acknowledges that any discussion of racism in the City of Ottawa needs to begin with a full and honest recognition of ongoing racial and colonial oppression.

To address the barriers unique to Indigenous communities and ensure the voices of Indigenous residents of Ottawa were included in the creation of the Strategy, a separate process was used to engage with Indigenous residents. An Indigenous-led consultant firm was contracted to facilitate action planning circles for Indigenous residents. The City desires to further collaborate with Indigenous partners and stakeholders.

Prosperity, characterized by economic and social well-being, inclusion, and self-determination, was eroded through historical and ongoing colonization within Indigenous communities. The municipality has a responsibility to implement policy decisions in a manner that is consistent with the recognition of constitutionally protected Aboriginal and Treaty Rights. This responsibility is enacted through our commitment to respectfully engage with the Host Nations and urban Indigenous communities in ways that foster sustained and strong relationships.

The City will consult with First nations, Inuit and Métis leaders, elders, youth and communities to discuss a strategy that supports priorities as identified by Indigenous communities. This includes economic and social well-being, inclusion and self-determination of all indigenous residents of Ottawa.

Further to the creation of an Anti-Racism Strategy, the City of Ottawa continues to work with Indigenous communities, including the Ottawa Aboriginal Coalition, on priorities that have been identified collaboratively.

## **Gender and Equity Implications**

The gender lens was integrated in the process of developing the Anti-Racism Secretariat in several ways:

- Due to COVID-19, in-person sessions were restricted limiting engagement to online surveys and sessions. Efforts were made to hold sessions in the evenings and on Saturdays to offer as much choice in session times as possible to accommodate varying schedules of women and gender diverse groups.
- The online surveys collected data on intersecting identities. Of the responses, 53% of this group identifying as racialized women and 50% of 2SLGBTQIA+ respondents identified as racialized.
- Strategic actions ensure gender is integrated in anti-racism policies, plans and programs through the recognition of disproportionate vulnerability of racialized women and gender diverse people. The Anti-Racism Strategy actions align with the Women and Gender Equity Strategy, and Corporate Diversity and Inclusion Plan actions directly aimed at policies, plans, and programs disproportionality impacting services and employment from a gender diverse perspective.
- The Corporate Diversity and Inclusion Plan is developing a Data Framework to support policy related to collection of disaggregated data. The Anti-Racism Strategy has identified actions specifically in Housing, Employment initiatives and Health Outcomes that seek to define the barriers faced by diverse racialized groups, including women and gender diverse, to services offered by the City through better data techniques driving targeted decisions.

When Racial and gender stereotypes overlap it produces unique gender inequalities and the effects of these inequalities have profound consequences in almost every sector of public life including housing, health and employment. Not only do contents of racial and gender stereotypes overlap, racism and sexism combine to produce more economic inequalities for racialized women than experienced by either non-racialized women or racialized men.

The integration of a gender lens to anti-racism ensures that the complex and interconnected nature of racial inequalities and gender inequalities are explored,

explained, and addressed. It gives the opportunity to take into account the specific needs, preferences and well-being of women of all intersectional groups as well as gender diverse groups and ensures their involvement in decision-making. This will generate greater well-being for all and accelerate the achievement of the Anti-Racism Strategy.

## **RISK MANAGEMENT IMPLICATIONS**

The Anti-Racism Strategy is a first of its kind and a first step in addressing systemic racism at the City of Ottawa. It will raise opposing views on whether it has gone too far or not far enough in both recognizing racism and its impacts as well as in the identified actions. Mitigation lies in the Anti-Racism Strategy governance, accountability and transparency on the progress of the strategy and commitments to continue ongoing engagement within the community.

The Anti-Racism Advisory Table will continue to provide the community perspective, ensuring responsiveness to emerging issues and prioritization of community identified needs. Ongoing community engagement, including seeking new ways to interact within the community, will provide additional perspective on what is important to the Indigenous, Black and other racialized population of the City of Ottawa.

## **RURAL IMPLICATIONS**

There are no rural implications.

## **TECHNOLOGY IMPLICATIONS**

N/A

## **TERM OF COUNCIL PRIORITIES**

The Anti-Racism Strategy aligns with the City's strategic priorities "Thriving Communities" and "Thriving Workforce".

## **SUPPORTING DOCUMENTATION**

Document 1 - Anti-Racism Strategy

Document 2 – External What We Heard Report

All documents immediately follow the report

## **DISPOSITION**

The City of Ottawa staff in the Gender and Race Equity, Indigenous Relations, Diversity and Inclusion Branch, Community and Social Services Department, will action any direction received as part of City Council's consideration of this report, and will move to other departments and community partners to implement, monitor, and evolve the Anti-Racism Strategy and identified actions.